VOLUNTEERING IN THE EUROPEAN UNION

Educational, Audiovisual & Culture Executive Agency (EAC-EA)

Directorate General Education and Culture (DG EAC)

Final Report submitted by GHK

17 February 2010

Contact person:

Cecile Mathou, email: Cecile.mathou@ghkint.com

GHK, Rue Royale 146, 1000 Brussels, Tel: +32 2 2750100

Contractual address

526 Fulham Road, London SW6 5NR

Tel: +44 20 7471 8000; Fax: +44 20 7736 0784

www.ghkint.com

GHK

CONTENTS

EXECUTIVE SUMMARY 6
1 INTRODUCTION 21
1.1 Background to the study 21
1.1.1 Volunteering at international level 21
1.1.2 Volunteering and EU policies, programmes and activities 25
1.2 Aims of the assignment 38
2 METHOD OF APPROACH 39
2.1 Outline of the method used for undertaking the study 39
2.2 Key activities undertaken 39
2.2.1 Phase 1: Inception phase 40
2.2.2 Phase 2: Data collection phase 40
2.2.3 Phase 3: Data analysis phase 41
2.2.4 Phase 4: Presentation of findings, recommendations and conclusions 41
2.3 Main obstacles encountered 41
2.3.1 Complexity of the institutional landscape of the volunteering sector 41
2.3.2 Availability of data 42
3 VOLUNTEERING IN THE EU 45
3.1 General information about volunteering in the EU 45
3.1.1 Different traditions and contextual backgrounds 45
3.1.2 Definitions 49
3.1.3 Number and profile of volunteers 56
3.1.4 Number and types of organisations engaging volunteers 80
3.1.5 Main voluntary activities 89
3.2 Institutional framework for volunteering 92
3.2.1 Main public bodies and other organisations involved in volunteering 92
3.2.2 Policies 101
3.2.3 Programmes 103
3.3 Regulatory framework for volunteering 110
3.3.1 General legal framework 110
3.3.2 Legal framework for individual volunteers 115
3.3.3 Legal framework for organisations engaging volunteers 120
3.3.4 Legal framework for profit-making organisations 122
3.3.5 Insurance and protection of volunteers 124
3.4 Economic dimension of volunteering 126

3.4.1 Funding arrangements for volunteering 126
3.4.2 Economic value of volunteering 132
3.5 Social and cultural dimension of volunteering 138
3.5.1 Key benefits for volunteers, the community and direct beneficiaries 138
3.5.2 Factors that motivate individuals to volunteer 145
3.6 Volunteering in the context of education and training 152
3.6.1 Recognition of volunteers' skills and competences within the context of national education and training systems 152
3.6.2 Education and training opportunities for volunteers 160
3.7 EU policies and volunteering 163
3.7.1 Impact of EU policies on volunteering 163
3.7.2 Contribution of volunteering to EU policies 169
4 SECTOR STUDY ON VOLUNTEERING IN SPORT 171
4.1 General information about volunteering in sport 171
4.1.1 Different traditions and contextual backgrounds 171
4.1.2 Definitions 173
4.1.3 Number and profile of volunteers in sport 173
4.1.4 Number and types of sport organisations engaging volunteers 184
4.1.5 Main voluntary activities 188
4.2 Institutional framework for volunteering in sport 193
4.2.1 Main public bodies and other organisations involved in volunteering in sport 193
4.2.2 Policies 195
4.2.3 Programmes 198
4.3 Regulatory framework for volunteering in sport 201
4.3.1 General legal framework 201
4.3.2 Legal framework for individual volunteers in sport 201
4.3.3 Legal framework for sport organisations engaging volunteers 203
4.4 Economic dimension of volunteering in sport 207
4.4.1 Public financing of volunteering in sport 207
4.4.2 Sources of funding for sport associations 214
4.4.3 Other public support and benefits 215
4.4.4 The economic value of volunteering in sport 216
4.5 Social and cultural dimension of volunteering in sport 219
4.5.1 Key social and cultural benefits of volunteering in sport 219
4.5.2 Factors that motivate individuals to volunteer in sport 222
4.6 EU policies and volunteering in sport 223
4.6.1 Impact of EU policies on volunteering in sport 225
5 CONCLUSIONS AND RECOMMENDATIONS 228
5.1 Main challenges and opportunities for volunteering 228
5.1.1 Main challenges for volunteering 228

5.1.2 Opportunities for volunteering 237
5.2 Main challenges and opportunities for volunteering in sport 245
5.2.1 Key characteristics of Member States with high shares of volunteers 245
5.2.2 Success factors and opportunities 250
5.2.3 Factors inhibiting the development of volunteering in sport 252
5.2.4 Other opportunities and challenges identified 253
5.2.5 Concerns raised by sport organisations 256
5.3 Recommendations 259
5.3.1 Recommendations at EU level 259
5.3.2 Recommendations to Member States 263
5.3.3 Recommendations to organisations engaging volunteers 268
5.4 Specific recommendations for volunteering in sport 273
ANNEXES 278
ANNEX 1: STATISTICAL ANNEX - SUMMARY TABLES ON CHARACTERISTICS OF VOLUNTEERING IN THE EU 279
ANNEX 2: SUMMARIES OF A SELECTION OF EUROPEAN / INTERNATIONAL STUDIES / SURVEYS ON VOLUNTEERING 288
ANNEX 3: GLOSSARY 309
ANNEX 4: NATIONAL REPORTS ON VOLUNTEERING 313
ANNEX 5: NATIONAL FICHES ON VOLUNTEERING IN SPORT 313
ANNEX 6: SURVEY QUESTIONNAIRE ON VOLUNTEERING IN SPORT 314

EXECUTIVE SUMMARY

Introduction

This Executive Summary contains the key findings of a Study on Volunteering in the EU contracted by the Education, Audiovisual and Culture Executive Agency (EACEA) to GHK and managed by the Directorate General for Education and Culture (DG EAC) of the European Commission. The aim of this study was to help the Commission consider ways in which the voluntary sector could be further promoted at EU level and the extent to which volunteering could help the EU in achieving its wider strategic objectives set out in for example the Social Agenda and the Lisbon Strategy.

The importance of volunteering has long been acknowledged by the EU. However, there is a lack of a systematic and structured EU approach towards volunteering. In addition, no research has ever covered the full spectrum of volunteering and volunteering in sport in all 27 EU Member States. Therefore, the objectives of this study were to:

- Reach a better understanding of the volunteering landscape in all 27 Member States, in terms of facts and figures, regulatory and institutional arrangements, the influence of EU policies, programmes and actions and concentrating on specific issues such as competition, procurement, taxation, job and service substitution;
- Identify trends, similarities and differences, opportunities and challenges;
- Help determine the scope of possible future policies and actions which could be more effectively implemented at the European level rather than at national or regional/local level;
- Raise awareness of the possible benefits of supporting volunteering; and
- Serve as an information source and provide a detailed picture of what is ongoing in volunteering in the entire EU to inform the European Year 2011[1].

The study also included sector specific analyses and recommendations focused on sport. Specific recommendations regarding volunteering in the sport sector can be found in section 5.2 and 5.4 of the final report.

It is important to stress that the aim of this study was not to define a uniform methodology for measuring volunteering in the EU, nor indeed to carry out empirical research on volunteering in the EU-27; rather this report aims to review what national studies, surveys, reports and key stakeholders stated about volunteering and volunteers in each individual EU Member State. While this report has collated and made use of a wide-range of sources to gather the most information possible on the level of volunteering in the EU, the discrepancies between different national surveys, studies and methods means that it has not been possible to provide a statistically accurate comparison across Europe. Therefore, the statistical analysis of the level and nature of volunteering should be seen as indicative only.

[1] European Year of Voluntary Activities promoting Active Citizenship.

Whilst national reports have made use of a wide-range of sources the extent to which each national report relies on primary and secondary data sources varies, depending on the availability of data and reports, the number of stakeholders that could be consulted and the specific context of each country.

Volunteering landscape in the EU

An analysis of the national surveys and reports on volunteering identified by key stakeholders in the Member States indicates that, there are around **92 to 94 million adults involved in volunteering in the EU**. This in turn implies that around **22% to 23%** of Europeans aged over 15 years are engaged in voluntary work. The national surveys tend to show lower levels of volunteering in comparison to some of the key European or international surveys[2].

There are clear differences in the level of volunteering between Member States. Whilst certain EU Member States have longstanding traditions in volunteering and well developed voluntary sectors, in others the voluntary sector is still emerging or poorly developed. The national studies on volunteering show that the level of volunteering is[3]:

- **Very high** in Austria, the Netherlands, Sweden and the UK as over 40% of adults in these countries are involved in carrying out voluntary activities.
- **High** in Denmark, Finland, Germany and Luxembourg where 30%-39% of adults are involved in volunteering.
- **Medium high** in Estonia, France and Latvia where 20%-29% of adults are engaged in voluntary activities.
- **Relatively low** in Belgium, Cyprus, Czech Republic, Ireland, Malta, Poland, Portugal, Slovakia, Romania, Slovenia and Spain as 10%-19% of adults carry out voluntary activities.
- **Low** in Bulgaria, Greece, Italy and Lithuania where less than 10% of adults are involved in voluntary activities.

It must be reiterated here that given the discrepancies in the national survey tools, these findings should be treated with caution, and be read in conjunction with section 3.1.3 of the main report, which compares these figures with those from recent, pan-European surveys into volunteering (European Values Study and Eurobarometer). In brief, the comparison suggests that:

- Sweden and the Netherlands are the only countries which feature very high levels of volunteering in national studies, as well as in the Eurobarometer and European Values Study. Other countries which have consistently been identified as having either high or very high levels of participation in volunteering are Denmark, Finland and Luxembourg.
- Other countries with relatively high levels of volunteering are Austria, the UK and Slovakia.

[2] National studies use different methodologies, target groups, forms of volunteering (informal vs formal), sample sizes, etc. For example, the Italian figures only include the number of volunteers in specific voluntary organisations and the Greek figures are based on estimates on the number of regular volunteers in the formal sphere in the absence of national surveys on volunteering. Therefore, these findings should be seen as indicative only.

[3] The results of Hungarian studies show a high degree of variance (from 5.5% to 40%).

- Countries which have consistently been identified by national reports and the Eurobarometer and European Value Study as having low or relatively low levels of participation in volunteering are Bulgaria, Lithuania, Poland, Portugal, Romania and Spain.

Regarding volunteers in sport, the data gathered indicates that **volunteering in sport represents a significant share of the adult population in Finland (16%), Ireland (15%), the Netherlands (12-14%), Denmark (11%), Germany (10.9%) and Malta (9.2%)**. Conversely, in Estonia (1.1%), Greece (0.5%), Lithuania (0.1%), Latvia and Romania (less than 0.1%) volunteering in sport does not appear to be a common practice.

Trends in the level of volunteering over the past decade vary between Member States. Overall however, there has been a **general upward trend** in the number of volunteers active in the EU over the last ten years. Reasons to explain this trend include increased awareness of social and environmental concerns; recent public initiatives to promote volunteering; increasing numbers of voluntary organisations which in turn means that volunteers are being spread across an ever larger number of organisations; growing numbers of volunteers needed to support the delivery of public services; increasing number of individuals involved in project based or short-term volunteering as opposed to long-term volunteering; increased involvement of older people and the change in public perceptions, particularly in the New Member States.

Figure 1 – Trends in the number of volunteers in the EU over the past decade

Trend	Trend over the past decade (prior to the economic crisis)
Increase	Austria, Belgium, Czech Republic, Denmark, France, Greece, Italy, Luxembourg, Poland, Spain
Modest increase	Estonia, Finland, Germany, Hungary, Romania, Slovenia
Stable / fluctuation	Bulgaria, Ireland, Latvia, Lithuania, Malta, Netherlands, Sweden
Decrease	Slovakia
Unclear / No comparable information	Cyprus, Portugal, United Kingdom

Source: Based on information from national reports

Trends in the number of volunteers in sport in the past decade, according to national data, appear to be the following:

Figure 2 – Trends in the number of volunteers in sport in the EU over the past decade

Trend	Trend over the past decade (prior to the economic crisis)
Increase	Czech Republic, Denmark, Estonia, Finland, France, Ireland, Malta, the Netherlands, Spain
Stable / fluctuation	Cyprus, Sweden, the United Kingdom
Decrease	Austria, Bulgaria, Germany, Luxembourg, Latvia, Romania, Slovakia, Slovenia
Unclear / No comparable information	Belgium, Greece, Hungary, Italy, Lithuania, Poland, Portugal

Source: Based on information from national reports

Gender - In many countries a gender dimension is more apparent in specific sectors (e.g. sport, health, social and rescue services) and voluntary roles (e.g. managerial and operational roles) rather than in overall participation rates in volunteering. However, in general, most countries tend to have either a greater number of male volunteers than female (11 countries) or an equal participation between men and

women (9 countries). In many countries the dominance of male volunteers can be explained by the fact the sport sector attracts the highest number of volunteers and more men than women tend to volunteer in sport.

Age – In a number of EU countries the highest levels of volunteering are detected among adults aged 30 to 50 years. In a substantial number of countries the number of older people volunteering is increasing. This is the case in Austria, Belgium, Finland, France, Romania, Slovenia, Spain and Sweden. Young people make up the largest share of volunteers in many Eastern European countries and Spain.

Education levels – The national reports have illustrated that there is a clear, positive correlation between education levels and the tendency to volunteer.

Employment status – In the majority of EU countries employed individuals are the most active volunteers.

Sectors – In over half of EU countries, most volunteers are active in the sport and exercise sector. Volunteers in sport represent an important share of total volunteers in Denmark (31.5%), France (25%) and Malta (84%).[4] The highest level of voluntary activity across Member States is undertaken in football. In addition to sport, the most commonly reported sectors in which volunteers are active include:

- Social, welfare and health activities;
- Religious organisations;
- Culture;
- Recreation and leisure; and
- Education, training and research.

Voluntary organisations – Overall, there have been very strong increases in the number of voluntary organisations over the past decade; some countries have seen up to two to four-fold increases in the number of registered voluntary organisations in the last decade, with individual annual increases reaching 15% in some cases. These include countries where organised, formal volunteering is an established tradition (i.e. in France and Germany), as well as in countries where formal volunteering is a more recent phenomena (i.e. Bulgaria, Estonia, Italy, Romania). However, it is important to remember that the level of detail on the number and sector of voluntary organisations depends on whether the country has a registry of voluntary organisations and whether such organisations are either obliged or incentivised to register. Even in countries which have such registries, it is difficult to provide accurate data on the number of active voluntary organisations as in many cases the registries include both inactive and active organisations.

Institutional framework

Only a small number of countries have in place a national strategy for volunteering. Even fewer countries have identified targets and where such indicators are in place, they tend to be qualitative rather than quantitative by nature. Only a small number of countries appear to have formal reporting and monitoring arrangements for volunteering in place. This is indicative of a lack of clear and consistent policy on volunteering at national level.

It is much easier to establish a national strategy on volunteering in countries where there is only one Ministry responsible for volunteering. In other cases, such a strategy would have to reflect the policy aims, objectives and goals of a wide range of different Ministerial departments. In such countries, the tendency is for the main Ministry responsible for volunteering to channel funding into key priority areas, such as youth volunteering or volunteer management.

The importance of volunteering in sport on the political agenda differs significantly between countries. Where it does feature on the agenda (in about ten Member States) it is often correlated to the existence of a sport/health policy. Member States have either integrated volunteering in sport in the general strategy on volunteering or in their general strategy on sport, rather than developing a separate strategy for volunteering in sport.

Legal framework

There is no uniform way of regulating volunteering, primarily because of the diverse nature of volunteering together with the complexity and diversity of the voluntary sector across Member States. By way of categorising the regulatory framework for volunteering, three key distinctions can be made between Member States:

- Member States where a legal framework specifically relating to volunteering is in place (Belgium, Cyprus, Czech Republic, Hungary, Italy, Latvia, Luxembourg, Malta, Poland, Portugal, Romania and Spain);
- Member States that do not have a legal framework but where volunteering is regulated by or implicit within other existing general laws (Austria, Denmark, Estonia, Finland, France, Germany, Greece, Ireland, Lithuania, Netherlands, Slovakia, Sweden and the UK); and
- Member States who are in the process of developing a legal framework for volunteering (Bulgaria and Slovenia).

In the majority of Member States there is no specific legal framework covering volunteering in sport. Some rights and benefits attributed to individual volunteers can be in some cases specific to volunteering in sport (e.g. requirements related to qualifications and background checks). Regarding sport organisations, whilst most Member States have applied VAT reductions and exemptions there are important divergences between the countries due to different interpretations of the scope of the exemption. There are concerns that the interpretation of some Member States is too wide and not in compliance with Community rules.

Economic dimension of volunteering

Funding of the voluntary sector – Levels of financial resources present significant challenges for the majority of voluntary organisations and agencies across the EU. The main source of funding for the voluntary sector in Europe is public funds. In some EU countries however, this trend is starting to change. The State's capacity to fund the social sector has been declining and non-governmental organisations began gradually taking over the provision of some social services. Simultaneously, the proportion of financial resources coming from the private sector has been marked by a steady growth. Public service delivery is increasingly driving the funding environment for the

[4] Only some countries' studies indicated this proportion.

voluntary sector and contracts are therefore becoming a more important mechanism for the transfer of resources. As a consequence there will be a much greater emphasis on earned income as part of the funding mix of the voluntary sector in the future.

Regarding the sport sector, there are important differences in the sources of funding available to sport organisations. For Member States[5] where such information was available, sport organisations mainly rely on:

- Membership fees (Finland, France, Germany, the Netherlands, Spain);
- Fundraising and donations (Estonia, Slovenia, Spain);
- Sponsorship (Slovenia);
- Public funding – state (Cyprus, France, Portugal);
- Public funding – regional and local authorities (Estonia);
- Other income (e.g. sales of tickets to sport events organised, bar and restaurant services, etc): Romania, Spain.

Economic value of volunteering – Estimating the economic value of volunteering is one of the key ways of evidencing the benefits of volunteering overall. In Member States where such calculations have been made there is usually no consensus on the estimation of the economic value of volunteering in the country. Estimates based on a harmonised methodology (replacement cost method) for all countries, indicate that the economic value of volunteering varies greatly, accounting for[6]:

- A tiny percentage of GDP in Slovakia, Poland and Greece (less than 0.1%);
- Below 1% of GDP in Bulgaria, Czech Republic, Italy, Hungary, Lithuania, Malta, Portugal, Romania and Slovenia;
- Between 1 and 2% of GDP in Belgium, France, Germany, Ireland, Luxembourg and Spain;
- More than 2% of GDP in the UK, Finland and Denmark; and
- A significant share in Austria, the Netherlands and Sweden (between 3 and 5%).

Estimates for 13 Member States indicate that the average contribution of volunteering in sport is estimated to correspond to 0.82% of GDP, ranging from less than 0.5% of GDP in Portugal, Czech Republic, Cyprus and Germany; between 0.5 and 1% of GDP in Austria, Ireland, Denmark, France, Slovenia, Finland and the Netherlands; and more than 1% of GDP in Sweden and the UK. Research further suggests that sport would become far less accessible without inputs from volunteers, as Member States would either have to substantially increase their financial contributions or organisations would have to increase their membership fees to a level which a large share of the population would not be able to afford. In the majority of countries, the average number of hours dedicated to volunteering in sport per week revolves around 4-5 hours.

Social and cultural dimension of volunteering

In addition to their economic benefits, voluntary activities have a variety of broader social impacts that deliver significant added benefits to volunteers, local communities,

[5] When identical levels were reported, Member States have been mentioned more than once.

[6] Such value could not be calculated for Cyprus, Estonia and Latvia because of missing data.

and society in general. Many of these impacts contribute directly to a number of key objectives set out in EU policies. Some of them are presented below.

Social inclusion and employment – Many voluntary activities and services involve the promotion of social cohesion, as well as social inclusion and integration, which are in turn often important elements of European social policy. Volunteer work provides important employment training and a pathway into the labour force. It enhances social solidarity, social capital, and quality of life in a society; it gives individuals a sense of self-satisfaction that they are making a contribution to the progress of society. As such, it contributes importantly to the promotion of 'decent work,' of work as a means of promoting human agency, dignity, and a feeling of self-satisfaction.

Education and Training – Volunteering can provide unemployed individuals with the experience needed to integrate into the labour market. Skills and competences gained through volunteering can be transferred into professional contexts. Many volunteers appreciate the opportunity that comes from volunteering to learn new skills, as well as practice existing competences. Volunteering is also seen as a useful way for young people to test out potential careers and therefore make an informed choice about future education and training pathways.

Active Citizenship – Volunteering leads to the direct involvement of citizens in local development, and therefore plays an important role in the fostering of civil society and democracy. The importance of youth volunteering for social inclusion and active citizenship has been evidenced in many Member States. For a majority of volunteers in sport, donating their time to a club is an opportunity to actively contribute to their community.

Sport – It is important to remember that volunteers and voluntary organisations often provide vital activities and services, which are used by members of the community. These can range from local sport clubs to transportation for the elderly or specific health care services, all of which have a significant impact on the lives and well-being of local people, as well as on the local environment. Sport clubs are one of the best examples, as the sport movement mainly relies on volunteers throughout Europe. In the majority of Member States the sport sector in particular relies heavily on volunteers (e.g. Austria 14% paid staff and 86% volunteers; France almost 80% volunteers; the Netherlands 13% paid staff and 87% volunteers). Voluntary engagement allows sport clubs to maintain low membership fees, thus removing financial barriers to participation.

Conclusions: main challenges and opportunities for volunteering

Main challenges

Engaging volunteers – Overall, the level of volunteering has increased in the great majority of EU countries over the past decade. The main difficulties seem to be related to the changes that are affecting the nature of voluntary engagement, as well as a mismatch between the needs of voluntary organisations and the aspirations of the new generations of volunteers, rather than a drop in the number of volunteers. Factors include the inadequate knowledge of the needs of organisations, the difficulty in matching volunteers with appropriate organisations, preference for short rather than long-term voluntary commitments, and increases in the number of voluntary organisations which means that volunteers are being spread across an ever larger number of organisations. In the sport sector, the fact that organisations are placing

high demands on the skills and qualifications of volunteering was sometimes seen as a deterrent for potential volunteers. Overall, both the sport sector and people's lifestyles are changing. Whilst demands on volunteers in the sport sector are becoming increasingly specific, requiring higher skills and more qualifications, volunteers appear to be less willing to commit to one organisation for long periods of time and take on decision-making responsibilities.

Professionalisation of the voluntary sector – The increasingly professional nature of staff employed in the voluntary sector means new challenges in terms of management of human resources within organisations engaging volunteers. Volunteers are also confronted with increasingly demanding tasks that require specific competences and skills, creating a tension between, on the one hand, increasing professionalisation and demands placed on volunteers and, on the other hand, the ability of volunteers to meet these demands and remain willing to do so in an unpaid fashion.

Legal and regulatory framework – The lack of a clear legal framework or clear rules is considered as being a key challenge for the development of volunteering in at least six countries. On the other hand the increasing legislative burden can impede volunteering by the accumulation of rules and laws applying to the voluntary sector. Stakeholders were therefore emphasising the risks of over-regulation of the sector. Finally, legal constraints that limit volunteering (e.g. limits on the number of hours of voluntary work that an unemployed person or somebody on early retirement can perform) can pose restrictions on recruitment among certain groups. The recent requirements in several Member States for volunteers in sport to have background checks, or to hold specific qualifications or a licence to work with young people, are adding an increased burden on both individual volunteers and sport organisations.
Lack of monitoring and information – The need for more accurate and detailed data on volunteering has been highlighted in all Member States. Information and data relating to volunteering are often unstructured and non-standardised even at national level. This clearly represents a major challenge in terms of accurately understanding volunteering within countries, in particular the impact of governmental support on volunteering in different European countries.

Sustainable funding – Findings indicate that funding issues are a key concern of the voluntary sector. In the past years, voluntary organisations have witnessed a considerable change in the relations between voluntary organisations and public authorities. Subsidies are being increasingly replaced by contracts, awarded through calls for tender, calls for projects and the outsourcing of public services. Local authorities seem to partly use public procurement as an 'umbrella' to avoid any risks of infringing rules that are unclear to them. Consequences include increased competition between voluntary organisations, application of rules that are designed for the business sector and the risk of driving away volunteers. For sport organisations, the opening up of gambling markets to competition raises important questions in terms of future funding and potential loss of income for the sport movement. In many Member States the income generated by lotteries is amongst the most important financing sources for the sport sector.

Risk of instrumentalisation of the voluntary sector – In some countries the sector is increasingly seen as an instrument for tackling problems or providing services that the state cannot provide anymore. These difficulties are expected to increase due to the economic crisis, which will increase the demand for these services. In the sport

sector some level of tension was identified between the state wishing to pursue specific social goals (and making this conditional in funding decisions), such as inclusion and integration, through the sport movement, and the sport movement considering that this may affect their autonomy.

Lack of recognition – Recognising voluntary activities and volunteering can play a big part in rewarding existing volunteers for their participation in voluntary activities and in attracting new volunteers. The validation of non-formal and informal learning (VNFIL) provides important opportunities to recognise the skills and competences of volunteers. Opportunities for VNFIL are limited in at least eight countries that have not fully established arrangements for VNFIL to date. A further seven countries are in the process of developing arrangements for VNFIL though their application to volunteering remains limited. Even in countries that have well established arrangements and policies in place for VNFIL there is evidence to suggest that it does not always apply to volunteering.

Perceptions and prejudices – This was identified as a key challenge in some former communist countries which are still struggling with stereotypes and negative connotations and where trust in civil society organisations is rather low.

Lack of a clear strategy and a fragmented political landscape – In countries that do not have a national strategy for volunteering, the policy aims and objectives for volunteering are implicit within a wide range of broad policy discourses. There is concern at national and EU level that the issue of volunteering is widely dispersed across a broad range of policy areas.

Main opportunities

Improving the legal environment for volunteering – The legal framework is only part of the social and institutional context that shapes volunteering in a country. It becomes particularly important when it creates obstacles and impedes volunteering, as the experiences of some EU countries show. Therefore, the countries of Central and Eastern Europe in particular have moved beyond publicly recognising volunteering to creating a legal environment that aims to promote volunteering. In addition, a number of countries have taken steps to review their legislation and address shortcomings. In some countries, such as Hungary and Luxembourg, these initiatives are clearly related to the preparation of the European Year 2011. In the sport sector, the existence of tax benefits and exemptions applying to volunteers and sport organisations appears to have a favourable influence on the share of volunteers.

Measures to support volunteers within organisations – The retention of volunteers is an important challenge faced by voluntary organisations. Many volunteers have raised the issue of a lack of leadership/coordination within voluntary activities. Some good practices have been highlighted as efforts to prevent the disengagement of volunteers, in particular the development of support roles within organisations. There is also evidence of many countries investing significant resources in education and training opportunities for volunteers.

Improving perceptions of volunteering – A number of successful campaigns have been run and have raised the status of volunteering, particularly in countries which lack a tradition of organised volunteering (e.g. Estonia). Measures have also been implemented by the voluntary sector itself to help raise awareness about the benefits

and opportunities of volunteering, such as the launch of 'the week of volunteering' and volunteer award ceremonies. In order to stimulate youth volunteering and address what is perceived as a disengagement of young people, campaigns have been launched to make youngsters aware of the positive sides of voluntary work (e.g. the Netherlands). In addition to campaigns and information tools, experience from Greece, France, the UK and other countries shows that major sport events can be a fantastic opportunity to raise awareness of volunteering. Popularity of the European Voluntary Service was highlighted as an important factor in several countries as having the potential to promote volunteering among young people.

Recognition of volunteers' skills and experience – Interesting practices are put in place in a number of Member States, many of which are influenced by the European agenda of the validation of non-formal and informal learning (VNFIL). A number of countries have recently established arrangements for VNFIL where no tradition of VNFIL existed.

Data collection and research – Evidence shows that there is a clear momentum towards improving knowledge and understanding of volunteering at national level, through the collection of reliable, regular and systematic data. These are encouraging developments towards an enhanced recognition of the social and economic value of volunteering. At organisation level, it seems that there is now a growing consensus among voluntary organisations that measuring the economic value of volunteering can bring substantial benefits in terms of recognition and visibility. Finally, the International Labour Organisation is currently developing the first-ever set of international guidelines for generating regular and reliable statistics on volunteering which will be comparable across countries and regions.

Sustainable funding – Accompanying measures to help voluntary organisations to adapt to the new funding environment, increasingly based on public procurement procedures, have been put in place in a limited number of Member States, such as the UK where the Learning and Skills Council provides one-to-one support on the tendering process of third sector organisations. The Agreement between the Swedish government and the third sector is also exemplary as it aims to ensure a growth in the diversity of providers and suppliers, clarifies the role of voluntary players in the social sphere and enables voluntary organisations to compete on equal terms. In many Member States the voluntary sector is calling for a modernisation of the relationship between the state and the sector, which should include a clarification of their 'funding' relationship. In the sport sector, evidence suggests that it is important, in particular for sport organisations at grass-root level, to have a diversified income,which includes membership fees, revenue from events and other activities, donations and fundraising, etc. In several Member States, there is increased focus on creating and accessing new ways of funding the sport sector.

Developing strategies for volunteering at national level – There are clear indications that volunteering is increasingly appearing on the national agenda, which has led certain countries to adopt (or plan to adopt) full-fledged strategies or policies on volunteering. This trend has clearly gathered momentum after the UN International Year of Volunteers (IYV) 2001 which has had a tremendous impact in some countries. When no strategy is being developed, volunteering is increasingly included in strategy documents and programmes in various policy areas such as employment, civil society and the care of elderly people.

Setting up volunteering infrastructure - Experience from Member States such as Germany shows how the setting up of an efficient, well structured infrastructure can drastically improve the environment for volunteering. Such networks and platforms are now being set up in countries where no such infrastructure existed, in particular in New Member States. These include volunteer centres to provide information, training and coordination services regionally for host organisations, developing databases and providing brokerage services between volunteers and organisations.

Corporate social responsibility and employer support of volunteering – Though there is no legal provision or specific support schemes for profit-making organisations in most countries, there have been reports on the increase of corporate volunteering, whereby companies encourage their employees to take part in volunteering as part of the drive toward corporate social responsibility (CSR). In many countries the notion of corporate volunteering is a relatively new concept for profit-making organisations.

Recommendations

Recommendations at EU level

Promoting legal and policy frameworks to support volunteering

A comparative study carried out by the European Centre for Not-for-Profit Law (ECNL)[7] suggests that countries should, where necessary, revise laws or enact separate legislation in order to promote volunteerism, protect volunteers, and remove legal impediments. The EU could consider promoting guidelines for countries who wish to adopt legislation, treating aspects such as:

- How volunteering could be distinguished from other types of legally recognised or regulated relationships. The key issue here is that the role of volunteers should be to complement the work of paid staff, or add value, and not replace paid staff;
- How volunteers could be entitled to reimbursement of expenses;
- How volunteers could be protected while they are performing voluntary activity (e.g. insurance coverage);
- How to prevent volunteering having a negative effect on entitlement to unemployment and other social benefits;
- How additional support schemes (e.g. validation of experience) could be provided to volunteers; and
- How international volunteering could be facilitated.

Measuring the economic value of volunteering

At EU level, Eurostat could play a role in supporting the collection of statistics on volunteering, to comply with ILO and UNV recommendations on the measure of volunteering. As Eurostat collects data from National statistical institutes, which often do not have this information, it is therefore important that Eurostat asks national offices for this data to instigate a change. A related issue is considerations regarding how volunteering could be taken into account when measuring the social well-being of

[7] European Center for Not-for-Profit Law (ECNL), Comparative Analysis of European Legal Systems and Practices Regarding Volunteering, Katerina Hadzi-Miceva

Member States, stemming from the Stiglitz report and developments regarding ways to measure social well-being alongside raw economic growth (GDP). The need for taking account of these 'social indicators' beyond GDP to measure the wealth of a society could be recognised by Eurostat and reflected in data collection at EU level.

Clearer EU rules concerning public procurement and the Services Directive

Research at national level has clearly shown the need for a clarification of the definition of Social Services of General Interest (SSGI) and the use of public procurement rules applying to services provided by voluntary organisations. The position of social services of general interest within Community law is still unclear. Given that this concept is much more recent than those of services of general interest and services of general economic interest, it was not established in primary law by the Lisbon Treaty and is therefore subject to lesser legal guarantees. In particular reviewing the status of implementation of the current legislation in all Member States would be helpful (e.g. to what extent the possibility of introducing social criteria is actually used in the different Member States. In Member States where this possibility is under-used, identify reasons why, and encourage Member States to take advantage of this possibility). Greater certainty should be introduced to avoid the consequences of litigation and over-caution by all parties. Finally, the EU should promote the recognition of the added value of the voluntary sector in the provision of SSGI.

Networking to promote volunteering: encouraging research and exchange of good practices

The European Year 2011 will be an excellent opportunity to put volunteering on the agenda of Member States, raise awareness about volunteering, and promote exchange of good practices. There is a strong demand for sharing experience and identifying regulatory and policy frameworks that really work. The EU has a role to play in enhancing recognition, and encouraging Member States to avoid legislative barriers to volunteering. In the sport sector, the new EU competence for sport provided by the Lisbon Treaty will help the EU add value by supporting platforms of exchange and debate, providing legal clarity and co-financing various initiatives, taking account of the specific nature of sport, its structures based on voluntary activity and sport's social and educational functions.

Encourage recognition and validation of experience

Research has shown that the impact of EU policies in the field of VNFIL is important. Member States are following EU practice in this field as they continue to develop their own arrangements for VNFIL. The EU should disseminate good practices in the area of VNFIL, highlighting the need for its application to voluntary experience.

Recommendations to Member States

Adapting/improving legislation

In countries where there is nothing existing for volunteering, where there is a weak tradition or culture of volunteering, adopting legislation can support the development of volunteering. The establishment of a legal framework for undertaking voluntary work (that would resolve the uncertainty concerning volunteers' expenses, work conditions and insurance) would represent considerable opportunities for developing the voluntary sector. The law should ensure that volunteering is protected and promoted and that the legal requirements do not discourage volunteering. There is a need to be very clear

about the purpose of the legislation and the policy aims it tries to pursue, which need to be developed in partnership with voluntary organisations.

In other countries where a long-lasting tradition exists, it has been very important up to now not to regulate voluntary organisations and any attempt to formalise volunteering in law has always been abandoned. Avoiding over-regulation has emerged as a key concern on the voluntary sector's side.

Supporting volunteering among senior and young people

Given the demographic trend and the increasing share of elderly people in the population, the increasing involvement of senior people in the voluntary sector will be essential for the vitality of the voluntary sector and to address the needs of organisations in terms of voluntary work. The development of volunteering amongst the elderly will require a promotion of voluntary engagement at an early stage (i.e. before retirement age), as well as proper support structures to accompany this target group. Experience has shown that people rarely start volunteering when they enter retirement.

This relates to the importance of promoting volunteering among the active population but also among young people, through curricular and extracurricular education. The promotion of volunteering in the education system and its more systematic integration into the education pathway could increase young people's engagement.

Increasing recognition of volunteering

A key opportunity for volunteering is the strength of marketing, raising awareness and promoting positive images relating to volunteering. The benefits for individuals, organisations and communities need to be publicised and celebrated. Moreover, the public bodies should continue to finance awareness raising campaigns on the rights and responsibilities of volunteers. It is very important to provide volunteers with updated and accurate information.

Developing validation procedures applicable to volunteering

As countries continue to develop arrangements for the validation of non-formal and informal learning (VNFIL), raising awareness of the possibility to apply VNFIL to volunteering together with the appropriate level of resources to ensure VNFIL is carried out is essential. The recognition and valorisation of the time that volunteers dedicate to volunteering can be an important motivation factor, in particular among younger generations and as a bridge between volunteering and education.

Enhancing knowledge about volunteering and improving data collection

The efforts that have been made to measure volunteering have been sporadic and frequently uncoordinated, leaving Member States without up-to-date, reliable data on the scope of volunteering. This not only limits the understanding of volunteering but poses problems for the more general understanding of the labour market. The United Nations Handbook on Non-profit Institutions includes guidelines for national statistical offices to prepare regular 'satellite accounts' on the non-profit sector and volunteering as part of their official economic data gathering and reporting. Member States should therefore work towards integrating these accounts into their economic data gathering and reporting, as well as cooperating with the ILO initiative to integrate a measure of voluntary work into national Labour Force Surveys. Establishing Volunteering observatories could help assess the trends of the voluntary sector and collect both quantitative and qualitative data on volunteering.

Clarifying public procurement rules and ensuring sustainable funding

Member States should promote the adoption of adapted rules for the funding of voluntary organisations and accompany the change in the type of funding relationship between the state and the voluntary sector as contracts are becoming a more important mechanism for the transfer of resources. The adapted use of the public procurement rules (e.g. inclusion of social clauses[8]) should favour the implementation of public tenders respecting the specificity of voluntary organisations. The possibilities to include social, environmental, and ethical considerations are currently under-utilised. It would be helpful to highlight the importance of the complementarities between public services and services provided by these organisations – the voluntary sector should be seen as a resource to develop wellbeing in society rather than as a way of cutting costs. Member States could also set up support schemes/programmes to equip voluntary organisations with the practical tools to meet the challenges associated with public procurement.

Setting up volunteering infrastructures

Various actions could be taken to improve the infrastructure at national level, in Member States where it is poorly developed:

- Provide a central platform for information on volunteering where citizens can learn about opportunities and ways to get involved (and whom to contact);
- Further develop and strengthen networks at local, regional and federal levels, and enable the bundling of resources, exchange of best practice among actors, and the development of appropriate funding strategies;
- Use of service bureaus which could help with giving advice in technical, juridical and financial areas, ensuring good information provision on the opportunities for funding;
- Stimulating local volunteer brokers; and
- Promoting a discussion platform between voluntary organisations and the State.

Support corporate volunteering

Though the research suggests support for corporate volunteering is increasing, incentives should be provided to companies to encourage greater opportunities for corporate volunteering. Member States should provide the regulatory environment that encourages this type of initiative (e.g. tax relief) and ensure the infrastructure is in place to encourage partnerships with the voluntary sector.

Recommendations to organisations engaging volunteers

Better management of volunteering resources

Changes in demography and the labour force suggest that in many Member States large reservoirs of potential volunteers remain 'untapped' for the expansion of the voluntary sector. Findings suggest that the main challenge for the sector is not the

[8] In relation to procuring social and welfare services from voluntary sector organisations, Directive 2004/18/CE contains several dispositions stating that contracting authorities can impose conditions in order to promote social issues (so-called 'social clauses'), as long as those conditions respect the EU laws and are not directly or indirectly discriminatory. These social clauses may be intended to favour on-site vocational training, the employment of people experiencing particular difficulties in achieving integration into the workplace, the fight against unemployment and protection of the environment.

decline in the number of volunteers but rather increased competition between organisations, changes in the way people volunteer, and a mismatch between the expectations of today's volunteers and what hosting organisations can offer. Voluntary organisations should set up volunteer policies to provide a more favourable environment for volunteers. Professionalisation of human resource management practices is therefore needed, to improve the recruitment, training and retention of volunteers. In particular, the specific needs of the various groups involved (elderly, young people, etc.) must be better taken into account.

Encourage use of accreditation/validation tools

Organisations engaging volunteers should be more involved in the implementation of procedures and arrangements for VNFIL and support their volunteers in using tools such as Portfolios/Volunteer Passports or Cards. This could be done for instance by identifying key competences required for each position, or by undertaking a review of the competences and resources needed in the organisation and a mapping of the competences and skills available. This is particularly relevant when seeking to engage young people, who are increasingly aware of the importance of the skills they can gain through volunteering.

Providing adequate training to volunteers

Additionally, voluntary organisations, with the financial and administrative support of the public sector, should ensure that volunteers' training is consistently done on a structured and regular basis. As volunteering is getting more popular, volunteers' demands are increasing in terms of experience, training and support. Host organisations should pay close attention to the way they meet these expectations.

Increasing transparency/image of the voluntary sector

Voluntary organisations should ensure that budgets and expenditures are circulated to the stakeholders in order to allow for constructive criticism and transparency. Especially in former communist countries where trust in civil society organisations is still rather low and where the media have focused on scandals, corruption, and fraudulent activities of a few NGOs, organisations engaging volunteers should pay attention to the image they convey.

Coordination of the voluntary sector

It would be useful to build bridges between different organisations that work on related issues in order to avoid duplication and promote mutual learning and project development. The role played by voluntary organisations in influencing social policy makers is pivotal for the needs of vulnerable groups to be adequately addressed. In countries where coordination of the voluntary sector is weak, it is therefore crucial that organisations make a conscious effort to create a platform for communication, best practice exchange and for prioritising together the needs to be inserted in the social agenda of the country/regions/provinces.

Specific recommendations regarding volunteering in sport are presented in Table 5-3 Recommendations to EU institutions, to Member States and to the sport movement p. 274.

1 INTRODUCTION

This final report is the third deliverable of the Study on Volunteering in the EU, Reference N. EACEA/2008/07 contracted by the Education, Audiovisual and Culture Executive Agency (EACEA) to GHK and managed by the Directorate General for Education and Culture (DG EAC) of the European Commission. The first deliverable was an inception report and the second deliverable was an interim report. Both were accepted by the Commission. In line with the Terms of Reference, the final report presents the overall findings of the study, including a comparative analysis of volunteering in 27 EU countries, a sector study on volunteering in sport in 27 EU countries, as well as 27 national reports on volunteering and 27 national fiches on volunteering in sport.

1.1 Background to the study

This section of the Report describes the main legislative and policy developments related to volunteering at international and EU level. Firstly, the section illustrates the initiatives developed at international level by organisations such as the United Nations Volunteers and the Council of Europe; secondly, the section describes the main European policies and programmes concerning volunteering in general as well within specific policy areas.

1.1.1 Volunteering at international level

A multitude of organisations are involved in the support of volunteering worldwide. Most of them coordinate short and long term voluntary projects around the world, provide information on international volunteering opportunities and establish networks of organisations engaging volunteers. Two major international organisations, the United Nations and the Council of Europe, have been particularly active in supporting and promoting volunteering, in particular since the end of the 1990s.

United Nations Volunteers

One of the main actors playing a vital role in the promotion of volunteering at international level is the United Nations Volunteers programme (UNV), the UN organisation promoting volunteering to support peace and development worldwide.

Volunteering contributes to poverty reduction strategies, sustainable development, health, disaster prevention and management, social integration as well as to the fight against social exclusion and discrimination. Hence, volunteering contributes to a great extent to achieving the Millennium Development Goals[9]. According to UNV, volunteering should be guided by six key principles[10]:

- Volunteering is a matter of personal choice;

[9] Follow-up to the implementation of the International Year of Volunteers Report of the Secretary-General, 28 July 2008

[10] European Volunteer Centre (CEV) (2008) Seminar on the Promotion of Local and International Youth Volunteering for Peace Building and Conflict Resolution in Europe Sarajevo, Bosnia and Herzegovina. Final Report.

- It represents a legitimate way in which citizens can participate in the activities of their communities;
- It enables individuals and groups to address humanitarian, environmental and social needs and concerns;
- It is unpaid, but does not substitute paid work; and
- It does not replace paid workers or represent a threat to the job security of paid workers.

Since its establishment by the General Assembly in 1971, the UNV has pioneered key initiatives such as the **International Volunteer Day** (IVD) that began in 1985. Since then, governments, the UN system and civil society organisations have successfully joined volunteers around the world to celebrate the Day on 5 December. It is a chance for volunteer-involving organisations and individual volunteers to promote their contributions to development at local, national and international levels. Through the years, IVD has been used strategically: many countries have focused on volunteers' contributions to achieving the Millennium Development Goals (MDGs), a set of time-bound targets to combat poverty, hunger, disease, illiteracy, environmental degradation and discrimination against women.

Another key initiative was the **International Year of Volunteers** (IYV) that took place in 2001, which marked a critical milestone in raising awareness of the role and potential of volunteers worldwide[11]. With its main objectives of increased recognition, facilitation, networking and promotion of volunteering, the IYV provided a unique opportunity to highlight the achievements of millions of volunteers worldwide and encouraged more people to engage in volunteer activity. Specifically, the IYV aimed to increase the recognition, networking and general promotion of volunteering through demonstrating the need for voluntary service in important fields such as social, economic and cultural areas. Key activities in the IYV included the rigorous promotion of volunteer services.

The work of the IYV has cascaded through to national level, with Member States such as the UK in 2005, holding their own 'year of the volunteer'. The impact on Member States has been visible in terms of legislation, regulation, increased recognition and legitimacy. In Italy and Portugal new legislation was passed after the IYV which was instrumental in drawing the attention of the government and raise awareness of the needs for specific policies. It is interesting to note that not only new Member States, but also old Member States with well establish programmes benefit from such initiatives which help to identify gaps and areas for improvement.

The premise underlying IYV 2001 was that voluntary service is needed more than ever to tackle problems in areas of social, economic, cultural, humanitarian and peace-building, and that more people are needed to offer their services as volunteers. For this to happen, there is a need for greater recognition and facilitation of voluntary work, more vigorous promotion of voluntary service, and drawing upon the best initiatives and efforts of volunteers, networked to optimise lessons learned. The designation of the IYV by the UN General Assembly provided a valuable framework and established a favourable environment for the growth and more strategic use of volunteer contributions.

The IYV's closure was marked by the adoption of General Assembly resolution 56/38 in which the General Assembly recognised the importance of volunteering for strategies concerning areas such as poverty reduction, sustainable development, health and disaster prevention[12]. The Assembly also put forward some recommendations for the national governments and the United Nations system to better support volunteering in the future. In the annex to the resolution 56/38, the General Assembly recommended that governments should "establish the economic value of volunteering" to boost its visibility and credibility and stimulate supportive policies.

In 2005, the report of the Secretary-General, on the follow-up to the implementation of the IYV, indicated that most of the recommendations proposed by the General Assembly were being taken up by governments and the United Nations system, as well as by other stakeholders from civil society and the private sector.

The report also indicated that governments, civil society, the media, academia and the private sector were all increasingly recognising the significant contribution of volunteering to meeting development goals, facilitating access of people to volunteering opportunities, supporting networking of volunteers and organisations, and engaging volunteers as well as promoting higher levels of volunteering. Moreover, the report highlighted the emergence of greater professionalism in the management of formal voluntary programmes in developing countries in recent years.

The report also indicated that an important step towards the quantification of the economic value of volunteering was taken by the United Nations Statistics Division in 2003. The latter issued the **Handbook on Non-Profit Institutions in the System of National Accounts** calling on countries to produce regular 'satellite accounts' on non-profit institutions and volunteering as part of their regular national accounting. Since then, 32 countries have committed to producing such accounts and ten have done so already. Because many countries lack data on volunteering to include in satellite accounts, an initiative was also launched with the International Labour Organisation (ILO) in 2007 to develop a procedure for measuring volunteer work through national labour force surveys.

The Secretary-General's report of 28 July 2008 on the follow-up to the implementation of the IYV, focused on the establishment of actions for the **tenth anniversary of the IYV in 2011**. According to the report, marking the tenth anniversary of the International Year of Volunteers, would inject new vitality and resources into ongoing efforts to support volunteering and its contribution to meeting development challenges. The Secretary-General called the governments and other stakeholders to develop plans at national, regional and global levels to maximise the benefits from this event. UNV will actively support dissemination of information on actions around the event and assist in their implementation, within the framework of its existing mandate and resources.

In December 2011, two plenary meetings of the General Assembly shall be devoted to the follow-up to the IYV and the commemoration of its tenth anniversary. Moreover, the resolution invited governments, with the active support of the media, civil society and

[11] World Volunteer Web (2008) Follow-up to the implementation of the International Year of Volunteers http://www.worldvolunteerweb.org/

[12] Follow-up to the implementation of the International Year of Volunteers Report of the Secretary-General, 28 July 2008

the private sector, as well as development partners and the relevant organisations and bodies of the United Nations system, to carry out activities focused on marking the tenth anniversary of the IYV in 2011 at the regional and national levels.

Council of Europe

The Council of Europe has been very active in the field of Youth and Sport. Within these fields, a number of initiatives have been taken that are related to volunteering.

In the recommendation 'Improving the Status and Role of Volunteers as a Contribution by the Parliamentary Assembly to the International Year of Volunteers 2001'[13], the Council of Europe considered voluntary action to be an important part of the social assets whose richness and diversity each country seeks to preserve and diversify.

The Council of Europe recommended that Member States define voluntary service at national level, emphasising its educational aspects and its importance to society. Through the 2001 recommendation, the Council of Europe's General Assembly asked the Committee of Ministers to call on Member States to seek to "identify and eliminate, in their laws and practice, any obstacles which directly or indirectly prevent people from engaging in voluntary action, and to reduce tax pressure which penalises voluntary action" and "give voluntary workers legal status and adequate social protection, while respecting their independence, and removing financial obstacles to volunteering."

The importance of mobility of young volunteers has also been stressed in the European Convention on the Promotion of a Transnational Long-Term Voluntary Service for Young People[14]. This text prepared the ground for providing young volunteers in Europe with a proper legal status. It aimed to settle certain problems connected with the rights and obligations of volunteers and of the various partners involved, as well as the sending and receiving organisations (prior information and training, social insurance cover, accommodation, leave and pocket money). The Convention takes into account existing measures and offers solutions to the problems and obstacles encountered by young people wishing to engage in voluntary service abroad.

In the field of sport, the main thrust of Council of Europe policy has been to uphold certain principles: the independence and self-regulation of sport; and the prevention of certain adverse phenomena (such as doping and spectator violence).

The independence of sport has constituted an essential principle in the dialogue between governmental and non-governmental representatives of the sport sector. Member States are interested not only in the development of sport, but also in sport's potential influence on other areas of official action such as prevention of discrimination, promotion of health, and integration.

The Council of Europe activities and proposals in the late nineties have supported the emergence of a new figure: the stewards. The latter are volunteers who act as moderators and help to de-escalate violence during public matches. Stewards help match organisers or stadium management to apply the stadium rules and to ensure the

[13] http://assembly.coe.int/Main.asp?link=/Documents/WorkingDocs/Doc01/EDOC9274.htm

[14] European Convention on the Promotion of a Transnational Long-Term Voluntary Service for Young People, http://conventions.coe.int/treaty/en/Summaries/Html/175.htm

safety of spectators. Since then, the concept of stewarding has spread throughout several European countries. The use of stewards is now in place in an increasing number of countries.

In April 2008, the Council of Europe adopted a Recommendation on the use of visiting stewards, which further recognised the importance of the latter in sport events. The Standing Committee recommended to governments of parties to the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches that they encourage clubs, stadium owners and/or other appropriate bodies in football and other sports to use a system of visiting stewards at sporting events[15].

Moreover, in order to give new momentum to pan-European sports co-operation and address the current challenges facing sport in Europe, the Council of Europe adopted a Resolution on 11 May 2007, creating the Enlarged Partial Agreement on Sport (EPAS)[16]. The EPAS provides a platform for intergovernmental sports co-operation between the public authorities of member states of the EPAS, in addition to encouraging dialogue between public authorities, sport federations and NGOs, with the aim of making sport healthier, fairer and better governed. EPAS and has doubled its membership since its creation in May 2007 and currently covers 32 Member States.

1.1.2 Volunteering and EU policies, programmes and activities

This section describes the main European policies and programmes concerning volunteering. The section firstly explores the main European policies focusing on volunteering in general and, secondly, it further describes the policies and initiatives taken to support volunteering in various policy areas.

EU policies and treaties

There have been a number of political developments in the area of volunteering since 1997 when the intergovernmental Conference adopted the 'Declaration 38 on volunteering'[17].The latter, which was attached to the final act of the Treaty of Amsterdam, recognised the important contribution made by voluntary activities to developing social solidarity. The Declaration stated that a European dimension of voluntary organisations would be encouraged, with a particular emphasis on the exchange of information and experiences. The Declaration specified that attention would also be given to the participation, in voluntary activities, of selected groups such as young and older people[18].

Following Declaration 38, other EU-level documents emphasised the role of volunteering and committed to support volunteers across Europe. With the 'Recommendation of the European Parliament and of the Council of 10 July 2001 on mobility within the Community for students, persons undergoing training, volunteers,

[15] Recommendation (2008) 1 of the Standing Committee on the use of visiting stewards (adopted by the standing committee on 30 April 2008)
http://www.coe.int/t/dg4/sport/Resources/texts/trvrec2008.1_en.asp#TopOfPage

[16] http://www.coe.int/t/dg4/epas/about/factsheet_en.asp

[17] Declaration 38 on voluntary service activities,
http://eurlex.europa.eu/en/treaties/dat/11997D/htm/11997D.html

[18] European Commission (1997) Treaty of Amsterdam

teachers and trainers'[19], the Parliament intended to enable people interested in mobility to have easy access to any useful information concerning opportunities for studying, training, volunteering, or providing teaching or training in the other Member States. The Recommendation also pointed out measures specifically supporting the recognition of volunteering and promoting the mobility of volunteers. The Parliament encouraged the Member States to:

- Ensure that the specific nature of voluntary activity is taken into account in national legal and administrative measures;
- Promote the consideration, in the home Member State, of voluntary activity undertaken in the host Member State by means of a certificate that persons have taken part in voluntary activity projects;
- Take measures so that volunteers and their families are not discriminated against because of their mobility with respect to relevant social protection, such as health care and social welfare policies;
- Take measures to ensure that recognised voluntary activities are not treated as employment.

Over the last years, the issue of the **social and economic value of volunteering** became a central focus of EU-level documents. In March 2008, the European Parliament adopted a report on the 'Role of volunteering in contributing to economic and social cohesion'[20] which encouraged Member States and regional and local authorities to recognise the value of volunteering in promoting social and economic cohesion. Through this document, the Parliament called the Member States to produce regular satellite accounts so that the value of Volunteering and Not for Profit Institutions (NPIs) could be measured.

Following this report, other EU actors such as the Committee of the Regions and the European Economic and Social Committee provided their opinions on the important role of volunteering and its contribution to economic and social cohesion.

The opinion of the Committee of the Regions on the contribution of volunteering to economic and social cohesion[21] of April 2008 highlighted the lack of research and statistical data on volunteering and the need to address the lack of complete and accurate EU wide or national statistics on the economic contribution of volunteering. The Committee encouraged the Member States to collect accurate statistical information on volunteer involvement at a local and regional level and called on the European Commission (EC) to develop more systematic data collection on volunteers.

Similarly, the Opinion of the European Economic and Social Committee[22] on the role of volunteering in the European society highlighted the need to establish reliable and comparable statistics on the scale of voluntary activities. According to the Committee,

---

[19] Recommendation of the European Parliament and of the Council of 10 July 2001 on mobility within the Community for students, persons undergoing training, volunteers, teachers and trainers (2001/613/EC)

[20] European Parliament resolution of 22 April 2008 on the role of volunteering in contributing to economic and social cohesion (2007/2149(INI))
http://www.sportetcitoyennete.org/version3/pdf/voluntering.pdf

[21] OJ C 105, 25.4.2008

[22] 2006/C 325/13

new indicators measuring the contribution of volunteering to social capital and social cohesion needed to be added. The Committee also stressed that the economic value of voluntary activity has to be quantified, as proposed by the United Nations in its Handbook on Non-Profit Institutions in the System of National Accounts. Finally, the European Economic and Social Committee asked the European Commission 'to announce a Year of Volunteers, and to publish a White Paper on voluntary activity and active citizenship in Europe[23].

In July 2008 the European Parliament adopted a written Declaration calling for a **European Year of Volunteering in 2011**[24]. The proposal for a Council Decision on the European Year (2011) was adopted on 3 June 2009[25]. Launching the European Year, the European Commission intended to raise awareness of volunteer engagement in Europe and to enhance volunteer activities in sport clubs. The Commission proposed to allocate a budget of six million euro for the European Year[26] and an additional amount of two million euro for the preparatory actions starting in 2010.

The proposed activities will focus on communication and awareness-raising measures, such as conferences, seminars, exchange of experience and publications. Similar activities shall be run in the Member States through national coordination structures. The emphasis will be placed on funding projects with a volunteering dimension in the EU's action programmes, such as the 'Youth in Action Programme', for example. The aim is to involve all levels – European, national, regional and local.

The European Year 2011 will be implemented in close cooperation with the Member States, the European Parliament, the European Economic and Social Committee, the Committee of the Regions and with civil society organisations at different levels.

Key EU policy areas in relation to volunteering

As pointed out in the proposal for a Council Decision on the European Year 2011[27], volunteering is a core expression of civic participation and democracy, putting European values such as solidarity and non discrimination into action and contributing to the development of our societies. It plays an important role in sectors as varied and diverse as education, youth, culture, sport, environment, health, social care, consumer protection, humanitarian aid, development policy, research, equal opportunities and external relations.

Volunteering is a core part of several community programmes that mainly promote the mobility of volunteers, such as the Youth in Action programme — notably through the European Voluntary Service — the Life Long Learning programme and the Europe for Citizens programme. Organisations active in the volunteering field also receive EU

[23] Opinion of the European Economic and Social Committee: 'Voluntary activity: its role in European society and its impact', Doc. SOC/243 — CESE 1575/2006.

[24] Written Declaration 0030/2008 of 15 July 2008.

[25] Brussels, 3.6.2009 COM(2009) 254 final 2009/0072 (CNS) Proposal for a COUNCIL DECISION on the European Year of Volunteering (2011)
{SEC(2009)725}http://ec.europa.eu/citizenship/pdf/doc828_en.pdf

[26] 2011 to be the European Year of Volunteering,
http://ec.europa.eu/citizenship/news/news820_en.htm

[27] Brussels, 3.6.2009 COM(2009) 254 final 2009/0072 (CNS) Proposal for a COUNCIL DECISION on the European Year of Volunteering (2011)
{SEC(2009)725}http://ec.europa.eu/citizenship/pdf/doc828_en.pdf

support in areas such as humanitarian aid, development policy, human rights, health, environment and consumer protection.

In this subsection, the links between volunteering and the following policy areas will be explored:

- Active Citizenship
- Youth
- Education and Training
- Employment and social policy
- Sport
- External relations and international development
- Environment

Active Citizenship

There is a strong link between volunteering and active citizenship as the involvement in voluntary activities is a tangible expression of participatory democracy. The important role of volunteering in strengthening active citizenship has been recognised by EU institutions as well as by other stakeholders and civil society representatives.

Volunteering is part of the priorities of the **Europe for Citizens Programme** which includes encouraging citizens to become actively involved in the process of European integration, empowering them to develop a sense of European identity, and enhancing mutual understanding between Europeans. Thematic priorities in 2009 focused in particular on actions which exploit the potential of sporting activities in promoting voluntary work and active citizenship.

The important contribution of voluntary activities to the strengthening of active citizenship has been recognised in the establishment of the Programme itself[28]. The Europe for Citizens Programme 2007-2013 Guide mentions volunteering as an essential element in active citizenship. According to the Guide, by giving one's time for the benefit of others, volunteers develop a sense of belonging to a community thereby also gaining ownership. Volunteering is therefore a particularly powerful means to develop citizens' commitment to their society and to its political life.

The stakeholders taking part in the consultation on the Future Programme for Active European Citizenship 2007-2013 emphasised the importance of volunteering in the development and implementation of programmes promoting active citizenship[29]. When asked to rank the kind of innovative actions that would best contribute to the objectives of the programme, the exchange of good practices on voluntary service was chosen by 46.5% of respondents. Two points were highlighted on this issue in the written contributions:

[28] EUROPE FOR CITIZENS PROGRAMME 2007-2013 PROGRAMME GUIDE Version valid as of 1st January 2009
http://eacea.ec.europa.eu/citizenship/programme/documents/EACEA_2008_0185_EN.pdf

[29] European Commission (2004/2005), Online consultation on the Future Programme for Active European Citizenship 2007-2013 – presentation and analysis of the results
http://ec.europa.eu/citizenship/pdf/doc477_en.pdf

- Voluntary action is indeed carried out by active and committed citizens, hence promoting participation in the public sphere while also creating bonds of trust and solidarity; and
- Exchanges of knowledge and best practice among volunteers, where different experiences and work approaches meet, are considered necessary in order to allow innovative projects to emerge.

Finally, the **European Year 2011** is part of the initiatives that will directly contribute to Active Citizenship. The aim is to:

- Work towards an enabling and facilitating environment for volunteering in the EU;
- Empower volunteer organisations and improve the quality of volunteering;
- Reward and recognise volunteering activities; and
- Raise awareness of the value and importance of volunteering.

The Commission expects that the European Year 2011 will lead to an increase in volunteering and to greater awareness of its added value, and that it will highlight the link between voluntary engagement at local level and its significance in the wider European context.

Youth

Volunteering is a key aspect of the EU youth policy and its importance for the development of actions targeting young Europeans has been recognised in many EU legislative documents, papers and other initiatives.

There have been a number of policy developments in the area of volunteering and youth participation at European level since 2001 when the White Paper *A new impetus for European youth*[30]*,* one of the key documents in the area, was adopted. It recognised voluntary activities as a key element for individual and professional development and as a response to young people's needs. It also pointed out the importance of the development of voluntary services and provided some action points to develop voluntary service at national, regional, local and EU level. In particular, it stressed the importance of recognising and supporting young people's skills and competencies acquired during voluntary activities across Europe.

Following the 2001 White Paper, volunteering was recognised in 2002 by the Member States as a key aspect of youth policy. In fact, the national governments commonly established objectives for the development of young people voluntary activities within the frame of the **Open Method of Coordination (OMC) for Youth**. On this basis, a Resolution was adopted in 2004 by the Council of Youth Ministers[31]. Four main objectives to promote voluntary activities of young people were identified:

- Develop voluntary activities with the aim of enhancing the transparency of the existing possibilities, enlarging their scope and improving their quality;

[30] European Commission (2001), White Paper – A new impetus for European Youth, COM(2001) 681 final http://eur-lex.europa.eu/LexUriServ/site/en/com/2001/com2001_0681en01.pdf

[31] Draft resolution on common objectives for voluntary activities of young people the council of the European Union and the representatives of the governments of the member states, meeting within the Council, Brussels, 29 October 2004
http://register.consilium.europa.eu/pdf/en/04/st13/st13996.en04.pdf

- Make it easier for young people to carry out voluntary activities by removing existing obstacles;
- Promote voluntary activities with a view to reinforcing young people's solidarity and engagement as citizens; and
- Recognise the voluntary activities of young people with a view to acknowledging their personal skills and their engagement for society[32].

The recognition of voluntary work of young people was further stressed in 2005, when the Council adopted a Resolution[33] implementing the European Pact for Youth and promoting active citizenship. This Resolution urged the Commission to develop, promote and facilitate access to the European Youth Portal, EURES, PLOTEUS and EURODESK in order to help young people take advantage of the opportunities to work, volunteer and study abroad. It also called on the Member States and the Commission to identify obstacles to and exchange, develop and apply good practice concerning young people's mobility in order to make it easier for them to work, volunteer, train and study throughout the EU.

In a more recent Resolution of 2007, the Youth Ministers of the EU confirmed the common objectives established in 2004 and renewed their commitment to implement them. They also agreed to develop indicators to be able to measure progress and to cooperate more closely through peer-learning activities.

One of the recent and most important developments in youth field was the establishment of the **Youth in Action Programme**[34]. The latter aims to achieve the following general objectives:

- Promote young people's active citizenship in general and their European citizenship in particular;
- Develop solidarity and promote tolerance among young people, in particular in order to foster social cohesion in the EU;
- Foster mutual understanding between young people in different countries;
- Contribute to developing the quality of support systems for youth activities and the capabilities of civil society organisations in the youth field;
- Promote European cooperation in the youth field.

One of the Actions developed within the Programme (Action 2) is the establishment of the **European Voluntary Service** (EVS). The latter provides young Europeans with an opportunity to express their personal commitment through unpaid and full-time voluntary activities within a foreign country within or outside the EU. The EVS is a 'learning service' as young people are able, through voluntary activities, to develop new skills and improve their personal and professional development. In addition, young

[32] http://ec.europa.eu/youth/youth-policies/doc30_en.htm

[33] Council of the European Union (2005), Resolution no 2005/C 292/03 of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on addressing the concerns of young people in Europe — implementing the European Pact for Youth and promoting active citizenship, Official journal of the European Communities no. C 292/5, November 2005 http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2005:292:0005:0006:EN:PDF

[34] European Parliament and Council (2006), Decision no 171719/2006/EC establishing the 'Youth in Action' programme for the period 2007 to 2013, Official journal of the European Communities L 327/30, November 2006 http://eur-lex.europa.eu/LexUriServ/site/en/oj/2006/l_327/l_32720061124en00300044.pdf

people benefit from specific training delivered throughout the voluntary activity. Formal recognition of the newly acquired skills is provided through the Youthpass[35].

The value of voluntary activities for young European was further stressed in the 2007 EC Communication on promoting young people's full participation in education, employment and society[36]. As stated in the document, voluntary activities provide a valuable **non-formal learning experience enabling young people to acquire skills and facilitate their transition from education to employment**. The Communication invited Member States to:

- Develop programmes, strategies, explore improvements to legal frameworks, eliminate obstacles and encourage volunteering of young people with fewer opportunities;
- Promote and recognise volunteering, building on Europass; and
- Reinforce the OMC on voluntary activities, undertake peer learning activities and develop monitoring tools at European level.

The Council Recommendation of November 2008 on the mobility of young volunteers across the EU[37] aimed to boost cooperation between organisers of voluntary activities in the Member States to increase the mobility of young volunteers across the EU. Concretely the Council recommended the Member States to take the following actions:

- Raise awareness about cross-border volunteering;
- Develop opportunities for cross-border volunteering;
- Assure quality through the development of self-assessment tools;
- Recognise the learning outcomes of voluntary activities through instruments such as Europass and Youthpass;
- Promote cross-border mobility of youth workers and young people in youth organisations; and
- Give particular attention to young people with fewer opportunities.

On 12-13 March 2009 the Czech Presidency, with support from the European Commission, organised a conference on the implementation of the Council Recommendation on the Mobility of Young Volunteers. The conference resulted in key messages linked to the following issues[38]:

- Building capacity of and creating bridges among the organisers of voluntary activities;
- Creating new opportunities for cross-border volunteering;
- Promotion of cross-border volunteering;

[35] European Commission (2008) European Voluntary Service http://ec.europa.eu/youth/youth-in-action-programme/doc82_en.htm

[36] European Commission (2007), Communication on promoting young people's full participation in education, employment and society, COM(2007) 498 final http://eur-lex.europa.eu/LexUriServ/site/en/com/2007/com2007_0498en01.pdf

[37] Council Recommendation of 20 November 2008 on the mobility of young volunteers across the European Union (2008/C 319/03).

[38] Key Messages of the Workshops, http://ec.europa.eu/youth/news/doc/cross-border_volunteering/key_messages_en.pdf

- Quality aspects in cross-border volunteering; and
- Recognition of volunteering and non-formal education and learning.

Education and Training

Volunteering is strongly linked both to non-formal and informal learning. It contributes to personal development, learning skills and competences thus enhancing employability. Volunteering is therefore part of the Lisbon strategy towards a more competitive European labour market and the **development of lifelong learning opportunities**. The voluntary sector is considered as a key actor for the modernisation of education and training and for the strengthening of local learning partnerships[39].

The importance of volunteering in this field was confirmed in various key EU-level documents. For example, the EC 'Communication on making a European Area of Lifelong Learning a Reality'[40] stressed the role of local level partnerships, composed of NGOs working at the local level (for example voluntary and community organisations), which are essential for lifelong learning strategies to work 'on the ground'. The Communication encouraged public service providers, voluntary and community groups, employers and trade unions to develop and/or promote learning opportunities tailored to different target groups. The Communication also referred to the value of learning opportunities (often non-formal or informal) provided by the voluntary sector, including NGOs and local community organisations.

The Commission staff working document 'Delivering lifelong learning for knowledge, creativity and innovation'[41] pointed out that the knowledge-based society and economy needs to make better use of existing knowledge, skills and competences, including those acquired outside formal education and training systems, for example at work or during voluntary or leisure activities. Realising lifelong learning requires that different learning contexts and settings are linked together, facilitating transfer and accumulation of learning outcomes.

Volunteering also makes a vital contribution to **vocational education and training** (VET). The report 'Achieving the Lisbon goal: the contribution of vocational education and training (VET)'[42] stressed that skills development also takes place through informal and non-formal learning such as voluntary work. The report also focused on the importance of the validation of learning taking place throughout voluntary and civil society activities.

---

[39] Council of the European Union (2006), Modernising education and training: a vital contribution to prosperity and social cohesion in Europe – 2006 joint interim report of the Council and the Commission on progress under the 'education and training 2010' work programme 2006/C 79/01, Official Journal of the European Union C 79/1 April 2006

[40] European Commission (2001), Communication on making a European Area of Lifelong Learning a Reality, COM(2001) 678 final http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2001:0678:FIN:EN:PDF

[41] European Commission (2007), Accompanying document to the Communication on 'Delivering lifelong learning for knowledge, creativity and innovation' – draft 2008 Joint progress report of the Council and the Commission on the implementation of the 'Education and training 2010 work programme', SEC (2007) 1484 http://ec.europa.eu/education/lifelong-learning-policy/doc/policy/sec1484_en.pdf

[42] T.Leney (2004), Achieving the Lisbon goal: the contribution of VET, QCA London http://ec.europa.eu/education/lifelong-learning-policy/doc/policy/maastricht_en.pdf

Other EU level documents focusing on learning mobility of young people have stressed the importance of voluntary experiences. For example, the Green Paper 'Promoting the learning mobility of young people'[43] aimed to address the situation of all young people in all different learning contexts, i.e. at school, within university studies, as well as in internships, youth exchanges, volunteer work or vocational training. The paper stressed the existence of obstacles to mobility, for example for participants in EU voluntary programmes.

As shown above, the importance of volunteering in education, training and lifelong learning has been extensively stressed in EU level policy documents. The importance of volunteering in this field has also been reflected in the implementation of educational programmes and projects.

For example, several projects developed under the **Grundtvig Programme**, which focuses on providing adults with knowledge and skills to keep them mentally healthy and to potentially make them more employable, aimed to foster voluntary activities. Worth mentioning is the GIVE initiative (Grundtvig Initiative on Volunteering in Europe for Seniors) which started in 2009. It consists of a scheme of grants to support Senior Volunteering Projects between local organisations located in countries participating in the Lifelong Learning Programme (LLP). The action pursues the following interlinked objectives:

- To enable senior citizens to volunteer in another European country for any kind of non-profit activity, as a form of informal (and mutual) learning activity;
- To create lasting cooperation between the host and sending organisations around a specific topic or target group, thanks to the exchange of volunteers; and
- To enable the local communities involved in the exchange of volunteers to draw on the potential of senior citizens as a source of knowledge, competence and experience.

Another example of EU funded projects supporting volunteering is the VALUE project funded under the Grundvig programme, which focuses on Volunteering and lifelong learning in Universities in Europe. Within this project, a network of representatives of the University and volunteering sectors has been established. The VALUE Network comprises of 20 organisations representing universities and the volunteering sector from 13 European countries.

Similarly, a former Leonardo da Vinci project (Assessing Voluntary Experiences in a professional perspective 2000-2006) initiated by the Institute for Research and Information on Volunteering (Iriv, France)[44] developed a portfolio and a guide to assess voluntary experience in a professional perspective. The project aimed at identifying, evaluating and assessing skills and competences acquired through volunteering as informal learning for a professional purpose. It also intended to align a voluntary activity with a similar professional activity.

---

[43] Brussels, 8.7.2009 COM(2009) 329 final GREEN PAPER Promoting the learning mobility of young people http://ec.europa.eu/education/lifelong-learning-policy/doc/mobility/com329_en.pdf

[44] http://www.valuenetwork.org.uk/Documents%20for%20Website/Subgroup%20B/Background%20papers/NL%20-%20Halba%20article9iriv.pdf

Employment and social policy

As highlighted by the Committee of the Regions in its Opinion of April 2008[45], volunteering contributes to the **Lisbon Agenda**. In fact, volunteering makes a considerable economic contribution to local, regional, national and the EU economies through the provision of extra human resources. It also creates social capital and a better 'quality of life' which can be an influential factor in investment and job creation.

The Committee of the Regions also stressed the benefits of volunteering with regards to the **employability** of persons through participation in voluntary service schemes as well as underlining the role of volunteering in providing new and innovative responses to emerging social issues and acting as a test bed in delivering new services and job opportunities.

Similarly, a Resolution of the European Parliament[46] of March 2008 recognised the contribution that volunteering makes to the **economic and social cohesion** of the EU, in particular to social integration at local level. Volunteers are key agents of social inclusion through their engagement for the socially excluded or those at risk of social exclusion. This applies in particular to the integration of migrants but also the inclusion of people with disabilities and older people within our societies.

The ENEA pilot project on mobility of elderly people, launched in 2003 and supported by DG EMPL, was intended to finance measures to encourage the establishment of exchange programmes for the elderly through specialised organisations. The programme included a section for volunteering, which was recognised as one of the tools to mobilise the full potential of older people for active ageing and their contribution to society. One of the projects developed under ENEA, 'Think Future, Volunteer Together' demonstrated how the exchange of good practice through international exchanges of elderly volunteers can contribute to change the negative attitudes and stimulate social engagement, thus benefiting local communities.

The important contribution of volunteering to **social services of general interest** in Europe has also been stressed in EU-level documents. Actions of voluntary organisations implemented in the Member States show that volunteers significantly contribute to the services provided in the health and social care sector. According to the green paper on services of general interest[47], the future of non-economic services of general interest, whether they are related to prerogatives of the State or linked to such sensitive sectors as culture, education, health or social services, largely depend on the active role of charities, voluntary organisations and humanitarian organisations.

Sport

The sport sector is the largest voluntary, non-governmental organisation activity throughout Europe with the most volunteers involved. Volunteers are the most

[45] Opinion of the Committee of the Regions on 'The contribution of volunteering to Economic and Social Cohesion': http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2008:105:0011:0015:EN:PDF

[46] EP Resolution 10 March 2008, A6-0070/2008 on the role of volunteering in contributing to economic and social cohesion http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+REPORT+A6-2008-0070+0+DOC+XML+V0//EN

[47] Green Paper on Services of General Interest http://eur-lex.europa.eu/LexUriServ/site/en/com/2003/com2003_0270en01.pdf

important and indispensable resource of sport clubs. According to the European Non-Governmental Sports Organisation (ENGSO), the 'labour force' of sport clubs consists of 86 % volunteers and only 14 % paid staff.

The impact of volunteering in sport has also been recognised in several EU-level documents. The European and national policy agendas are giving increasing attention to volunteering in the sport sector where strong political arguments for better support to voluntary sport structures in the EU have also emerged. Volunteering in sport is now a priority theme for EU Sport Ministers, with particular attention given to the role of voluntary sport organisations.

The important role of volunteering in sport was first highlighted in the Nice Declaration (2000) which requested Members States to "encourage voluntary services in sport by means of measures providing appropriate protection for and acknowledging the economic and social role of volunteers, with the support, where necessary, of the Community"[48]. Sport and voluntary activities were further reiterated in the **Aarhus Declaration** on Voluntary work in Sport[49]. The latter, agreed upon by the EU-15 Sport Ministers in November 2003, stated that voluntary sport clubs and voluntary work play a significant role in social and cultural life in Europe and it is therefore important to ensure that their role be maintained.

Moreover, in a joint declaration of 2003 on the social value of sport for young people[50], the Council and the representatives of the governments of the Member States stated that voluntary activities in sport should be fostered, with the participation and active contribution of all bodies concerned, especially of the voluntary youth sport associations and organisations.

On 14-15 June 2005, the European Commission organised a first Consultation Conference with representatives from the European sport world[51]. In the conference report, the Commission stressed the importance of voluntary engagement in sport and its crucial role in sustaining the majority of sport organisations, strengthening social cohesion and to individuals' personal fulfilment. To respond to the specific challenges and risks faced by volunteering in sport sector, the Commission committed to:

- Set up a European agenda on volunteering in sport including a dialogue with all interested parties;
- Provide for ways of cooperation at EU level to progress on the issue of volunteering in sport;

[48] Declaration on the specific characteristic of sport and its social function in Europe, of which account should be taken in implementing common policies; European Council, Nice 2000. http://ec.europa.eu/sport/index_en.htm

[49] European Council (2002) Aarhus Declaration on Voluntary work in Sport http://www.euractiv.com/en/sports/volunteer-work-sport/article-129580

[50] Council of the European Union (2003), Joint declaration by the Council and the representatives of the governments of the Member States meeting within the Council on 'the social value of sport for young people', Official journal of the European Communities C 134/5, June 2003 http://eur-lex.europa.eu/LexUriServ/site/en/oj/2003/c_134/c_13420030607en00050005.pdf

[51] European Commission (2005), The EU and Sport Matching expectations – Consultation conference with the European Sport Movement on the social function of sport, volunteering in sport and the fight against doping, Workshop reports http://ec.europa.eu/sport/library/doc/c5/doc322_en.pdf

- Provide information about the current situation and trends of voluntary engagement in sport in the EU-25; and
- Address the challenges for voluntary sport organisations in the EU Single Market.

An **EU Working Group on 'Non-Profit Sport Organisations'** was created by EU Sport Ministers in 2006 with the aim of analysing such aspects and identifying possible solutions. The purpose of the Working Group is to review the status of non-profit sport organisations and their activities in relation to Community law. The working group has so far had four meetings during which the importance of volunteering for sport organisations was highlighted[52].

The **White Paper on Sport in 2007** added further emphasis on the importance of volunteering in the sport sector. It acknowledged that "voluntary activity forms the basis for the organisation, administration and implementation of sport activities in all EU Member States"*[53]*. Some of the actions put forward in the White Paper on Sport focussed on the promotion of volunteering:

- Action 10 refers specifically to the work of the Working Group 'Non-Profit Sport Organisations';
- Action 13 stipulates that "the Commission will further develop exchange of information and best practice on volunteering in sport involving Member States, sport organisations and local authorities";
- Action 14 states that "in order to understand better the specific demands and needs of the voluntary sport sector in national and European policy making, the Commission will launch a European study on volunteering and sport"; and
- Action 37 stipulates that "as a contribution to the reflection on the financing of sport, the Commission will carry out an independent study on the financing of grassroots sport and sport for all in the Member States from both public and private sources, and on the impact of on-going changes in this area".

Following the White Paper on Sport, another important development for this sector took place in 2007. In the **Lisbon Treaty**, signed by the Heads of the EU Member States on 13 December 2007, sport was for the first time incorporated in a specific article alongside education, vocational training and youth, thereby providing the EU with a supporting, complementary and coordinating competence for sport[54]. The impact of the new Lisbon Treaty is furthered discussed in section 4.6.

External relations and international development

International volunteering has always represented a special dimension of **international solidarity**. Volunteers are the backbone of Europe's civil protection force. Volunteers are indispensable for disaster responses and preparedness activities, first aid services

[52] EU Working Group "Non-Profit Sport Organisations" Brussels, 14 November 2007, http://ec.europa.eu/sport/library/doc/b23/doc533_en.pdf

[53] European Commission (2007) White Paper on Sport http://ec.europa.eu/sport/white-paper/whitepaper8_en.htm#2_4

[54] Treaty of Lisbon amending the Treaty on European Union and the Treaty establishing the European Community, signed at Lisbon, 13 December 2007

and education as well as in relief exercises, i.e. ambulances, first aid, psycho-social support and emergency responses.

Moreover, development policies are practically impossible to implement without the contribution of volunteers who engage in humanitarian missions and provide assistance to refugees (e.g. humanitarian assistance, reception centres including legal counselling, health services, mental health care).

The EU recognised the importance of volunteering in the field of humanitarian aid in the Constitutional Treaty for the European Union drafted in July 2003[55]. The European Convention proposed to set up voluntary corps composed by young people in order to strengthen the EU actions of solidarity in the international context.

Along the same line, the Lisbon Treaty foresees the establishment of a framework for joint contributions from young Europeans to the EU humanitarian aid operations in the shape of a **European Voluntary Humanitarian Aid Corps**.

The Communication 'Reinforcing EU Disaster and Crisis Response in third countries'[56] also mentioned the creation of EU Voluntary Corps in order to reinforce the response capacities of the EU. The Communication also mentioned that the Commission will launch a study of the existing humanitarian volunteer schemes (e.g. UN Volunteers, Red Cross Volunteers). The study will help identify common features and best practices. It will make recommendations on possible EC support to the training of volunteers, and to the establishment of an EU register of trained volunteers, available on stand-by to humanitarian agencies.

Environment

Volunteering in the sector of nature conservation has a long tradition. Voluntary programmes centred on nature conservation sites enable local communities to engage more with their local environment, thus encouraging an increased sense of ownership. Moreover, supporting the development and activation of volunteers and voluntary organisations gives an opportunity to generate significant benefits at low cost, increasing awareness and social responsibility.

Within the Natura 2000 programme[57], many designated nature conservation sites have established volunteering programmes. In Spain, for example, more than 500 WWF/Adena volunteers have participated in voluntary activities, including reforestation work, supporting rangers and providing information to visitors. In Belgium, volunteers offer valuable support for species monitoring. In Latvia, there is a more formal network of volunteers through an established association of local communities for the management of the River Salaca. Volunteers and members of local fishing clubs supervise wild salmon spawning areas to prevent illegal fishing.

---

[55] The European Convention, Brussels, 18 July 2003, Draft Treaty establishing a Constitution for Europe, http://european-convention.eu.int/docs/Treaty/cv00850.en03.pdf

[56] Communication from the Commission to the Council, the European Parliament, the European Economic and Social committee and the Committee of the Regions - Reinforcing EU Disaster and Crisis Response in third countries, /* COM/2005/0153 final */, http://eur-lex.europa.eu/smartapi/cgi/sga_doc?smartapi!celexplus!prod!DocNumber&lg=en&type_doc=COMfinal&an_doc=2005&nu_doc=153

[57] Promoting the Socio-Economic Benefits of Natura 2000 Background Report for the European Conference on 'Promoting the Socio-Economic Benefits of Natura 2000' Brussels, 28–29 November 2002, http://assets.panda.org/downloads/natura2000socioeconomicbenefitscolour.pdf

The EU Civil Protection Financial Instrument also funded different projects to support voluntary activities in the environmental sector. The following actions supporting volunteering have been developed by projects financed through the call for proposal 2007 and 2008[58]:

- Training professional and volunteer fire fighters, members of civil protection local services and civil protection volunteer groups in techniques for identifying risks and ensuring a coordinated and effective risk management for common emergencies caused by natural disasters;
- Fostering European cooperation between voluntary civil protection organisations; and
- Improving the operating conditions of the human and technical resources of civil protection professionals and volunteers as well as those of other major aid providers, such as the International Red Cross and Red Crescent Movement, the UN and NGOs by promoting well-prepared legal and regulatory frameworks in the EU and its Member States for facilitating cross-border disaster assistance.

1.2 Aims of the assignment

There are millions of Europeans engaged in a variety of voluntary activities, such as teaching and coaching in the education and sport sector, providing care and support to vulnerable people and engaging in development missions abroad. As discussed in Section 1.1, the importance of volunteering has long been acknowledged by the EU, through a diverse range of policy documents, initiatives and programmes. However, there is a lack of a systematic and structured EU approach towards volunteering. In addition, no research has ever covered the full spectrum of volunteering and volunteering in sport in all 27 EU Member States. The purpose of this study was therefore to help the Commission consider ways in which the voluntary sector could be further promoted at EU level and the extent to which volunteering could help the EU in achieving its wider strategic objectives set out in the Social Agenda and the Lisbon Strategy for example. In particular, the aim of this study was to:

- Reach a better understanding of the volunteering landscape in all 27 Member States, in terms of facts and figures, regulatory and institutional arrangements, the influence of EU policies, programmes and actions and concentrating on specific issues such as competition, procurement, taxation, job and service substitution;
- Identify trends, similarities and differences, opportunities and challenges;
- Help determine the scope of possible future policies and actions which could be more effectively implemented at the European level rather than at national or regional/local level;
- Raise awareness of the possible benefits of supporting volunteering; and
- Serve as an information source and provide a detailed picture of what is ongoing in volunteering in the entire EU to inform the European Year of Voluntary Activities promoting Active Citizenship in 2011.

[58] Civil protection financial instrument, Call for proposals 2007 and 2008 for Cooperation projects on Preparedness and Prevention http://ec.europa.eu/environment/civil/prote/projects_2008.htm

2 METHOD OF APPROACH

2.1 Outline of the method used for undertaking the study

In line with the above defined objectives of supporting the Commission in achieving a better understanding of the volunteering landscape in all 27 Member States, and determining the scope of possible future policies and actions in the volunteering sector, the present assignment was to provide:

- 27 national reports on volunteering, presenting statistics, policies, regulatory and institutional frameworks, funding and impacts of volunteering activity for each Member State;
- One EU comparative report synthesising the key findings included in the national reports, and including a presentation of the main conclusions and recommendations;
- 27 national fiches on volunteering in sport, presenting statistics and specific policies, regulatory and institutional arrangements, funding and impacts of volunteering in sport for each Member States; and
- An EU sector study on volunteering in sport, synthesising the main findings presented in the national fiches.

The methodological approach consisted of a combination of desk-research, consultation of a wide range of stakeholders (through phone and face to face interviews), onsite visits, and an online survey targeted at voluntary sport organisations.

Whilst national reports have made use of a wide-range of sources the extent to which each national report relies on primary and secondary data sources varies, depending on the availability of data and reports, the number of stakeholders that could be consulted and the specific context of each country.

2.2 Key activities undertaken

In order to address the objectives of this study, the method was structured around four main phases presented in Table 2.1. Each of the Phases and Activities are described in more detail below.

Table 2-1 Overview of method of approach

Phase 1: Inception phase
Activity 1.1 – Kick-off meeting
Activity 1.2 - Elaboration of methodological tools and instruments
Activity 1.3 - Preparation of lists of information sources (literature) and contacts
Activity 1.4 – Inception report
Phase 2: Data collection phase
Activity 2.1 – Briefing the team
Activity 2.2 – Consultations with key stakeholders at European and international level

Activity 2.3 – An in-depth review of international literature
Activity 2.4 – Literature review at Member State level
Activity 2.5 – Interviews in the Member States
Activity 2.6 – Survey on volunteering in sport
Phase 3: Data analysis phase
Activity 3.1 – Organisation and analysis of data
Activity 3.2 – Production of national reports on the state of volunteering in each MS and national fiches on sport
Activity 3.3 – Production of the draft sector study on sport
Activity 3.4 – Quality assurance process to ensure consistency and high quality of each national report and the sector study on sport
Activity 3.5 – First interim meeting, delivery of interim report and second interim meeting
Phase 4: Presentation of findings, recommendations and conclusions
Activity 4.1 – Analysis of volunteering landscape in the EU; key facts and trends
Activity 4.2 – Analysis of main benefits of volunteering
Activity 4.3 – Analysis of the impact of EU policies and contribution of volunteering to EU policies
Activity 4.4 – Analysis of needs and challenges
Activity 4.5 - Final reporting and recommendations

2.2.1 Phase 1: Inception phase

The first phase included the further elaboration of the analytical framework and the identification of information sources and contacts. It resulted in the delivery of a report, which presented the method of approach and tools to be used in detail.

2.2.2 Phase 2: Data collection phase

The data collection phase encompassed all activities to gather the quantitative and qualitative information required for the study, by means of desk research, questionnaires, interviews and a survey. Collecting all relevant information was crucial to produce sufficient, reliable and comparable evidence for the national and EU reports described above. The literature review and direct consultation with stakeholders therefore formed the backbone of the study.

A first round of interviews with stakeholders at European and international level in the field of volunteering and volunteering in sport respectively, aimed to explore relevant EU policies and legislation, as well as to discuss specific impacts, trends and challenges in relation to volunteering. This first round included interviews with EU institutions in particular DG EAC, DG MARKT and DG COMP.

At Member States level, interviews were carried out in each country with the following types of stakeholders:

- Ministries and other administrative bodies with strategic responsibility for volunteering, as well as other relevant Ministries (e.g. Finance), and decentralised authorities where necessary;
- National member organisations of CEV or main voluntary organisation(s);
- Actors responsible for the development of voluntary activities such as NGOs and NPOs;
- Member States sport departments, Finance ministries and other administrative bodies involved with volunteering in sport (including the members of the Working Group of Member States on non-profit sport organisations); and
- National Executive Agencies, sport federations and/or national Olympic committees for sport.

In addition the study team undertook face-to-face interviews in 12 of the 27 Member States. These included Belgium, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Romania, Poland and the UK.

Finally, to inform the sector study on volunteering in sport, GHK undertook an online survey, targeted at non-profit sport organisations in all 27 EU countries. The aim of this online survey was to find out the views of sport organisations on various issues related to the key trends and problems they face in the recruitment, retention, replacement of volunteers, as well as the way the regulatory framework in place affects volunteering in sport in their country. A total of 533 responses were collected from 15 countries.

2.2.3 Phase 3: Data analysis phase

All information collected was organised and analysed during this phase, which also included the preparation of the national reports on volunteering, the national fiches on volunteering in sport and the sector study on sport. The organisation and analysis of data was accompanied by a thorough quality assurance process.

2.2.4 Phase 4: Presentation of findings, recommendations and conclusions

The final phase of the study included the comparative analysis of all national reports and the compilation of overall findings in relation to the impacts of volunteering, the opportunities and challenges, the effects of EU policies, etc. into the comparative report, including recommendations and conclusions.

2.3 Main obstacles encountered

2.3.1 Complexity of the institutional landscape of the volunteering sector

A key challenge has been the complexity of the volunteering landscape in countries in which volunteering is not co-ordinated by one public body but managed on a 'sector-by-sector' basis by different ministries and supported by several sector specific umbrella organisations for voluntary organisations. In practice this means that ministries dealing with issues such as justice, education, finance, sport, health and social affairs, interior and foreign affairs can all be involved in volunteering and it was not possible within the scope of this study to consult every single ministry, given the timing and resources available.

The complexity of the institutional landscape was particularly challenging in decentralised countries (in particular Italy, Spain, and the UK) as it was not feasible to cover each region in these countries. For example, each region in Spain has its own law for volunteering and few studies have been carried out covering the whole country and information was not available for all regions.

In relation to volunteering in general, national umbrella organisations were generally a good source of information as they tend to have knowledge about volunteering in all sectors while many ministries tend to speak about volunteering in their specific sector alone (e.g. sport, culture, youth, social, health etc.).

2.3.2 Availability of data

Statistics on volunteering

An important challenge for the study was to analyse the quantitative information related to the number and profile of volunteers, on the basis of national studies and surveys, which were the main source of data for this study. Studies on volunteering have been undertaken at different points of time, using different definitions, methodologies, survey samples and target groups, and looking at different types of volunteering (e.g. formal / informal).

Some harmonised data sources are available on volunteering (e.g. the European Values Study (EVS), the European Time Use Survey (ETUS), the European Social Survey (ESS), the Eurobarometer survey on European Social Reality and the John Hopkins University Comparative Non-profit Sector Project). However, a number of weaknesses were reported by the national stakeholders:

- Time Use surveys carried out by national statistics offices are normally based on information from 1997-1999 so they are often seen as outdated. A limited number of Member States are included in the Eurostat Time Use surveys;

- In some countries stakeholders disagree with the findings of the John Hopkins study because the national studies show very different results. In addition most European countries have not yet integrated the measure of volunteering proposed by the UN Methodology into their statistical accounts. It is therefore not possible to use their findings for a comparison across the EU; and

- Results of some other studies show surprisingly high percentages of citizens who declare to actively participate in or volunteer for an organisation. These figures are much higher than percentages provided by many surveys at national level.

The overall impression was that in most countries national surveys into volunteering were seen as most reliable by stakeholders, although recent studies such as the EVS and the Eurobarometer surveys are used to compare the level of volunteering with other countries. A key obstacle is that the voluntary sector is characterised by a high turnover, lack of formal approach, and poor recording of information, meaning that data is very difficult to obtain. Most countries rely therefore on population surveys or surveys commissioned by volunteering agencies and other bodies, which are not often representative of the population. There are further limitations to such surveys, as is reflected in the variability of the percentages obtained in the different surveys in the same country, depending for instance on the way questions are formulated (e.g. use of the term ‘voluntary work’ or ‘volunteering’ understood differently by socio-professional categories).

Therefore, it has not been possible to harmonise the results of national studies but this study has collated and made use of a wide-range of sources to gather the most information possible on the level of volunteering. The discrepancies between different surveys and studies means that the statistical analysis of the precise level of volunteering is open to interpretation and should be seen as indicative only.

Statistics on voluntary organisations

In many countries the main data source for the number of voluntary organisations was a national registry of non-profit associations/organisations. Registries on non-profit associations are normally managed by a public body and updated on a regular basis. The strength of this data source is that in many cases associations are obliged to register their associations with the public organisation in charge of the database. The weaknesses are:

- In most cases these databases include associations relying fully or partially on the volunteer workforce and also associations run by employed workforce alone. Stakeholders usually rely on estimates or surveys to distinguish between these groups;

- Organisations are not obliged to inform if they cease their activities, hence the databases tend to include significant numbers of non-active non-profit associations. Once again stakeholders rely on estimates on active associations; and

- In some countries, registration is voluntary and/or voluntary organisations are not incentivised to register.

Economic data

With regard to the economic dimension of volunteering in the EU, efforts to measure the economic value of volunteering encountered the same difficulties as mentioned above, as most approaches to measuring this value is based on statistics related to the number of volunteers and the time dedicated to volunteering (i.e. replacement cost approach).

Most data currently available at Member State level is scattered, gathered at different points in time and grounded on different assumptions. At EU level, Eurostat does not include data about the non-profit sector. Therefore the report presents data on the economic value of volunteering using estimates of voluntary input, applying the same method across countries to improve comparability rather than using figures on monetary value directly provided by Member States.

Availability of data on sport

There is generally a very limited body of literature available on volunteering in sport, compared with volunteering in general. Therefore the team had to rely more extensively on the inputs provided by the stakeholders consulted. In a small number of countries research has been carried out by Olympic Committees and sport federations specifically on the topic of volunteering. However in most countries this is a new topic and therefore the team had to rely on anecdotal evidence rather than precise data.

Caveats and instructions for reading

In reading this comparative report, it should be noted that complete references of national surveys, reports and literature sources have not been included in the comparative analysis but are listed in each national report.

It is important to reiterate here that the aim of this study was not to define a uniform methodology for measuring volunteering in Europe, or indeed to carry out empirical research on volunteering in the EU-27; rather this report aims to review what national studies, surveys, reports and key stakeholders stated in each individual country about volunteering and volunteers. The extent to which each national report relies on primary and secondary data sources varies, depending on the availability of data and reports, the number of stakeholders that could be consulted and the specific context of each country.

3 VOLUNTEERING IN THE EU

This section provides a comparative analysis of volunteering in the 27 Member States, in terms of analogies and commonalities, and to draw attention to important differences. In particular, this section presents the findings based on the national reports on the following:

- General information about volunteering
- Institutional frameworks
- Regulatory frameworks
- Economic dimension of volunteering
- Social and cultural dimension of volunteering
- Volunteering in the context of education and training
- EU policies and volunteering
- Challenges and opportunities for volunteering

Finally this section presents recommendations on ways in which possible future policies and actions could be implemented at EU, national and organisational level to support volunteering.

3.1 General information about volunteering in the EU

3.1.1 Different traditions and contextual backgrounds

The history and contextual background of volunteering in Europe varies greatly between European countries. Whilst certain EU Member States have longstanding traditions in volunteering and well developed voluntary sectors (such as Ireland, the Netherlands, and the UK), in other countries the voluntary sector is still emerging or poorly developed (for instance in Bulgaria, Greece, Latvia, Lithuania, and Romania) Volunteering is strongly influenced by the history, politics and culture of a community and a country.

Volunteering, whether recognised as such, has taken place across Europe throughout history – for example, running errands for an elderly or incapacitated neighbour, helping out at local schools, providing support for local families in financial or emotional distress. In countries such as France volunteering is deeply rooted in the Middle Ages with the existence of guilds and other intermediary bodies which existed under the *Ancien Régime*. Similarly Sweden has a long tradition of volunteering and active citizenship among its population which dates back to the 1600s. Church based volunteering activities to help the local community have also had a long tradition in the majority of European countries. Until the 19th century, volunteering in Italy was mainly characterised by religious institutions dedicated to charitable activities in the areas of social, welfare and health.

The social economy has historically been linked to popular associations and co-operatives and is structured around three main organisations: co-operatives; mutual

societies and associations; and more recently foundations[59]. In the past these were formed in response to vulnerable and defenceless social groups as a result of self-help organisations, and to take into account the new conditions of life following industrial revolutions.

A turning point for most EU countries has also been the crisis of the welfare state. As a consequence of the growing difficulties of public authorities to respond to the needs of society, and a general crisis of the welfare state, a new wave of organisations appeared on the scene. These organisations operated principally at a micro-level, attempting to resolve tangible problems with limited financial resources and ambitions. As a response to the pressing issue of the fiscal crisis of the welfare system in the 1990s Italy witnessed an increase in the number of community-based non-profit organisations created in order to respond to the needs no longer (effectively). During the 1980's the Conservative government in the UK introduced a contract culture designed to encourage organisations to deliver services on behalf of the state as it was it is argued there was an assumption volunteering helped to provide a cheaper alternative to state provision. Volunteering remains deeply embedded within the UK's social policy agendas and has been seen as a key element of strategies to promote social participation and increase individual and collective citizenship, especially among young people.

In Denmark the 1980s the financial sustainability of the welfare state as well as its capacity to solve a range of problems were seriously questioned, leading to the rediscovery of the voluntary sector which now came to be seen as a legitimate partner for the public sector in a wider field than just that inhabited by the self-governing organisations. Therefore in many countries voluntary organisations emerged in the 1990s as interlocutors of the state and as an actor of socio-economic development policies, especially in the education, health and social sectors.

Research suggests that countries with higher levels of economic development and labour productivity, as well as those with a democratic political and institutional tradition are more likely to a have a well developed civil society and a higher number of not-for-profit organisations[60]. Therefore a striking feature of most former communist countries in the EU is a low level of voluntary participation and a weak voluntary sector. Even in countries such as Hungary which had a long tradition of voluntary associations, the communist regime halted the development of the voluntary sector. Most of the voluntary associations were banned and what remained was nationalised and brought under state control. At this time 'social organisations' financed by state budgets and working closely with the Communist Party were created.

The voluntary sector in the EU: four types of welfare regimes

Non-profit organisations are firmly 'embedded' in prevailing social and economic structures, often serving as "the knots within networks of elites with reputation, finance, and power." Work on the Johns Hopkins Comparative Non-profit Sector Project has

[59] Chaves Ávila, R. & Monzón Campos J.L. (2005) THE SOCIAL ECONOMY IN THE EUROPEAN UNION. Centre international de recherches et d'information sur l'économie publique, sociale et cooperative. CIRIEC, No. CESE/COMM/05/2005, The European Economic and Social Committee (EESC).

[60] SPES - Centro di Servizio per il Voluntariato del Lazio (2008) Volunteering across Europe. Organisations, promotion, participation.

made clear that such organisations have deep historical roots in virtually every one of the societies they examined [61].

A useful typology of countries that partly explains the differences that exist between Member States is based on the 'social origins' theory developed by Esping-Andersen (1990) to explain the appearance of three distinct types of welfare regimes. The 'liberal' regime, common in Anglo-Saxon countries, is characterised by limited, means-tested social assistance with strict entitlement rules. The 'corporatist' welfare state regime, more common in continental Europe, heavily relies on the state in supplying welfare assistance, but preserves the status of many of the 'premodern' institutions, especially organised religion. Finally, the 'social democratic' model, which emerged in the Nordic countries, a result of strong working class movements that formed an effective alliance with the middle class, involves universalism and a separation of welfare provision from the market system.

Thus, in the so-called *liberal model*, low government social welfare spending is associated with a relatively large non-profit sector. It features a significant ideological and political hostility to the extension of government social welfare protections and a decided preference for voluntary approaches instead. The UK is among the cases of liberal regimes in the EU. However, in the UK a post-war surge of working class support led to the establishment of certain key features of a classic 'welfare state'. Thus, the UK is a mixture of the liberal regime and the corporatist regime and is discussed in more detail below.

In the *corporatist* model, represented by countries such as Germany, France, Belgium, the Netherlands, the state has either been forced or induced to make common cause with non-profit organisations, albeit for different historical reasons. In Germany, the state, backed by powerful landed elements and in cooperation with a relatively weak urban middle class, responded to growing worker pressures by working out an agreement with the major churches beginning in the latter 19th century to create a state-dominated social welfare system that nevertheless maintained a sizeable religious presence. This agreement was ultimately embodied in the concept of 'subsidiarity' as the guiding principle of social policy. The upshot has been a close working relationship between the state and voluntary organisations—both secular and religious—and the resulting coexistence of extensive government social welfare spending and a sizeable non-profit sector. In the Netherlands, a rather different sequence led to a similar result. There religious tensions between the secular and religious segments of society (the 'pillars') led to a pattern of "private provision of publicly paid services" was then replicated in numerous other fields—health, elderly care, social services—with ambiguous effects on 'pillarization' but lasting support for the idea of subsidiarity.

The *social democratic* pattern, illustrated by Austria and Finland, are characterised by relatively high levels of government social welfare spending and relatively small non-profit sectors.

The Johns Hopkins University (JHU) study distinguished a fourth model, the *statist* model, with low levels of government social welfare spending accompanied by a relatively small non-profit sector. Eastern European countries represent an interesting

[61] Social Origins of Civil Society: An Overview, Lester M. Salamon, S. Wojciech Sokolowski and Helmut K. Anheier, Johns Hopkins University, 2000

mix of the statist and social-democratic tendencies. The implementation of the Soviet-style central planning regime after World War II resulted in a substantial increase in social welfare spending. Nonetheless, such spending in Eastern Europe did not reach the level of most Western European countries due to policies designed to limit consumption and increase investment. At the same time, the governments in the Eastern European countries supported only those voluntary organisations that were instrumental to their official policies, while suppressing those that might challenge the government's hegemony. Consequently, most Central and Eastern European countries occupy a 'borderline' area between the statist and social-democratic regime types: a relatively high level of government social spending coupled with a relatively small non-profit sector.

Certain circumstances are therefore more congenial to the blossoming of non-profit institutions than others, and the shape and character of the resulting non-profit sector is affected by the particular constellation of social forces that gives rise to it.

Central and Eastern European countries

One of the major factors affecting participation in volunteering in post-communist countries is the legacy of communism. Although with some slight differences, the post-communist societies exhibit a somewhat negative attitude towards volunteering, which citizens strongly associate with the communist era, during which people were coerced into volunteering for state controlled organisations. As a result, in an attempt to regain control over their spare time, most citizens simply refuse to participate in any type of collective civil initiative. Nevertheless, those who do participate in civil society initiatives often do it in organisations that survived the fall of communism, rather than in organisations that were created after 1989.

Most of the former communist countries experienced a climax of popular mobilisation and civil society involvement in public life in the late 1980s and early 1990s (i.e., Bulgaria, Croatia, the Czech Republic, Poland, Romania and Slovenia) when countrywide protests brought about the fall of the Soviet-controlled communist regimes, which had ruled for more than 40 years. In Estonia, after regaining independence, a lot of voluntary work was carried out in committees and working groups dealing with citizenship questions and future of the country. In the run up to the regime change in Hungary, voluntary organisations became an important political vehicle; for example, one of the major charities became the Liberal Party. As the Parliament passed the Law on Association in 1989, guaranteeing the freedom of association, organisational life in Hungary took off. The number of organisations tripled during the 1990s, and from nearly non-existent, a foundational sector of almost 20,000 organisations was born.

However, during the last ten years, popular participation in civil society has remained low and the capacity of civil society organisations to stimulate civic engagement has fallen far short of its expectations. At the same time, anti-social attitudes have grown among the populations of these countries. This is epitomised by the rise of nationalist movements and xenophobic groups like those who led to the civil war that destroyed the Former Yugoslavia.

Moreover, the communist legacy also explains the particularly low level of participation in organisations that address social welfare, since most people in post-communist countries hold the opinion that the responsibility for addressing social issues rests with the state and not with the citizens.

Given the fact that Communist Europe lacked an independent civil society for almost half a century, research conducted on post-communist Europe has underlined that civil society in these countries is still significantly affected by limited citizen participation and widespread civic disillusionment, while the activities of civil society organisations often remain donor-driven, thus raising concerns about the long term financial sustainability of their work[62].

3.1.2 Definitions

Definitions used by international organisations

Volunteering has been defined at EU and international level in a number of documents. International and European reports and studies reinforce the concept that volunteering is a matter of individual choice, is done without thought of remuneration or reward and benefits others.

The Common Objectives for voluntary activities among young people outlined in the 2002 Council Resolution[63] define:

- Voluntary activities as all kinds of voluntary engagement. They are open to all, unpaid, undertaken by the individual's own free will, educational (non-formal learning aspect) and offer added social value; and

- Voluntary service is part of voluntary activities and is characterised by the following additional aspects: fixed period; clear objectives, contents, tasks, structure and framework; appropriate support and legal and social protection.

A commonly used definition at EU level is that the term 'volunteering' refers to all forms of voluntary activity, whether formal or informal. It is undertaken of a person's own free-will, choice and motivation, and is without concern for financial gain.

The European Youth Forum believes that an activity can only be defined as volunteering when it meets the following criteria:

- an activity undertaken of a person's own free will and involves the commitment of time and energy to actions of benefit to others and to society as a whole;
- the activity is unpaid but can include reimbursement of expenses directly related to the voluntary activity;
- it is for a non-profit cause and is primarily undertaken within a nongovernmental organisation and therefore cannot be motivated by material or financial gain;
- volunteering should not be used to substitute or replace paid employment.

Voluntary organisations at EU level highlight the importance to differentiate between long term commitment, closely linked to the development of citizenship and which

[62] Fioramonti, L. And Finn, V. H. (2007), How Civil Society Influences Policy: A Comparative Analysis of the CIVICUS Civil Society Index in Post-Communist Europe, Research Report commissioned by Research and Policy in Development (RAPID) and Overseas Development Institute (ODI)

[63] Council of the European Union (2002) Resolution of the Council and of the representatives of the governments of the Member States, meeting within the Council of 27 June 2002 regarding the framework of European cooperation in the youth field [Official Journal C 168 of 13.07.2002].

contributes to the daily work of voluntary organisations and NGOs, and voluntary service which is for a fixed period, within a structure, with clear objectives etc.

The Association for Voluntary Organisations (AVSO) distinguishes between:

- Volunteering (*Bénévolat , Ehrenamt*) which can be occasional or regular, part-time or full time. It is good practice to ensure that formal volunteers are covered by appropriate accident, health-care and third party liability insurance, that they receive appropriate training and management, as well as the reimbursement of all out-of-pocket expenses.
- Voluntary Service (*Volontariat, Freiwilligendiens) which* refers to specific, full-time project-based voluntary activities that are carried out on a continuous basis for a limited period of time.

These are not to be confused with 'civil service', a voluntary service managed by the state – or on behalf of the state - e.g. in the social field or in civil protection; and 'civilian service' which is an alternative to compulsory military service in some countries, but is *not* voluntary.

However, volunteering can still be understood differently in different Member States – for example, in certain European countries, civilian service (an alternative to compulsory military service, but not voluntary, such as in Germany) and the inclusion of volunteering as part of school curriculum (such as the Netherlands) can create the concept of 'compulsory' voluntary activities[64].

Finally, the European Volunteer Centre defines volunteering as an activity that *"can occur in different settings either informally, like helping out in the neighbourhood, or formally within the structures of non-profit organisations. Its nature can vary from part-time (most of the times) to full-time and from one day to many years of practise in several different fields. It is good practice to ensure that formal volunteers are covered by appropriate accident, health-care and third party liability insurance, that they receive appropriate training and management, as well as the reimbursement of all out-of-pocket expenses."* [65]

Despite common understandings of the nature of volunteering, a 2004 guidance note compiled by the International Federation of Red Cross and Red Crescent Societies, the Inter-Parliamentary Union and United Nations Volunteers highlights there is no universal model for a legal definition of the terms 'volunteer' and 'volunteerism'[66].

Member States definitions

Countries define volunteering in various ways and numerous countries have not generated an official definition for volunteering. Table 3.1 below illustrates the definitions adopted by EU countries. While some variations are discernible, common features can be identified.

[64] European Youth Forum (2006) Shadow Report on voluntary activities.

[65] http://www.cev.be/67-legal_status_of_volunteers_country_reports-EN.html

[66] International Federation of Red Cross and Red Crescent Societies, Inter-Parliamentary Union and United Nations Volunteers (2004) Volunteerism and legislation: a guide note.

Table 3-1 Definitions of volunteering in the Member States

Country	Legal definition	Definition
Austria	no	The Federal Ministry of Social Affairs and Consumer Protection uses the definition developed by the Austrian Council for Voluntary Work that describes volunteering (described as voluntary work) as: - voluntary, but within a strict framework; - for the benefit of the community or a third party rather than one's own or the family's or own household's benefit; - work rendered without any relevant consideration in the form of pay for a gainful activity; - of a given duration or regularity; - non-binding within regard to receiving further training, internship or work within an organisation; - undertaken usually within the scope of an institutional organisation, platform, initiative, or group, but falling outside the civic or military duties of a citizen; and - includes both informal (family, neighbourhood) and formal (groups, associations, institutions, etc.) work.
Belgium	yes	The expressions *bénévolat* and *volontariat* have been for a long time used as synonyms in Belgium. However, the 2005 law officialises the term 'volontariat' as being an activity defined by the law. All other non-remunerated activities would have to be qualified as *bénévole*. In the Dutch speaking part of Belgium, the word vrijwiliiger is used. It corresponds to the Anglo-Saxon terminology designating non-remunerated work. The law on the rights of volunteers has set up a common definition to delimit the precise meaning of volunteering: - Volunteering is unpaid. Volunteers perform volunteering activities without receiving any payment. Volunteers can be given a limited amount of money, to reimburse their expenses. - Volunteering does not involve coercion. A volunteer commits him/herself without any obligation; he or she cannot be forced to perform an activity. - Volunteering is undertaken for others or for the society. Volunteering means being of use to others who are not family or acquaintances, in an organisation or for society in general; and - There should always be a distinction between volunteering and professional activities. A volunteer cannot perform the same activity both as an employee and as a volunteer for the same employer. A person can volunteer within his own organisation provided that a dear distinction is made between the activity he performs as paid staff, and the activity he performs as a volunteer.
Bulgaria	no	Traditionally, the term volunteering in Bulgaria refers to any provision of work and services without concern of financial gain. Accordingly, a volunteer is any person who provides such free and gratuitous labour. In the country's legal system, however, there is no legal definition of either volunteering, or provision of work and services without concern of financial gain. In 2006 a law on volunteering was drafted - if ratified, the definition will be "an activity outside of an individual's legal employment relations which is done voluntarily and without remuneration at non-profit organisations, local and state institutions".
Cyprus	yes	According to the 2006 law, a 'volunteer' is defined as "a person who offers, without any reward, financial or other, services or other means to individuals or groups or to the society at large, in order to address social or other needs".
Czech Republic	yes	The act on volunteering adopted in 2002 provides a legal definition of 'volunteer'. S/he may be employed/unemployed, studying, retired etc., and the voluntary activity must be based on his/her competencies and skills. It is important to note that there is a distinction between two different types of volunteering - mutually beneficial volunteering (informal volunteering) and publicly beneficial volunteering (formal volunteering). The 2002 Law on Voluntary Service applies to formal volunteering only. The criterion to describe activities that are considered publicly beneficial volunteering is based on the extent to which the activity is of help among one's community (e.g. scouts, maternity centre, sport club etc.) or the extent to which it is considered as helping others (e.g. day centre for senior citizens, club for children with disabilities, animal welfare etc.).
Denmark	no	Definition provided by Ministry of Social Affairs according to which voluntary work is: - Voluntary or non-obligatory, - Unpaid. However, this does not preclude payment of remuneration for expenses. - Carried out for persons other than the volunteer's own family and relatives. - For the benefit of other people than the volunteer and his or her family. This precludes participation in for instance self-help groups or participation as a mere member of sport clubs from being voluntary work. - Formally organised – mostly in an association, although this needs not be the case. However, ordinary helpfulness or spontaneous acts are not voluntary work.

Country	Legal definition	Definition
Estonia	no	The definition of volunteering commonly used in the field is: Volunteering is the commitment of time, energy or skills, out of one´s free will and without getting paid. Volunteers help others or undertake activities mainly for the public benefit and the benefit of society. Helping one´s family members is not considered to be voluntary activity. Legal definition exists only for volunteers in the probation service.
Finland	no	There is no legal definition of volunteering and a range of different definitions are being used. Leading voluntary sector researchers Nyland and Yeung define volunteering as "unpaid activity from free will for the benefit of others, which is often takes place in an organised setting". Volunteering agency KansalaisAreena has defined volunteering as "all activity carried out for the public good, which is based on civic movement and voluntary action and is not paid for". The key words uniting most definitions are: unpaid activity, for the benefit of others and action taken from free will. Sometimes organised volunteering is differentiated from informal activities like neighbourly help.
France	no	The terms 'bénévolat' and 'volontariat' are both used in France to describe voluntary activities or volunteering. There is no official definition of *bénévolat*. According to the Conseil Economique et Social (24 February 1993) it refers to engagement of the individual citizen for non-remunerated purposes, outside the framework of family, school, professional or legal relations and obligations. The key principle at the core of *bénévolat* is the absence of remuneration. This is one of the main differences with volontariat. Volontariat refers to specific, full-time project-based voluntary activities that are carried out on a continuous basis for a limited period of time, with appropriate support and legal and social protection.
Germany	no	Distinction can be made between definitions that are used to describe the following two broad types of volunteering: -Traditional forms of civic engagement, exercised predominantly 'for others' and connected to permanent memberships (e.g. 'Ehrenamt'). Such civic engagement activities often take place within the framework of large-scale organisations, e.g. churches, unions, parties, welfare associations (such as voluntary fire brigades) and sport clubs. -Volunteering activities exercised primarily for the individual him-/herself (e.g. 'freiwilliges Engagement'). This type of activities, which are characterised by active participation and the possibility to develop personal competences and skills, are normally undertaken as part of self-help groups, grass roots organisations, social movement organisations, citizens groups, ecological projects and non-institutionalised political campaigns. The following terms are being used at present: - *Ehrenamt* ('honorary office / work') refer to voluntary engagement in formal organisations. - *Freiwilligenarbeit* ('voluntary involvement') performed as part of formal or informal organisations and include sport and recreation, culture, self-help or neighbourhood activities. - *Bürgerschaftliches Engagement* (voluntary civic activities). - *Freiwilligendienste* (volunteering services), volunteering that young people carry out for a year as part of an official programme.
Greece	no	There is no generally recognised or officially established national definition of volunteering and volunteers in Greece. Article 2 of the Charter of Social Responsibility of the Organisations of Civil Society in Greece, developed by the national agency for volunteering (Ergo Politon) provides an implicit definition of volunteering: "Every volunteering action serves aims of common good, is conscious and without self-interest, is made with a spirit of offering and support, always with the free will and decision of the volunteer and of the person receiving the offer of the volunteering activity. The volunteer ought to have a precise perception of the needs he is called to cover as well as of his own capacities". The voluntary organisations that have signed up to this Charter can be understood to have accepted this definition. According to the Hellenic Federation of Non-Governmental Organisations, volunteering is defined as "willing commitment of a person to work for a specific or unlimited period of time, for the greater good of society without pay."
Hungary	yes	The Hungarian volunteer law, Act LXXXVIII of 2005 on voluntary activities in the public interest, defines "volunteer activities with a public aim" as work carried out within a host organisation without compensation. The everyday definitions of the Hungarian non-profit sector are influenced by the pre-war traditions, the State socialist experience, and the American and Western European models, producing a mix of terminologies. Volunteering and voluntary organisations are intertwined with what is called the "civil sector" and is rarely dealt with on its own.
Ireland	no	Volunteering was defined in official documentation for the first time in the Government's White Paper 'Supporting Voluntary Activity' published in 2000. The definition was given as: 'the commitment of time and energy, for the benefit of society, local communities, individuals outside the immediate family, the environment or other causes. Voluntary activities are undertaken of a person's own free will, without

Country	Legal definition	Definition
		payment (except for the reimbursement of out-of-pocket expenses)' and was taken from Volunteering Ireland (then operating as the Volunteer Resource Centre). This definition has subsequently been widely used in seminal documents and publications including 'Tipping the Balance' which was the report of the National Committee on Volunteering published in 2002,
Italy	yes	The term 'volunteerism' in Italy refers to all types of activities, whether formal or informal, full-time or part-time, at home or abroad. It is undertaken of a person's own free-will, choice and motivation, and is without concern for financial gain. It benefits the individual volunteer, communities and society as a whole. It is also a vehicle for individuals and associations to address human, social or environmental needs and concerns. Formal voluntary activities add value, but do not replace professional, paid employees. The framework law on volunteering (1991) explicitly states that a volunteering activity must be: spontaneous, gratuitous, without intended remunerative aims and should be undertaken exclusively for solidarity purposes. A volunteer "operates in a free and gratuitous manner promoting creative and effective responses to the needs of beneficiaries of her/his own action and contributing to the realisation of common goods".
Latvia	yes	2003 Associations and Foundations Law defined volunteering as unpaid work or provision of services performed by a natural person without entering into employment legal relations and which is aimed at the achievement of the objective laid down in the articles of association of the association or foundation. The work or service delivered without pay for the benefit of volunteer, voluntary organisation or beneficiary with the aim of making profit or in relation to its commercial activity is not considered voluntary work. Youth volunteering defined as 'Youth voluntary work' shall be oriented towards activity of public benefit and promote the development of knowledge, skills, abilities and attitudes thereof, as well as the useful utilisation of leisure time.
Lithuania	no	Currently there is no specific laws regulating volunteering and hence the concept is not defined in law or formally recognised elsewhere. The concept of volunteering is usually understood by stakeholders and used in the public discourse as involvement of individuals of their own free will in some kind of activities without any remuneration. The word 'volunteer' also has a military connotation, as 'volunteers' (savanoriai) established themselves as semi-military organisations after the restoration of Lithuanian independent state in 1990.
Luxembourg	no	'Bénévolat' is a freely chosen engagement, without financial remuneration, in an activity for the benefit of another or the community. It must occur within the structures of an organisation, and outside normal family relations or those based on friendship. Volontariat refers to voluntary service. Two different kinds of *bénévolat* are distinguished in the literature: - Associative bénévolat – active bénévolat for an association; and, - Interpersonal bénévolat – work, support or care undertaken for the benefit of other people such as family, friends, neighbours or other relations. The Charte Luxembourgeoise du Bénévolat adopted in 2001 excludes this second type of volunteering from its scope.
Malta	yes	According to Voluntary Organisations Act of 11 December 2007, a 'volunteer' is a person who provides unremunerated services through or for a voluntary organisation. Accordingly, voluntary activity is undertaken by a person's own free-will, choice and motivation, and without regard for financial gain. The legal act also defines the 'voluntary sector', which includes voluntary organisations, volunteers, donors who make voluntary grants of money or assets to voluntary organisations, beneficiaries of the services of volunteers and voluntary organisations and the administrators of such organisations.
Netherlands	no	The Dutch Ministry of Health, Welfare and Sports (MVWS) considers volunteering as "work done in any organised context that is carried out without obligation and without pay for other people or the community whereby the person doing the work is not dependent on it for his or her livelihood." There are different expressions used to describe volunteering in Dutch: the Ministry of Health, Welfare and Sport uses the term "voluntary work", or "voluntary action". Organisations promoting volunteering however prefer to use the term "vrijwillige inzet" which translates to English as volunteering contribution /input or just volunteering.
Poland	yes	Volunteering is regulated by the Law on Public Benefit Activity and Volunteerism of 23 April 2003. According to the Act, a volunteer is 'a person who voluntarily, and with no remuneration provides services based on regulations specified in the law' (Art. 2.3). The law further states that the person undertaking the voluntary activity has to be duly qualified and meet the requirements of the benefit that he or she is providing, if other legal provisions would include the need for such qualifications and requirements. Persons who decide to form or join the association as its members are not volunteers as they provide services for the association's benefit. Other definitions are also used in Poland. The Volunteer Centres network defines a volunteer as 'a natural person who voluntarily and without compensation provides benefits for organisations, institutions, and individuals beyond family and friendship ties'. The Klon/Jawor Association, defines volunteering as 'devoting one's time to unpaid social activity done out of free will for non-governmental organisations, religious and social movements'. The concept of 'volunteer' remains problematic and is

Country	Legal definition	Definition
		often not understood by the general public.
Portugal	yes	From the legal point of view, volunteer work was defined on the 3rd of November 1998. The law defines 'volunteerism' as a set of "community and social interest activities" carried out without an economic interest by individuals, within the framework of projects or programmes developed with a non-profit purpose by public entities or private organisations for the benefit of needy individuals, families or communities. The law expressly excludes from its scope of application those activities carried out in an isolated or sporadic way or on the basis of familiar, amicable or similar relations, assuming that these activities should be of substance and be carried out on a regular basis. A "volunteer" according to the Portuguese law is an individual that in a free and responsible way commits himself/herself to perform voluntary activities within an organisation, according to his/her skills and time available, without the expectation for payment.
Romania	yes	The Romanian Law on Volunteering (Legea Voluntariatului) was adopted in 2001 and amended in 2006. It defines volunteering as: a) Volunteering is an activity of public interest, undertaken out of free will by a person aiming at helping others, without being motivated by financial or material gains. b) The public interest activity is carried out in various domains such as social assistance and services; environmental protection; culture, education, arts etc. c) The organisation hosting the volunteers or carrying out the voluntary activities may be a non-profit private or a public organisation, run in the public benefit. d) If a contract is signed, the volunteer is obliged to carry out an activity in the public interest without gaining any financial remuneration. e) The beneficiary can be an individual or an organisation; the organisation recruiting and signing the contract with the volunteer does not have to be identical with the beneficiary of the voluntary activities.
Slovakia	no	There is no legal or working definition of volunteering in Slovakia
Slovenia	no	There is no generally recognised definition. A definition is now proposed in the new draft law of voluntary work.
Spain	yes	Volunteering is defined by law as the group of activities of general interest, developed by individuals, not carried out on the grounds of a labour, public service, mercantile or any other paid relationship. Voluntary activity that takes place in an isolated, sporadic or individual way, outside the framework of public or private non-profit organisations, or motivated by family relations or friendship, is excluded from the concept of voluntary work in Spain
Sweden	no	There is no official definition of volunteering in Sweden. However, across the literature the generally accepted definition seems to be: 'Time and effort that is freely given; unforced and unremunerated, by individuals to voluntary and public organisations'. Although the definition makes reference to volunteering being unremunerated, there may however be a 'symbolic' compensation or payment for voluntary work. Furthermore, voluntary activities can be carried out within or outside voluntary organisations. A clear distinction is made between 'informal' work which is said to be unorganised and 'voluntary' work, which is carried out under the auspices of an organisation.
United Kingdom	no	There is no legally binding definition in the UK. The compact (agreement between Government and the voluntary and community sector) defines volunteering as 'an activity that involves spending time, unpaid, doing something that aims to benefit the environment or individuals or groups other than (or addition to) close relatives'. - Volunteering England define volunteering as, 'any activity that involves spending time, unpaid, doing something that aims to benefit the environment or someone (individuals or groups) other than, or in addition to, close relatives'. - Volunteer Development Scotland defines volunteering as: 'the giving of time and energy for the benefit of individuals, groups, communities, or the environment. It is undertaken by choice, and is the largest single means by which individuals engage actively with their communities. It is intrinsically linked to civic engagement, social justice, lifelong learning, and community regeneration.' - Wales: "Volunteering is an important expression of citizenship and is an essential component of democracy. It is the commitment of time and energy for the benefit of society and the community and can take many forms. It is undertaken freely and by choice, without concern for financial gain"; - Northern Ireland:"the commitment of time and energy, for the benefit of society and the community, the environment or individuals outside (or in addition to) one's immediate family. It is undertaken freely and by choice, without concern for financial gain."

Common features

The term 'volunteering' in English covers different realities and is translated by more than one word in other languages such as French and German. Volunteering can refer to voluntary engagement (*Bénévolat/Ehrenamt*) characterised by the following aspects:

open to all, unpaid, undertaken by own free will, educational (non-formal learning aspect), occasional or regular, usually part-time rather than full-time.

Voluntary service (*Volontariat/Freiwilligendienst*) refers to specific, full-time project-based voluntary activities that are carried out on a continuous basis for a limited period of time, with appropriate support and legal and social protection.

Definitions usually outline that volunteering is undertaken out of a person's free will, without concern for financial gain (unpaid) and is for the benefit of others (although it is recognised that volunteering brings significant benefit equally to the volunteer).

The main elements of the volunteer concept in laws and regulations adopted by EU Member States describe actions that:

- are performed with the free will of the individual;
- are developed in the framework of non-profit, non- governmental organisations;
- have no professional character;
- are non-paid; and
- carried out for the benefit of the community or a third party.

In the majority of EU Member States (16) there is no legal definition and no specific law regulating the aspects of volunteering, although there are sometimes policies or established practices that support the development of volunteering.

Country-specific laws generally define volunteering as activities performed by individuals, based on their free will, for the benefit of another and without compensation. Accordingly, a volunteer is generally recognised across Europe as a person who in a free and responsible way commits himself/herself to carry out voluntary service.

Specific features

Some of the definitions make a clear distinction of volunteering from employment. For example, the Romanian law stipulates that the volunteer activities are "other than labour relationships and the relationship arising between employer and remunerated employees." The Italian law provides that the role of a volunteer is incompatible with every kind of employer-employee relationship in which income is received from the organisation. The Hungarian law introduced an amendment to Act LXXV of 1996 on the Supervision of Labour to distinguish volunteering from employment, based on the volunteer contract. The Portuguese law establishes the principle of the complementary character of volunteering, which presupposes that volunteers should not be a substitute for human resources necessary to pursue the organisations' activities.

In Belgium, a volunteer cannot perform the same activity both as an employee and as a volunteer for the same employer. A person can volunteer within their own organisation provided that a clear distinction is made between the activity they perform as paid staff, and the activity they perform as a volunteer.

Secondly, some definitions emphasise that ordinary helpfulness or spontaneous acts are not voluntary work (Denmark). The Portuguese law expressly excludes from its scope of application those activities carried out in an isolated or sporadic way or on the basis of familiar, amicable or similar relations. Voluntary activity that takes place in an

isolated, sporadic or individual way, outside the framework of public or private non-profit organisations, or motivated by family relations or friendship, is similarly excluded from the concept of voluntary work in Spain.

Thirdly, some definitions make an explicit link between the voluntary activity and the competencies and skills of the volunteer (e.g. Czech Republic). In Poland, the law states that the person undertaking the voluntary activity has to be duly qualified and meet the requirements of the benefit that he or she is providing.

In some Member States, issues have arisen in relation to current definitions. In France, the question of the absence of remuneration has become problematic. *Volontariat* poses a distinct set of 'difficulties' in France as volunteers can receive certain indemnities and advantages during the period of their engagement. The frontier between volontariat and employment is not always clear.

The problem is also highlighted in the Netherlands where some volunteers get some kind of payment (i.e. expenses up to 1,500 euro a year do not have to be justified, free access to festivals, etc.) and that some groups of volunteers are obliged to do volunteering such as ex-prisoners who are on a reintegration programme, youngsters within the social traineeships and employees doing volunteering, which raises the question of whether these 'compulsory' activities should be considered as volunteering.

3.1.3 Number and profile of volunteers

This section outlines the key findings of national surveys and studies on volunteering, so as to report on the key trends relating to the number and profile of volunteers in the EU and in individual Member States. It is important to reiterate here that the aim of this study is not to define a uniform methodology for measuring volunteering in Europe, or indeed to carry out empirical research on volunteering in the EU-27; rather this section of the report aims to review what national studies, surveys, reports and key stakeholders in each individual EU country state about the level of volunteering and the profile of volunteers.

The section also refers to some of the most important European surveys, which have looked into volunteering across Europe, such as the European Values Study (EVS), the European Time Use Survey (ETUS), the European Social Survey (ESS) and the Eurobarometer survey on European Social Reality. However, these surveys are not analysed in detail as the focus is on national findings. References and comparative analyses are nevertheless made whenever possible and further information about the different European surveys can also found in Annex 2.

Before explaining the key findings, it needs to be highlighted from the outset that national surveys do not adhere to one uniform methodology and therefore cannot provide a statistically accurate comparison across Europe. In fact, as mentioned earlier in section 2 on methodology, national surveys use different methodologies, sample sizes and target groups. They also cover different forms of volunteering (informal versus informal) and even different definitions for volunteering. Moreover, some of the national surveys are not representative of the national population and consequently different survey results from within the same country can vary even by 30 to 40 percentage points, depending on the methodology applied.

National stakeholders have been consulted about the most reliable sources of information. In some countries, surveys have not been carried out into the level of

volunteering at all, and in these cases estimates have normally been provided by key actors in the country (including national ministries, volunteering agencies and leading researchers).

As a result, while this report has collated and made use of a wide-range of sources to gather the most information possible on the level of volunteering in the EU, the discrepancies between different surveys and studies means that the statistical analysis of the precise level of volunteering is open to interpretation and should be seen as indicative only.

Level of volunteering in the EU

An analysis of the national surveys and reports identified by key stakeholders in the Member States indicates that, there are around 92 to 94 million adults involved in volunteering in Europe. This in turn implies that around **22% to 23%** of Europeans aged over 15 years are engaged in voluntary activities. However, as explained above, these figures should be seen as indicative rather than as a statistically accurate reflection of the level of volunteering in Europe.

The national surveys tend to show lower levels of volunteering in comparison to some of the key European or international surveys. It must be noted though, that even the European and international surveys provide varying levels of volunteering across Europe. For example, the recent European Social Survey (ESS) found that 36% of Europeans had taken part in work for voluntary/charitable organisations at least once during the past year and nearly 14% had been involved a minimum of once a month[67]. These figures in turn suggest that around 150 million adults aged 15 years and over volunteer in Europe at least once a year[68].

Similarly, the 2007 Eurobarometer report on European Social Reality indicates that 34% of adults aged 15 years and over in the EU-25 Member States were engaged in volunteering during 2006 (in addition, the figure in Romania stood at 18% and in Bulgaria it was 10%). These findings therefore suggest that there were over 136 million Europeans engaged in volunteering in 2006[69].

In addition, in 2008, the European Parliament's Committee on Regional Development estimated that over 100 million EU citizens volunteer across all EU-27 member states[70]. This figure has also been supported by publications published by the

[67] During the period 2006/2007, the European Social Survey (ESS) interviewed 43,000 respondents in 25 European countries (and also in RO and BG). The ESS covers all individuals aged 15 years and over who are resident within private households, regardless of their nationality, citizenship, language or legal status, in the participating countries. The Round 3 Survey (2006/2007) specifically asked respondents; 'In the past 12 months, how often did you get involved in work for voluntary or charitable organisations?'. Respondents then choose between: at least once a week; at least once a month; at least once every three months; at least once every six months; less often; never; or don't know. According to the ESS Round 3 results, 36.1% of respondents had taken part in work for voluntary/charitable organisations at least once during the past year and 13.8% had been involved a minimum of once a month. This in turn implies that around 150 million adults aged 15 years and over volunteer in Europe.

[68] Figure based on authors' own calculations on the basis of EU population aged 15+.

[69] Figure based on authors' own calculations on the basis of EU population aged 15+.

[70] European Parliament, Committee on Regional Development (2008) Report on the role of volunteering in contributing to economic and social cohesion (2007/2149 (INI) document A6-0070/2008.

European Volunteer Centre[71]. And finally, a recent SPES survey found that, on average, 28% of the total population of the countries surveyed (Spain, France, Poland, Italy, the Czech Republic, the UK, and the Netherlands) took part in the voluntary activities of non-profit organisations without financial gain[72]. Therefore, while these reports offer different results on the number of volunteers in Europe, they do cluster around 100 and 150 million.

The fact that national reports often present lower levels of volunteering than those found in European and international surveys can be explained by a number of factors, including:

- Limited age-group brackets (e.g. some surveys only cover 18 to 65 age group).
- Some of the national surveys only measure the level of volunteering in specific voluntary / non-profit associations or sectors (e.g. in Italy the real level of volunteering is much higher than that indicated by the national survey because it only measured the number of volunteers engaged in the activities of a selection of voluntary organisations. In a similar manner, in Belgium, a national review of volunteering only monitored the number of volunteers within non-profit associations, which were covered by the satellite accounts of the Institute of National Accounts). Having said that, in most cases national authorities and volunteering agencies tend to refer to the national surveys as the most reliable sources of information.
- Different methodologies and definitions used for volunteering (e.g. many national surveys only measure formal volunteering).

The national reports have also highlighted that there are clear differences in the level of volunteering between Member States. This is an apparent reflection of the traditions and contextual backgrounds of volunteering in Europe. As shown by Table 3.2 overleaf, the national studies on volunteering show that the level of volunteering is:

- Very high in countries such as Austria, the Netherlands, Sweden and the UK as over 40% of adults in these countries are involved in carrying out voluntary work.
- High in Denmark, Finland, Germany and Luxembourg where 30%-39% of adults are involved in volunteering.
- Medium high in Estonia, France and Latvia where 20%-29% of adults are engaged in voluntary activities.
- Relatively low in Belgium, Cyprus, Czech Republic, Ireland, Malta, Poland, Portugal, Slovakia, Romania, Slovenia and Spain as 10%-19% of adults carry out voluntary work.
- Low in Bulgaria, Greece, Italy and Lithuania where less than 10% of adults are involved in voluntary activities (although it must be taken into account that the Italian figures only include the number of volunteers in specific voluntary organisations and the Greek figures are based on estimates on the number of

[71] European Volunteer Centre (CEV) (2009) European elections manifesto. Do you engage for those who engage? ; European Volunteer Centre (CEV) (2007) Annual Report. Education and Culture DG, "Europe for Citizens" Programme.

[72] SPES - Centro di Servizio per il Voluntariato del Lazio (2008) Volunteering across Europe. Organisations, promotion, participation.

regular volunteers in the formal sphere in the absence of national surveys on volunteering).

The table below provides more detailed information on the level of volunteering in the EU countries.

Table 3-2 Number and percentage of volunteers according to national studies

	Number of volunteers	% adult population	Year	Data coverage	Type of volunteering	Method / source	Other information
Austria	3,040,000*	43.8%	2006	Population aged 15+	Formal and informal	A survey carried out by the national statistics office (Statistik Austria) on behalf of the Ministry of Labour, Social Affairs and Consumer Protection.	According to the study, 1.93 million engaged in formal and 1.87 in informal volunteering.
Belgium	1,166,000	13.5%*	2004	Population aged 15+	Formal only	A review of volunteering among non-profit associations covered by the satellite accounts carried out by the Institute of National Accounts.	An under-estimate of the real number of volunteers as the results do not take into account the non-profit organisations outside the satellite account. Other studies have concluded that 1 – 1.4 million Belgians are engaged in volunteering.
Bulgaria	403,000*	6%	2002	Population aged 15+	n.a.	A Study on the voluntary sector in Bulgaria by the State Agency for Youth and Sport	
Cyprus	122,000*	18.7%	2008	Population aged 15+	n.a.	A small scale survey carried out by the Volunteer Network Project. Calculated what percentage of individuals had volunteered in the last 12 months. Based on a sample of 369 citizens.	The results should be treated with caution due to a small sample size (a survey among 369 citizens).
Czech Republic	Results range from 871,020 to 1,215,363	10%-14%*	2006-2007	Population aged 15+	n.a.	Surveys carried out by the national statistics office.	Significant differences in the results due to different methodologies used. The real figure expected to stand somewhere in-between these figure.
Denmark	1,477,000	35%	2004	Population aged 16-85	Formal and informal	Findings of the Danish study that formed part of the Johns Hopkins Comparative Nonprofit Sector project.	
Estonia	285,000	27%	2009	Population aged 15-74	Formal and informal	Based on a survey carried out by TNS emor and Praxis on behalf of Volunteer Development Estonia. The survey researched the percentage of population engaged in voluntary activities in the last 12 months. Based on a sample of 500 citizens.	The results should be treated with caution due to a sample size. Surveys in Estonia should cover 1,000 individuals to be statistically representative of the population. As the term voluntary activity is not widely understood in Estonia, the survey concluded through other questions that 47% of people had in fact been involved in carrying out voluntary activities in the past 12 months.
Finland	1,300,000	37%	2002	Population aged 15-74	n.a.	Survey led by a researcher Anne Birgitta Yeung	

	Number of volunteers	% adult population	Year	Data coverage	Type of volunteering	Method / source	Other information
France	14,000,000	26%-27%*	2007	Population aged 15+	Formal	Le paysage associatif français, mesures et évolutions, Viviane TCHERNONOG, Juris Associations Dalloz, 2007, based on a survey carried out by MATISSE/CNRS in 2005 (survey sent by post to associations in activity, with 9,265 associations constituting the sample used in the analysis).	Information refers to the number of *bénévoles* and does not include *volontaires* involved in formal voluntary service or scheme.
Germany	25,484,000*	36%	2004	Population aged 15+	n.a.	National survey on volunteering.	Information on the number of volunteers in 2004 ranges from 23.5 million to 25.5 million.
Greece	32,000	0.3%*	2009	Population aged 15+	Formal	Based on estimates on the number of regular volunteers by the National Agency for Volunteering (Citizens in Deed)	The figure is an under estimate of the total number of volunteers as it only includes the number of *regular* volunteers in an organised sphere. It also excludes large scale volunteering for specific events, such as the Athens 2004 Olympics which attracted 45,000 persons to volunteer.
Hungary	472,000 3,404,000*	5.5%* 40%	2007 2004	Population aged 15+ Population aged 15+	Formal Formal and informal	Surveys carried out by the Central Statistics Office Éva Kuti and Klára Czike carried out a survey among 5,000 Hungarian in 2004. The results of this study are published in a report called Citizens' Donations and Voluntary Activities, published by the National Volunteer Centre and The Non-Profit Research Group Association. Based on a sample of 5,000 citizens.	The differences are explained by the fact that the survey carried out by the national statistics office only includes formal form of volunteering, while the latter includes formal as well as informal volunteering in all kinds of settings.
Ireland	553,255	16.4%	2006	Population aged 15+	n.a.	Census data	
Italy	1,125,000	2.23%*	2006	Population aged 15+	Formal	A survey carried out by the FEO-FIVOL (Rome Foundation – Third sector) examining 12,686 voluntary organisations. Results published in a study called Frisanco R., Volti e orizzonti del volontariato, Diocesane Caritas 33rd National congress 'Do not conform to this world', 2009, p.3	An under-estimate of the real number of volunteers as the study examined only the number of volunteers engaged in activities of 12,686 voluntary organisations.
Latvia	477,000*	24.3%	2007	Population aged 15+	n.a.	The result based on a citizen survey investigating the number of respondents that had engaged in some voluntary activity during the course of that year. The results published by ĪUMSILS Pilsoniskās sabiedrības stiprināšanas programma 2008.-2012.gadam Rīga, 2008	No reliable figures on the level of volunteering.
Lithuania	85,200*	3%	2005	Population aged 15+	n.a.	NISC report on Lithuania, published in 2007 for SPES study (Studi per lo Sviluppo).	Statistical information on voluntary activities is not collected in a systematic. Other studies have shown that in 2005, 17% of the

	Number of volunteers	% adult population	Year	Data coverage	Type of volunteering	Method / source	Other information
							population participated in NGO activities, but only 3% actively participated whilst the remaining 14% were supporting NGOs financially (Civil Society Institute survey). A survey undertaken in 2002 (NISC 2002) reported that amongst 500 respondents, 3.2% (or their family member or an acquaintance) participated in voluntary activities per year.
Luxembourg	107,000*	30%	2001	Population aged 15/16+	Formal	Lejealle B., Le travail bénévole au Luxembourg en 2001, CEPS/INSTEAD, 2001	The study analysed adult population alone.
Malta	41,000*	12%	2008	Population aged 15+	n.a.	Based on estimates by key stakeholders in the country.	Other estimates and statistics range from a total of 5,674 volunteers to 33,000 and 54,000 volunteers.
Netherlands	5,300,000	42%	2008	n.a.	n.a.	Based on information from the Central Bureau for Statistics (CBS) POLS survey (Periodic Life Situation Statistics Survey) and the Social and Cultural Institute (SCP – Social Cultureel Planbureau) TBO survey (Time use).	
Poland	4,200,000*	13.2%	2007	Population aged 15+	n.a.	Leś, E., Nałęcz, S., Wygnański, J. (2001) Defining the Nonprofit Sector: Poland. Working Papers of the Johns Hopkins Comparative Nonprofit Sector Project, no. 36. Baltimore: The Johns Hopkins Centre for Civil Society Studies.	
Portugal	1,100,000*	12.3%	2001	Population aged 15+	n.a.	European Volunteer Centre (2005) *Voluntary action in Portugal*; facts and figures.	
Romania	2,000,000 900,000	5.8% 12.8%	2007 2008	Adult population Adult population	n.a. n.a.	Barometer of Public Opinion, CFDSC 2008 European Values Study	
Slovakia	699,000	13%	2004	Total population	n.a.	Brozmanová Gregorová, A., Mráčková A. « 10 rokov dobrovoľníctva na slovensku ». C.A.R.D.O. / dobrovolnictvo.sk, Slovakia, 2008.	The figure quoted for 2003 is significantly higher at 39% (2,098,000).
Slovenia	280,000 – 350,000	16.4% – 20.5%*	2005	Population aged 15+	n.a.	Information provided by the Ministry of Public Administration in June 2009. Information based on research carried out by University of Ljubljana in 2006.	A recent survey undertaken by Slovenska Filantropija on voluntary organisations in the private and public sector in 2008 indicates a smaller number of volunteers in Slovenia. The study found a total of 182,128 of

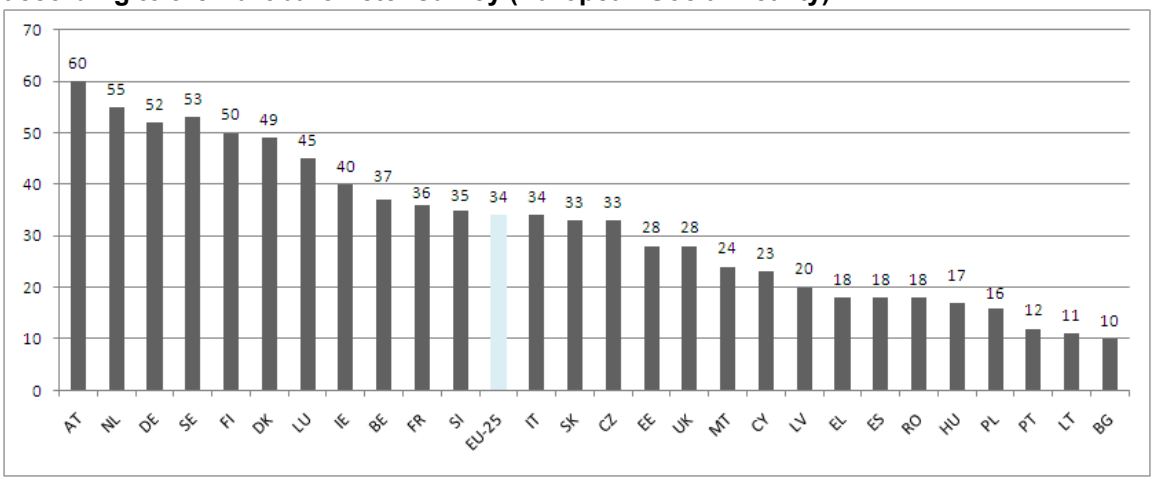
	Number of volunteers	% adult population	Year	Data coverage	Type of volunteering	Method / source	Other information
							volunteers in 3,226 associations and 897 volunteers in a sample of 39 public institutions.
Spain	5,000,000	12%-13%*	2008	Population aged 15+	n.a.	Information provided by the Ministry of Health and Social Policy, Spain, in 2009.	
Sweden	3,000,000	48%	2009	Population aged16-74	n.a.	The results are based on a survey conducted by Statistics Sweden and based on a random sample of 2,000 Swedish citizens. The survey was carried out by telephone and generally achieves a response rate of 70%. The results published in a study Svedberg, Jegermalm and von Essen, (2009), The 2009 national study of volunteering, informal help and care giving. Report to the central government.	
United Kingdom	England: 17,900,000	44%	2005	Adult population	Formal	England: 2005 DCLG Citizenship Survey	England: the statistics show that 68% of people (27.4 million) volunteer informally or formally in 2005.
	Wales: 1,640,000	69%	2004/ 2005	Population aged 16+	Formal	Wales: the 2005 Home Office Citizenship Survey (WCVA 2007).	
	Scotland: 1,300,000	31%	2007	n.a.	Formal and informal	Scotland: Scottish Household Survey 2008.	Scotland: The 2008 Third Sector in Wales Statistical Resource (Almanac Survey) states 46% of adults formally volunteered at least once a year.
	Northern Ireland: 282,000	21%	2007	n.a.	Formal	Northern Ireland: Volunteer Development Agency. Results published in a report (It's all about time). The results based on 1,020 face-to-face interviews with individuals from Northern Ireland and the responses from 745 (24.4%) organisations that involve volunteers.	Northern Ireland: 470,000 individuals (35%) of individuals volunteered either informally or formally in 2007.

*Note: These figures should be treated with caution due to differences in definitions, methodologies and survey samples. The figures marked with a * (star) sign are calculated on the basis of the percentage or a number of volunteers provided by the national study/survey and Eurostat population figures for the population aged 15+, although a small number of studies are based on volunteering figures for an age group 15-64/75. The following Eurostat population figures have been used: 2001 (LU, PT); 2002 (BG); 2004 (BE, DE, HU); 2005 (LT, SI); 2006 (AT, CZ, IT); 2007 (CZ, FR, HU, LV, PL); 2008 (CY, ES, MT); 2009 (EL). Some figures have been rounded for presentation purposes.*

The national studies, the European Values Study (1999/2000) and the Eurobarometer survey into volunteering (European Social Reality, 2006) have identified roughly the same countries in which participation in volunteering is widespread.

For example, according to the **Eurobarometer** survey (as shown by Figure 3.1 below), the percentage of citizens who declare that they actively participate in or do voluntary work for an organisation varied from 60% in Austria (with the highest level of participation) to 10% in Bulgaria (with the lowest) in 2006. Overall, it would appear that the countries with highest percentages of volunteers are Western European countries (and Slovenia) with well developed and established voluntary sectors.

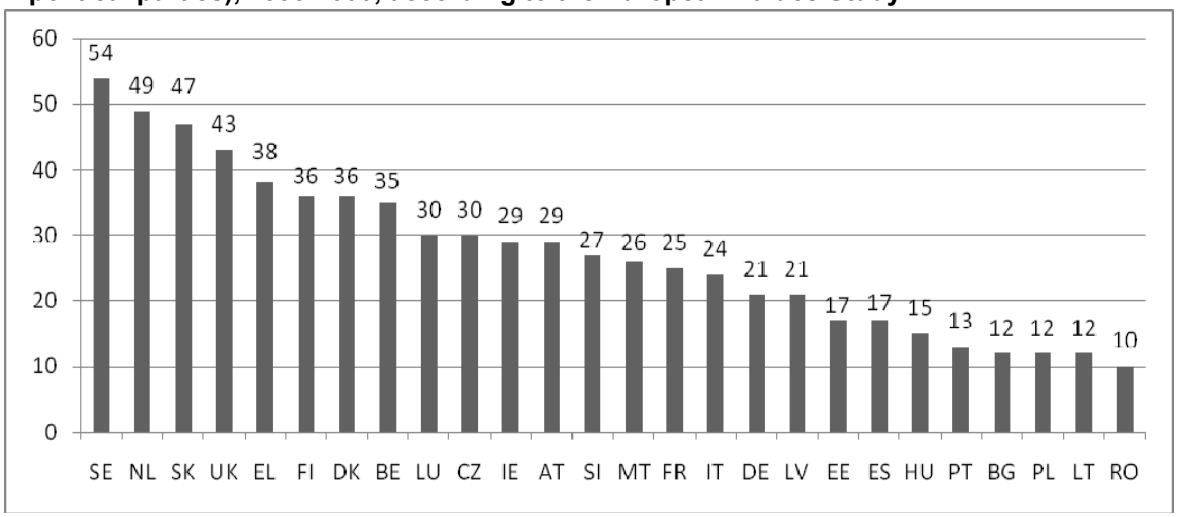
Figure 31 Extent of active participation or voluntary work in the EU, 2006, according to the Eurobarometer survey (European Social Reality)



Source: GHK Consulting on the basis of Eurobarometer survey data, 2009

The findings of the 1999/2000 **European Values Study** survey (published in 2001, see Figure 3.2) for 26 Member States, show the percentage of population who volunteer in at least one association (%), except for trade unions and political parties. According to the survey, adults in Belgium, Denmark, Finland, Greece, the Netherlands, Slovakia, Sweden and the UK are most actively engaged in volunteering in such associations.

Figure 3-2 Volunteering in at least one association (except for trade unions and political parties), 1999/2000, according to the European Values Study



Source: European Values Study, 1999/2000, as reported by Bogdan & Mălina Voicu in 2003.

When the national surveys are compared with the two European studies, the findings suggest that (see Table 3.3 below):

- Sweden and the Netherlands are the only countries, which feature very high level of volunteering in national studies, as well as in the Eurobarometer and European Values Study.
- Other countries, which have consistently been identified as having either high or very high levels of participation in volunteering are Denmark, Finland and Luxembourg.
- Other countries with relatively high levels of volunteering are Austria, the UK and Slovakia.
- In contrast, countries, which have consistently been identified by national reports and the Eurobarometer and European Value surveys as having low or relatively low levels of participation in volunteering, are Bulgaria, Lithuania, Poland, Portugal, Romania and Spain.

Table 3-3 Level of volunteering across EU member states

Trend	National studies*	Eurobarometer (2006)	European Values Study (1999/2000)
Very high (>40%)	Austria, Netherlands, Sweden, United Kingdom	Austria, Denmark, Finland, Germany, Ireland, Luxembourg, the Netherlands, Sweden	The Netherlands, Slovakia, Sweden, United Kingdom**
High (30%-39%)	Denmark, Finland, Germany, Luxembourg	Belgium, Czech Republic, France, Italy, Slovakia, Slovenia	Belgium, Czech Republic, Denmark, Finland, Greece, Luxembourg,
Medium (20%-29%)	Estonia, France, Latvia,	Cyprus, Estonia, Malta, Latvia, United Kingdom	Austria, France, Germany, Ireland, Italy, Latvia, Malta, Slovenia

Relatively low (10%-19%)	Belgium, Cyprus, Czech Republic, Ireland, Malta, Poland, Portugal, Slovakia, Romania, Slovenia, Spain	Bulgaria, Greece, Hungary, Lithuania, Poland, Portugal, Romania, Spain	Estonia, Hungary, Lithuania, Poland, Portugal, Romania, Spain
Low (< 10%)	Bulgaria, Greece, Italy, Lithuania		

* Hungary excluded as the statistics range from 5.5% (formal volunteering) to 40% (formal and informal volunteering in all settings).
**United Kingdom excluding Northern Ireland

Trend in the number of volunteers

Trends in the level of volunteering over the past decade vary between Member States, dependent on individual country context and situation. Overall however, there has been a **general upward trend** in the number of volunteers active in the EU in the last ten years (see Table 3.4). Ten countries have seen an increase in the number of volunteers over the past decade: Austria, Belgium, Czech Republic, Denmark, France, Greece, Italy, Luxembourg, Poland and Spain. A further six countries have seen modest increases in the number of volunteers: Estonia, Finland, Germany, Hungary, Romania and Slovenia. Several countries (seven) have reported that the number of volunteers has remained stable or has fluctuated mildly: Bulgaria, Ireland, Latvia, Lithuania, Malta, Netherlands and Sweden. Only Slovakia reported a decreasing trend over the past decade. In three countries information on the trends in the number of volunteers was either unclear or unavailable.

Table 3-4 Trends in the number of volunteers in European countries over the past decade

Trend	Trend over the past decade (prior to the economic crisis)
Increase	Austria, Belgium, Czech Republic, Denmark, France, Greece, Italy, Luxembourg, Poland, Spain
Modest increases	Estonia, Finland, Germany, Hungary, Romania, Slovenia
Stable / fluctuation	Bulgaria, Ireland, Latvia, Lithuania, Malta, Netherlands, Sweden
Decline	Slovakia
Unclear / No information	Cyprus, Portugal, United Kingdom

Source: Based on information from national reports.

Many different reasons have been cited by key stakeholders to explain their national trend in the number of volunteers. Several countries, such as the Czech Republic, Denmark and Spain have noted that an increased awareness of social and environmental concerns among the general public has led to an **increasing** number of individuals choosing to volunteer to make a difference. For example, in the Czech Republic people are becoming increasingly concerned about their environment, society and communities, rather than about potential financial reward, which was a more common preoccupation in the past. In Denmark, there has been a heightened sense of civic engagement and civic obligation among the population, which has in part been

fostered by increased media and political focus on volunteering. It has been reported that in Spain people are becoming more socially conscious, motivating them to participate in voluntary activities.

In a number of countries recent civic initiatives have promoted volunteering and have increased the number of individuals taking part in collective voluntary projects and events. For example in Estonia, the 2008 'Let's do it!' initiative brought together over 50,000 Estonians on a voluntary basis to clean up over 10,000 tons of illegal waste, which have been dumped across the country-side. The success of this initiative has led to other similar volunteering campaigns and has been seen as a key milestone in the Estonian volunteering agenda.

Some countries have pointed to the increased need for volunteers and voluntary labour by public sector and voluntary organisations. In Denmark, an increasing number of public sector organisations are requiring voluntary contributions to support their activities – for example, committees in nurseries, schools and within care for the elderly. This kind of voluntary work is no longer simply brought about spontaneously but is defined in law as a legal requirement for some public sector organisations, although the volunteers are not subject to any compulsion. Moreover, the growing number of voluntary organisations active in Denmark has led to an increase in the amount of voluntary work needing to be done and has therefore required more people to get involved. Likewise in France, an increasing number of voluntary organisations are being created every year, which attract new volunteers (*bénévoles*) without affecting the share of volunteers that are already engaged with existing organisations.

Certain countries such as, Belgium, Denmark, Germany and Spain, have recorded an increased involvement of older people in volunteering. For example, a recent Danish study highlighted that the elderly are healthier and more active now than in the past, which might explain the increase in volunteering among this age group. In Germany, the involvement of people aged over 50 years has increased significantly between 1985 and 2005; from 19% to 30%. In Spain, longer life expectancy and the emphasis on active ageing have meant that older people (who are still relatively young) have free-time to spare (for example in retirement) and have a high level of skills, which can be transferred to voluntary activities.

In some countries there has been a gradual change in public perception of volunteering. For example, in Poland the main reason for the increase in voluntary engagement has been the positive change that has taken place in the way that Polish citizens perceive voluntary activities. People are more aware of volunteering and no longer consider it as compulsory work of a collective nature. Moreover, 41% of young people under 25 (the age group most engaged in volunteering) were not in paid employment. As such, it is possible that volunteering is beginning to be seen by some young people as a valuable opportunity to gain professional experience in the social or non-profit sector.

Decreases and lack of progress in the number of volunteers is often caused by a variety of interconnected reasons. In Slovakia, the only country to report a decrease in the number of volunteers, stakeholders have indicated that the downward trend is the result of the lack of financial investment and support on the part of the national government to the third sector. Evidence from several reports suggests that the third sector as a whole has received little attention from the Slovakian state.

In Bulgaria the trend in the number of volunteers has remained relatively **stable**. Some positive fluctuations have been attributed to the growing popularity of voluntary organisations or the causes to which they are dedicated, the improved capacities of

these organisations allowing them to offer new knowledge and training to volunteers, and positive changes in the civil engagement of people. In contrast, modest downward fluctuations have been seen to be the result of difficult economic conditions in the country, the lack of adequate stimulation of volunteering, growing civil apathy, and the lack of adequate social appraisal of volunteering.

In Lithuania, limited changes in the number of volunteers active in the country has been linked to the negative perceptions of voluntary activities amongst older people due to the Soviet legacy and the lack of positive experiences of volunteering afterwards, economic hardships faced by different groups in society, long working hours and family responsibilities.

In the Netherlands, the level of volunteering has remained pretty stable with evidence suggesting that people are more likely to make donations to voluntary and charitable organisations than to engage in long-term voluntary activities and responsibilities. Time-intensive forms of engagement are giving way to more capital-intensive forms – for example, individuals who are unable to volunteer due to time constraints are often able to donate money to the organisation or cause.

In Latvia, stakeholders have noted that the disappearance of the Latvian Volunteer Centre in 2005 and the current lack of a state national body to represent volunteering have contributed to a lack of overall promotion and visibility of volunteering in the country. It has also become increasingly difficult to attract and engage volunteers since the start of the economic crisis in 2007.

In fact, the **current economic crisis** has had an important impact on volunteering in a number of countries. In some countries, such as Ireland and the Netherlands, it has represented an opportunity and has led to increased number of individuals participating in voluntary activities. According to Volunteer Centre Ireland (VCI), the recession has led to a dramatic rise in the number of people registering for voluntary work and many local volunteer centres report there has been a significant increase in the number of people registering across the whole of 2009 which, compared to 2008, amounts to almost 80% increase. In fact, many months experienced an increase of more than 100% compared to last year (some months as high as 120%). In the Netherlands, a survey conducted by Movisie of 220 voluntary centres found that, six months ago a quarter of voluntary centres felt a clear increase of the demand; today the figure stands at 44%.

In some other countries, including Italy and a number of Eastern European countries such as Estonia, Latvia, Lithuania and Poland, the crisis represents an important challenge for the voluntary sector. In Poland for example, a significant drop in the number of volunteers at the end of 2008 triggered a debate on the ‘serious crisis’ within social activity in Poland.

Views about the future of volunteering reflect different possible scenarios. For example, in Belgium, the number of volunteers is expected to increase over coming years. In contrast, in Italy there are concerns over the future of volunteering due to the ageing population and the limited number of young people willing and able to volunteer.

In terms of general future trends in volunteering, a report on volunteering policies and partnerships in the EU by van Hal et al (2004)[73] suggests that, the character of voluntary assignments appears to be changing; volunteers are now much more likely to undertake shorter and more project-based activities. Indeed, representatives from civil society organisations in the Netherlands have the impression that the emphasis of voluntary work is shifting more towards short-term projects with well-defined tasks and objectives.

Gender

The gender balance of volunteers varies considerably across European countries (see Table 3.5). In general however, most countries tend to have either a greater number of male volunteers than female (11 countries) or an equal participation between men and women (nine countries). There are a greater number of female volunteers than male in five EU countries. A further three countries were not able to provide comparable data on the gender balance of volunteers.

There do not appear to be any geographic tendencies as to whether a country is more likely to be dominated by volunteers of a specific gender. For example, countries with a greater number of male volunteers than female volunteers include northern, southern, western and eastern European Member States.

Table 3-5 Trends in the gender balance of volunteers in European countries

Trend	Countries
Greater number of female volunteers	Bulgaria, Czech Republic, Malta, Slovakia, United Kingdom (England, Northern Ireland and Scotland)
Greater number of male volunteers	Austria, Belgium, Denmark, France, Germany, Hungary, Italy, Luxembourg, Portugal, Slovenia, Sweden
Equal participation between men and women	Cyprus, Estonia, Finland, Ireland, Lithuania, Netherlands, Poland, Romania
No or contradictory information	Greece, Latvia, Spain

Source: Based on information from national reports on volunteering.

In many countries the **dominance of male volunteers** can be explained by the fact the sport sector attracts the highest number of volunteers and more men than women tend to volunteer in sport. For example, in Denmark there are important statistical variances between the participation of men and women in different areas of the voluntary sector. Men are considerably more involved in sport clubs and local community activities compared to women. At the same time women are significantly more involved in health and social service related work than men. Likewise in Finland, 19% of adult men volunteer in sport in comparison to 13% of women. In the Netherlands, men are most frequently active in sport clubs, churches and mosques, while women tend to opt for voluntary work in schools or in welfare services. Men also dominate sectors such as volunteering in rescue services, for example, in Estonia, Finland and the Netherlands.

[73] van Hal, T., Meijs, L. & Steenbergen, M,. (2004) Volunteering and participation on the agenda: Survey in volunteering policies and partnerships in the EU.

Other reasons behind a male dominated voluntary sector vary between countries. For example, a survey carried out in Hungary found than more men (43%) than women (37%) take part in voluntary activities because women are responsible for a larger share of the housework (including looking after the family), which limits their time availability. In Belgium, women tend to dedicate their time to activities, which target their family, friends or neighbourhood (which are often considered to be informal volunteering) or tend to engage in the associative sector in domains such as social action and healthcare. Men are more engaged in organisations active within the sport sector.

In addition, there is a pronounced gender discrepancy among voluntary leaders. The tendency for voluntary leaders to be male can be seen in countries such as Belgium, France, Germany and Hungary. For example, in France only 31% of voluntary Presidents of voluntary organisations are female. This distribution is also markedly differentiated across sectors: in the care and humanitarian sector 47% of Presidents are female, in contrast to 17% in the sport sector.

Several countries have recorded that age has an effect on the gender balance of volunteers. In Denmark, there are less gender differences among young volunteers. The difference in the volunteering rate between men and women is particularly significant for individual's aged between 45 and 75 years. Among younger age groups there is no significant difference between the genders, with the share of female volunteers being even slightly higher among 16-25 year olds. In Bulgaria, gender differences disappear with age. Female volunteers dominate across all age groups except for people above 60 years old where the proportion of female and male volunteers is equal.

With regards to countries with **equal participation**, as Table 3.5 showed, a considerable number of countries have reported that there are no real differences between the number of male volunteers and the number of female volunteers. These countries include Cyprus, Estonia, Finland, Ireland, Italy, Lithuania, Netherlands, Poland and Romania. However, in Cyprus there are marginally more female volunteers than male, whereas in Estonia, Finland and Poland there are slightly higher numbers of male volunteers.

Although fewer countries have reported that there are greater numbers of female volunteers than male, in some countries **women form the clear majority**. For example in Bulgaria 69% of all volunteers are women; likewise in Malta the figure stands at 62%. Female volunteers tend to dominate the social and health sectors.

Age

The majority of European countries[74] tend to fall into three broad categories in relation to the age of volunteers (see Table 3.6 below):

- Those with the highest level of volunteering found amongst young people and young adults (15 to 30 years);
- Those where adults aged 30 to 50 years are the most active; and
- Countries where volunteering is relatively high among most age groups.

[74] No information was obtained for Greece, Luxembourg and Malta.

Many countries have also reported increases in the number of older volunteers.

Table 3-6 Trends in the age of volunteers across European countries

Trend	Countries
Young people and young adults most active in volunteering (15 - 30 years)	Bulgaria, Czech Republic, Latvia, Lithuania, Poland, Romania, Slovakia, Slovenia, Spain
Adults most active (30 – 50 years)	Belgium, Cyprus, Denmark, Estonia, Finland, Hungary, Portugal, Sweden
Relatively high levels of volunteering across all age groups	Austria, France, Germany, Ireland, Italy, the Netherlands, the UK
Increasing participation of older people	Austria, Belgium, Finland, France, Romania, Slovenia, Spain, Sweden

Source: Based on information from national reports on volunteering.

In a number of EU countries the highest levels of volunteering are detected among 'prime-age' **adults aged 30 to 50 years**. There does not appear to be any trend in terms of the geographic location of countries reporting this tendency. Instead countries are evenly spread across the EU and include Belgium, Cyprus, Denmark, Estonia, Finland, Hungary, Portugal and Sweden. In Cyprus for example, half of all volunteers fall into the age bracket 35 to 54 years.

Several countries, such as Austria, France, Germany, Ireland, Italy, the Netherlands and the UK, have stated that there are **no significant differences** between the different age groups in terms of participation in volunteering. However, certain countries in this group have noticed that adults aged 30 to 50 years are slightly more active than other age groups.

In a considerable number of countries **young people and young adults** have the highest level of volunteering. This trend is particularly common in Eastern European countries (such as, Bulgaria, Czech Republic, Latvia, Lithuania, Poland, Romania, Slovakia and Slovenia), as well as in Spain.

For example, in the Czech Republic, voluntary sector actors have stated that up to 75% of volunteers are aged under 34 years. In Spain, anecdotal evidence suggests that young people want to gain voluntary work experience in order to improve their CV. This may explain in part the fact that young people are the most active in volunteering in the country. In Slovakia, 70% of all volunteers are young people aged below 30 years; the remaining 30% is made up of older volunteers. Likewise, in Slovenia the most active group of the population in volunteering are young people and young adults under the age of 30.

In Poland, research has confirmed that the age group with the highest level of participation in volunteering are young people aged below 25 years. The share of young volunteers tripled between 2001 and 2005. It is important to note however, that the differentiation between age groups is slowly changing and more people aged between 36 and 45 years are showing high levels of voluntary activity. In fact, in very recent times, the lowest level of volunteering have been seen among 26 to 35 year olds, which may relate to the lack of a stable personal and professional situation after people have finished university making it difficult for them to engage in activities which

outside of the professional domain. High levels of economic migration among young people in Poland over the past few years is also likely to have influenced the number of young people taking part in voluntary activities.

At the same time, in some EU Member States **young people are the least active group** in terms of participation in volunteering. For example in Cyprus, young people are the least active group. In the Netherlands, there was a decrease in the number of volunteers aged 18 to 24 years over the period 2000 – 2008; the level of volunteering declined from 48% in 2000, to 34% in 2002 and 42% in 2008. The decline had been attributed to the fact that as the share of young people working in paid jobs increased, their time devoted to voluntary work decreased, as well as to the unpopular image of volunteering among youth. In recent years however, there has been a revival in the number of young volunteers, which was mostly attributed to two factors. First, companies have increasingly encouraged their employees (including young people) to take part in volunteering as part of the drive toward corporate social responsibility (CSR). Second, social traineeships are now a compulsory element of secondary education and which require young people to undertake some voluntary work as part of the school curriculum.

In other countries, the effect of age on the likelihood of an individual to volunteer depends on the field of activity. For example, in Denmark young people and adults aged 30 to 49 years are more likely to be involved in voluntary activities in the education and leisure sector than older age groups. In Germany, young people generally volunteer for short-term assignments, project-based activities and in non-formal organisations.

In a substantial number of countries **the number of older people volunteering is increasing**. This is the case in countries such as Austria, Belgium, Finland, France, Romania, Slovenia, Spain and Sweden. In Sweden for example, the number of older individuals who volunteer has grown over time, especially among women. This is due to the fact that old people now make up the largest share of the Swedish population, as well as the fact that older people now enjoy better health and are more active. In France, the system of early retirement pension entitlements (*pré-retraite*) is generally considered to have had a positive effect on the participation of older people in voluntary activities – currently, 19% of 70-79 year olds in France volunteer and 7% of over 80 year olds. In Romania, stakeholders have noticed a new trend of increased volunteering among older members of the population aged 60 to 69 years, especially through the church.

In countries such as the Netherlands and Austria, older people are already very active in volunteering. For example, in the Netherlands, 41% of 65 to 74 year olds volunteer and nearly every fifth (24%) elderly person aged 75+ is involved in volunteering. In Austria, a quarter of 70 year olds are engaged in volunteering.

Despite an upward trend in many countries, in countries such as Belgium and the Czech Republic, volunteering remains marginal among older members of the population.

Geographical spread of volunteering

There appears to be a tendency toward greater levels of volunteering in rural areas and smaller towns, cities and villages than in larger metropolitan areas. This is the case in old Member States such as Austria, Denmark, Estonia, Finland, France, the Netherlands and Sweden.

In contrast, higher levels of volunteering can be found in urban areas and in big cities than in rural areas in five EU countries. As Table 3.7 highlights, many of the countries, which fall into this category are located in Eastern Europe.

Some other countries have either an uneven distribution of volunteering across or no discernable differences between urban and rural areas. No comparable information was obtained for Latvia, Luxembourg, Malta, Portugal or Slovenia.

Table 3-7 Geographical trends in volunteering in European countries

Trend	Countries
Greater level of volunteering in rural areas (including smaller cities, towns and villages)	Austria, Denmark, Estonia, Finland, France, the Netherlands, Sweden
Greater level of volunteering in urban areas / big cities	Greece, Hungary, Lithuania, Poland, Slovakia
No difference / uneven distribution	Cyprus, Czech Republic, Romania
Opposing views held by different stakeholders	Bulgaria

Source: Based on information from national reports on volunteering.

A number of countries have also reported difference between different regions or between different geographic locations within the country (for example, between North and South or East and West). Discernable regional trends can be seen, for example, in Austria, Belgium, Estonia, Finland, Germany, Greece, Ireland, Italy, Poland, Slovenia, Spain and the UK. As an example, in Belgium the average number of hours dedicated to volunteering, are generally higher in Wallonia than in Flanders. In Finland, the highest levels of volunteering are recorded in the west of Finland and the lowest in the south of Finland. The regions of England with the highest proportion of volunteers were the West Midlands at 67% followed by the South West at 64% and the lowest being Yorkshire and Humberside at 50% and the North East at 41%. In Slovenia, a higher concentration of volunteers can be found in cities/towns with a large community of students.

Education levels

An analysis of the national surveys highlights a clear trend between the level of volunteering among the population and an individual volunteer's highest attained level of education:

- The national reports of 20 EU countries have illustrated that there is a positive correlation between education levels and the tendency to volunteer (see Table 3.8 – in short, the better educated people are, the more likely they are to volunteer. This is in line with the findings of several international studies that

have shown that volunteers tend to come from better educated segments of the population.

- Italy is the only country where most volunteers hold fairly low level qualifications. Figures from 2003 show that 43% of volunteers surveyed had either no formal education or had only completed compulsory or lower secondary education. A further 44% of volunteers surveyed had an upper secondary school qualification, and only 13% (every eighth volunteer) had a university degree.
- No comparable information was obtained for seven countries: Cyprus, Greece, Latvia, Malta, Portugal, and Slovakia.

Another discernable trend is that in certain countries there appears to be variances between specific sectors and the level of volunteering/likelihood to volunteer. For example, in Denmark there is a statistically significant correlation between education level and volunteering within all areas of the voluntary sector, except for in health and social services where the difference is negligible. For instance, 9% of volunteers with a long non-vocational education (typically university level education) carried out voluntary activities/work in the areas of politics and education. In contrast, only 2% of volunteers with no education were active in the field of politics and only 1% in education. In comparison, in the health and social services sectors the difference between the two groups was marginal – 7% of volunteers with a long non-vocational education and 6% of those without an education.

Table 3-8 Trends in volunteer's levels of education and likelihood to volunteer in different European countries

Trend	Countries
Clear correlation between level of volunteering and educational attainment	Austria, Belgium, Bulgaria, Czech Republic, Denmark, Estonia, Finland, France, Germany, Hungary, Ireland, Lithuania, Luxembourg, Netherlands, Poland, Romania, Slovenia, Spain, Sweden, United Kingdom
No clear correlation	Italy
No comparable information	Cyprus, Greece, Latvia, Malta, Portugal, Slovakia

Source: Based on an analysis of national surveys on volunteering and interviews with national stakeholders. See national reports for further information.

To illustrate the above mentioned trends in greater detail, the following Table (3.9) provides some examples of the distribution of levels of education across volunteers in different EU member states. For example, in France, according to a 2002 INSEE survey, volunteers (*bénévoles*) tend to be qualified individuals: 40% have a diploma (equivalent to a minimum an upper secondary qualification) in comparison with 30% of the adult population in general. Only 9% of volunteers (*bénévoles*) have no diploma (twice as less as found among the general population).

Likewise in Ireland, according to Volunteering Ireland (2002), individuals with a Third Level Qualification are more than twice as likely to volunteer as those with Primary Certificates (49% compared with 23%). Statistics also show that the proportion of volunteers with the lowest level of education has dropped significantly in the last decade. Research results from Estonia indicate that 85% of volunteers are relatively highly educated (hold at least upper secondary qualification).

In Sweden, research carried out in 2007 showed that the level of the individual's education is one of the primary decisive factors affecting voluntary activities. A lower level of education correlates with inactivity in voluntary sector organisations and it is primarily those with a higher level of education who are active. However, this applies mainly to women – only 30 % of women with only primary education are volunteers, compared to 60% of women with university degrees.

However, when grouped together, individuals with low levels of education often do form an important proportion of volunteers within countries – for example, in Germany volunteers with low levels of education account for 22% of volunteers. In Romania, when taken together, volunteers with no or little education, primary education and lower secondary education account for 28% of volunteers.

Table 3-9 Examples of volunteer's levels of education in different European countries

Percentage of individuals engaged in volunteering according to the highest education level attained		
Austria	**Denmark**	**Germany**
Non-university HE: 45% University degree: 37% Vocational HE: 34% Vocational school: 28% General upper secondary: 28% Vocational upper secondary:23% Compulsory education: 19% *Source: BMSK, 2006*	Students: 34% No education: 25% Vocational education: 36% Short non-vocational education: 36% Medium length non-vocational educatio 42% Long non-vocational education (e. university): 45% *Source: Boje, Fridberg & Ibsen, eds., 2006: 58*	High level education*: 43% Medium level education: 32% Low level education: 22% *Source: Federal Ministry for Family, the Elderly, Women and Youth (2006): Freiwilliges Engagement in Deutschland 1999–2004, p. 224*
Percentage of individuals engaged in volunteering according to the highest education level attained		
Bulgaria	**Estonia**	**Romania**
University degree: 56% Lower level degree or still a student: 12% Upper secondary: 27% Lower secondary education or less: 4% *Source: Study on the voluntary sector in Bulgaria, 2002*	Higher education: 24% Upper secondary: 61% Low level or no education:15% *Source: Survey carried out by TNS Emor and Praxis*	Tertiary: 17% Post secondary: 12% Upper secondary: 27% Lower secondary: 9% Primary education:12% Low level or no education: 7% *Source: Adapted from 2008 European Values Survey (Institute for the Research of Life Quality, 2009).*

Source: Based on information from national reports on volunteering compiled as part of this study. See national reports for further information.
Note: Some figures have been rounded and so may not add up to 100%.
** In relation to the presentation of the different education levels, it must be highlighted that 'high education level' is not the same as 'higher education'; the categorisation does not involve any university studies, but only up to finalisation of secondary education. Hence, the figures need to be considered with caution.*

Profile of volunteers by employment status

The trends in the employment status of volunteers appear to vary across Europe. However, EU countries tend to fall into one of three categories (see Table 3.10):

- Countries where employed individuals are the most active (the largest category);
- Those where students and pupils are the most active (the second largest category); and

- Countries where unemployed individuals or other non-working members of the population are more active than employed individuals in volunteering (smallest category).

No comparable information was available for Bulgaria, Greece, Latvia, Luxembourg, Malta and Portugal.

Table 3-10 Trend in the employment status of volunteers in different European countries

Trend	Countries
Employed individuals most active volunteers	(Austria), Cyprus, Denmark, Estonia, Finland, France, Germany, Ireland, Italy, Romania, Slovakia, Sweden, United Kingdom
Students/pupils the most active group	Austria, Czech Republic, Poland, Slovenia, Spain
Unemployed or other non-working population more active than employed	Belgium, Hungary, the Netherlands
No information	Bulgaria, Greece, Latvia, Luxembourg, Malta, Portugal

Source: Based on information from national reports on volunteering. See national reports for further information.

As stated, in the majority of EU countries **employed individuals are the most active volunteers**. For example, there is a strong and positive correlation between employment and propensity to volunteer in Denmark. Around 28% of individuals who do not work carry out unpaid voluntary work, in comparison to 37% of individuals who work between 1-40 hours a week and 48% of those who work 40 hours or more a week. However, volunteers who are employed in addition to participating in volunteering spend fewer hours on volunteering per month than volunteers who do not work. In Romania, there is also a strong tendency for volunteer to be employed; only 8% of the volunteers who perform unpaid work on a regular basis are unemployed. Likewise in Italy, over half of volunteers are employed (52%), followed by retired people (29%) and other categories (18%) (this includes students, housewives and unemployed individuals).

In contrast, three national surveys have indicated that **unemployed individuals or other non-working members of the population** are more active than employed individuals in volunteering. These countries include in Belgium, Hungary and the Netherlands. In Hungary, individuals actively seeking employment (active jobseekers), housewives and students are much more active in volunteering than other groups. Around 47% of active jobseekers surveyed in 2005 were involved in voluntary activities; the figures for students and housewives both stood at 44%. The higher levels of involvement among these three groups is likely to be due to the fact that they are likely to have more free-time available than other categories (i.e. employed individuals). In the Netherlands, individuals who do not work are more likely to carry out voluntary activities; 48% of the unemployed, 49% of retired individuals, 55% of those at home and caring for children and 57% of individuals still following education are active in volunteering. This is in comparison with 43% of employed individuals. In Belgium a study carried out in 2004 across the whole country indicated that, unemployed individuals engage more often in volunteering activities than part-time or full-time employees.

At the same time, in countries such as Finland and Germany, unemployed individuals are the least active in volunteering. In the case of Germany, the low levels of volunteering among unemployed individuals is not surprising given that a recent report by the Federal Ministry for Family, the Elderly, Women and Youth highlighted that 23% of all volunteering activity undertaken in the country is in some way related to the volunteers' present work or, in the case of retired individuals, their former employment.

Students and pupils are the most active group in countries such as Austria, Czech Republic, Poland, Slovenia and Spain[75]. For example, in the Czech Republic, students would account for 70% of volunteers, followed by employed individuals (20%). Similarly, in Spain students form the largest group of volunteers (34%), followed by employed individuals (31%) and retired citizens (12%). In Austria, military and civil conscripts (i.e. those completing their voluntary social year), students and pupils and employed individuals are the most likely groups to volunteer; 58%, 50% and 49% surveyed individuals in these categories are engaged in voluntary activities, respectively.

These trends go hand-in-hand in the Czech Republic, Poland and Spain with the trends outlined above on the dominant age groups in volunteering; young people and young adults (15 to 30 years) are also the age group most active in volunteering in the countries. This trend also ties with the 2003 Eurobarometer survey[76] of public opinions in the then candidate states, which found that students were most likely to volunteer (48%) over other age groups.

In some countries high levels of volunteering among students and pupils can be explained by the fact that volunteering is part of the national curriculum. For example, in Spain, in a small number of schools, pupils can carry out voluntary activities for one hour per week as part of their religious education classes, rather than traditional lessons. In the Netherlands, social traineeships are now compulsory in secondary education and require young people to carry out voluntary work as part of the school curriculum.

In other countries, the research suggests students would like to take part in volunteering but are hindered by different barriers. In France for example, a significant proportion of students (70%) have stated that they would like to carry out some form of social engagement; however, the actual figure of students who volunteer is much lower, in part due to a strong cultural tradition that favours concentration on academic achievement.

Studies undertaken in different European countries have identified a number of other relevant, and sometimes contradictory, trends in the employment status of volunteers, which affect volunteering. These include the following findings:

- In Cyprus, a survey conducted in 2008 found that individuals employed in the public sector are more likely to volunteer than employees in the private sector. In contrast, in Romania the situation is reversed with volunteers more likely to be employed in the private sector.

[75] Information for the Czech Republic and Slovenia is based on estimates provided by stakeholders.

[76] European Commission (2004) EUROBAROMETER 2003.5, Public Opinion in the Candidate Countries.

- Other studies have shown that income is an important determinant as to whether an individual is able to volunteer or not. Studies from Estonia, Slovakia and Sweden, for example, have demonstrated that there is a link between the level of volunteering and family income - the higher the income the more likely an individual is to volunteer. For instance, in Sweden, employed individuals are more likely to volunteer than unemployed people and Swedish studies have shown again that people with higher income levels are more likely to carry out volunteering work. Moreover, studies have illustrated that there is a relationship between the level of income and the propensity to carry out voluntary activities for both men and women.
- In addition, Finnish and Swedish studies have noted that white collar workers tend to be more active than blue collar workers. In Sweden, studies have looked at the correlation between membership in different trade unions and volunteering and have found that trade union members are more likely to volunteer than non-members. Members of the LO (*Landsorganisationen i Sverige*, a predominantly blue-collar trade union) are less active in volunteering than members of the white-collar TCO (Swedish Confederation of Professional Employees)) or SACO (Central Organisation of the Workers of Sweden).

Volunteer involvement by sectors

Information on the sectors in which volunteers are most active has been obtained in 24 countries, although not all were able to provide quantitative data. These countries include: Austria, Belgium, Bulgaria, the Czech Republic, Denmark, Estonia, Finland, France, Germany, Hungary, Ireland, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden and the UK. No information was available for Cyprus, Greece and Italy.

The most commonly reported sectors in which volunteers are active are[77]:

- Sport and exercise;
- Social, welfare and health activities;
- Religious organisations;
- Culture;
- Recreation and leisure; and
- Education, training and research.

In a significant number of countries, most volunteers are active in the **sport and exercise sector**. This includes countries like, Austria, Belgium, the Czech Republic, Denmark, Finland, France, Germany, Hungary, Ireland, Latvia, Luxembourg, Malta, the Netherlands, Slovenia, Sweden and the UK. In some countries sport and exercise has been grouped with other activities, such as culture (i.e. in Belgium and in Spain) or recreation (i.e. in Germany). In Austria, the sport sector is the second most common

[77] It is important to note that it is difficult to provide precise information on the sectors in which volunteers are active, either because there is no precise national data available or because different countries have used different terminology for different sectors – for example, in some countries leisure and social activities have been grouped together, whereas in others they are seen as two distinct categories. In other countries culture, sport and leisure have been grouped together, while in others there are three separate categories for each field.

sector for formal volunteering - 16% of Austrians are involved in formal volunteering in the sector. In Ireland, the sport sector is the second largest sector as 180,465 volunteers are involved in sport organisations. This equates to 5.4% of the population. In France, nearly every third volunteer is active in the sport sector (29% of all volunteers) and in Sweden the sector is also the most popular sector for volunteering as nearly every fifth adult is engaged in voluntary activity in the field.

A considerable number of volunteers are active in activities for the **social, welfare and/or health sectors**. This is the case for example, in countries like Belgium, Bulgaria, Finland, France, Hungary, Ireland, Lithuania, Malta, the Netherlands, Portugal, Slovakia, Slovenia, Sweden and the UK. Again it is important to note that, in some countries the health sector is seen as separate from social and welfare activities, in others health and social activities have been grouped together (i.e. in Finland and Hungary), while in others it has been labelled as care activities (see for example, the Netherlands). In France, the social and health sector is the third most common area for voluntary activity; 13% of volunteers are active in this area. In Sweden, the welfare sector is the second most popular area in which individuals volunteer, although the popularity of the sector has gradually declined. Today 15% of Swedish adults volunteer in the sector. In Malta, social affairs are one of the most popular areas for voluntary activity. In Slovakia, social care sector is the second most common sector, followed by education and training.

Religious and church organisations have been recorded as another important domain in which individuals often volunteer. This is the case in countries like, Austria, the Czech Republic, Finland, Germany, Hungary, Ireland, Latvia, the Netherlands, Poland, Romania and the UK. There is also evidence to suggest that high participation levels in religious or church organisations are more common in countries with a strong religious tradition – for example in countries, where religious establishments (i.e. the church) are actively involved in the community. The participation of volunteers in this sector varies greatly between countries. For example, in Finland, 16% of individuals are active in religious associations or clubs. Similarly, in Germany, church and religious organisations are the third most common sector in which individuals volunteer. In contrast, in Ireland, 26% of all volunteers are involved in religious or church organisations (around 143,133 individuals and roughly 4.2% of the total population).

A large proportion of volunteers are involved in the **culture sector** – although it must be noted that in some countries culture is grouped with recreation (i.e. Portugal), while in others it has been grouped with education (i.e. Lithuania). Countries with a high proportion of volunteers in the culture sector include Austria, Finland, France, Germany, Hungary, Ireland, Latvia, Lithuania, Luxembourg, Portugal and Sweden. The sector can encompass a wide-range of different domains, such as art, music, literature, entertainment or other forms of media. For example, in France, 16% of volunteers are involved in voluntary activities in cultural organisations.

The **recreation and leisure sectors** are also popular areas in several countries in which volunteers are active. This includes: Denmark, France, Germany, Luxembourg, Malta and Slovakia.

A similar number of countries have identified **education, training and research** as one the main sectors for voluntary activity: Estonia, Germany, the Netherlands, Poland, Slovakia and the UK. Slovakia has one of the highest levels of participation of volunteers in the education and training sector; 39%. High participations rates are also

seen in countries like the UK (31%) and Estonia where nearly every fifth citizens has carried out voluntary work in this field. In contrast in Germany, schools are the second most popular area in which volunteers volunteer, as 7% of Germans are involved in voluntary activities in school and nursery schools, and the popularity of the sector has continued to increased among volunteers (one percentage point increase in the number of German adults volunteering in schools took place between 1999 and 2004).

These sectors are not the only sectors in which volunteers are active. Other popular sectors include charities, community activities, children and youth, emergency services and disaster relief, environment, animal protection, humanitarian pursuits and housing and development.

These findings are largely in line with the 2006 Eurobarometer survey on European Social Reality, which also provides details on the sectors of the main organisations in which volunteers are active. According to the survey:

- 13% of individuals carry out the voluntary activity in sport clubs and outdoor activity clubs;
- 8% in education, arts, music or cultural associations;
- 6% in religious or church associations; charity organisations and social aid organisations; and
- 4% trade unions.

There are clearly some similarities between the two lists, but also some important differences depending on the categories used by the studies (see Table 3.11).

Table 3-11 main sectors in which volunteers volunteer, according to national reports and the 2006 Eurobarometer survey

Main sectors reported by national reports	Main organisations volunteered in, as reported in Eurobarometer 2006 survey[78]
Sport and exercise	Sport club / outdoor activities club (13%)
Social / Welfare / Health	Education, arts, music or cultural associations (8%)
Religious organisations	Religious or church association (6%)
Culture	Charity organisations / social aid organisations (5%)
Recreation / leisure	Trade unions (4%)
Education / training / research	

3.1.4 Number and types of organisations engaging volunteers

There is no single or simple route in Europe to the identification of 'types' of voluntary organisations. In fact, the voluntary sector in Europe can best be described by its

[78] European Commission (February 2007) Eurobarometer: European Social Reality, November – December 2006 data series.

heterogeneity. Across the EU voluntary organisations include non-profit organisations, charities, associations, clubs, unions, public benefit organisations. The diversity of the sector is further illustrated by the fact that organisations clustered under one category can be very different in character. In fact, voluntary organisations include a great variety of organisational forms, ranging from village associations to singing clubs, amateur theatres, sport clubs, professional and business associations, trade unions and foundations. Milligan and Fyfe (2005) describe a spectrum of voluntary organisations that range from those that are grassroots, i.e., characterised by mutuality, solidarity, and empathy, to those that are corporatist, characterised by a professionalised workforce of paid staff, bureaucratisation, and pressures towards marketisation.

Definitions

As shown in Table 3.12 below, a selection of European countries have legal definitions in place for voluntary organisations. In some cases these definitions refer to non-profit organisations or associations.

All definitions tend refer to the non-profit nature of the organisations' activities, or the fact that these should be carried out for the public good. For instance, in Spain, voluntary organisations are defined as those which are non-profitable and carry out activities of 'general interest', including for example social services, civil rights, education, cultural, scientific, sport, health, development cooperation, environment, economy, research, and associations development.

The idea of common aims or activities is also stressed in some other national legal definitions. For example, in France, associations are defined as a *"convention according to which two or more individuals permanently put in a common knowledge or activity with another aim in mind than sharing profit"*.

Reference to the organisation members or volunteers is made in some legal definitions. In Belgium, voluntary organisations are defined as *"all de facto associations or legal persons without a profit nature, engaging volunteers. De facto associations are associations not having a legal status and being composed by two or more persons organising activities to attain an objective of non-profit nature"*. In Italy, the majority of a voluntary organisation's staff must be volunteers and there are specific criteria according to which paid staff can be taken on.

In some countries, the legal definition outlines criteria which must be met in order to achieve legal status as a voluntary or non-profit organisation. In Italy for example, the Framework law 266/91 on volunteering outlines six criteria which must be fulfilled for an organisation to be admitted in the Regional Voluntary Register.

In Hungary, the association law identifies the organisation types which fall under the category of non-profit organisations. This includes a number of different organisation types, such as foundations, public foundations, public law associations, public benefit companies, non-profit enterprises, voluntary mutual insurance funds and social organisations. However, there is also a statistical definition which uses criteria established in international practice, such as the prohibition of distributing profits and independence from the governmental sector.

In Poland too, the definition of NGOs is broad and includes associations and foundations, as well as all corporate and non-corporate entities not forming part of the public finances sector, not operating for profit, and formed against separate legal provisions.

There is no specific law defining voluntary organisations in Finland and Latvia, although both countries have a law defining associations (and foundations).

Table 3-12 Legal definitions of voluntary organisations

Country	Legal definition
Belgium	Law on Volunteering defines voluntary organisations
Bulgaria	Definition found in Law on Legal Entities with Non-profit Purposes
Czech Republic	2002 Act on Volunteering sets out a number of different definitions
Estonia	Definitions contained in Non-profit Associations Act and Foundations Act
Finland	Association Act defines associations (one of the main forms of voluntary organisations)
France	1901 Act on associations defines voluntary organisations
Hungary	Non-profit organisations are defined in the law on associations. There is also a more strict statistical definition.
Italy	Definition contained in Framework law 266/91 on volunteering
Latvia	Definition of associations and foundations found in Section 2 of the Associations and Foundations Law
Malta	Definition contained in the Voluntary Organisations Act
Poland	NGOs defined in 2003 Act on Public Benefit Activity and Volunteerism
Romania	Associations and foundations are defined in Government Ordinance no. 26/2000 regarding associations and foundations
Slovenia	Law on Associations defines associations.
Spain	National Law 6/1996 on volunteering, article 8.1, defines voluntary organisations

Sources: Based on information from national reports.

In those countries where no legal definition is in place, there are some other forms of recognising voluntary organisations. For example, in Cyprus, the Pancyprian Volunteerism Coordinative Council (PVCC) maintains a register of voluntary societies. In Luxembourg, a Charter on Volunteering defines how voluntary organisations should operate and the 1999 law on voluntary organisations (*organisations de volontariat*) defines the conditions required to qualify as such. In the Netherlands, although there is no official definition at national level, municipalities tend to set certain criteria, in particular relating to the involvement of paid workers in the organisation.

In Sweden, voluntary organisations are not defined by law but are referred to in the rules on taxation. Most literature on volunteering agrees that a voluntary organisation is defined as an organisation which has emerged from common values, ideas and interests. It is of public character and can be created and disbanded without any government intervention. The organisations are based on voluntary commitment and most often on a personal membership of some sorts, and do not aim for economic profit.

In the UK, there is no legal definition but the National Council for Voluntary Organisations (NCVO) defines a voluntary organisation as an independent, self-governing body of people who have joined together voluntarily to take action for the benefit of the community. According to the NCVO definition, a voluntary organisation may employ paid staff or volunteers, but must be established otherwise than for financial gain.

Portugal follows the wide-spread definition that a non-profit organisation is a private self-governed organisation, independent from the government, whose eventual profits are not shared between its members, but reinvested on the organisation itself. They are mainly focused in the conception, execution and support of social, cultural, environmental, civic and/or economical projects. In Greece, voluntary organisations are understood according to the international definition: non-profit NGOs, in which the voluntary spirit rules, denoting that a NGO operates mostly by volunteer, unpaid labour offer.

Number of voluntary organisations

The level of detail on the number and sector of voluntary organisations depends on whether a country has a registry of voluntary organisations and whether such organisations are either obliged or incentivised to register. Even in countries which have such registries, it is difficult to provide accurate data on the number of active voluntary organisations as in many cases the registries include both inactive and active organisations. For example, in France around 70,000 new associations are established every year; however, it has been estimated that the net growth only amounts to 35,000 new associations per year as considerable numbers of organisation cease their activities every year. In Slovenia, it is estimated that approximately a third of NGOs are actually inactive. Furthermore, some of the statistics include all non-governmental organisations while others include only those types of organisations that engage volunteers.

Table 3.13 below provides information on the number of voluntary organisations in the EU-27, and indicates (given the caveats in mind) the density of voluntary organisations in comparison to the total population in the country. It suggests that in relative terms the density of voluntary organisations is:

- High in Austria, Denmark, Estonia, Finland, France, the Netherlands and Sweden.
- Medium in Bulgaria, Cyprus, the Czech Republic, Germany, Hungary, Ireland, Lithuania, Poland, Slovakia, Slovenia, Spain and the UK.
- Low in Belgium, Greece, Italy and Malta.

No comparable information was available for Latvia, Luxembourg, Portugal and Romania.

Table 3-13 Density of voluntary organisations

Country	Number of voluntary of organisation	Year	Density of voluntary organisation *
Austria	111,282 associations	2007	High
Belgium	16,091 non-profit institutions (ISBL)	2001	Low

Bulgaria	22,366 registered non-profit organisations	2005	Medium
Cyprus	3,227 societies	2009	Medium
Czech Republic	66,206 civic associations	2009	Medium
Denmark	81,900 voluntary organisation	2004	High
Estonia	26,363 NGO's	2008	High
Finland	127,000 associations	2007	High
France	1,100,000 associations	n.a.	High
Germany	Over 515,000 non-profit organisations and foundations	2007	Medium
Greece	4,168 registered NGOs	2009	Low
Hungary	62,400 registered non-profit organisations	2007	Medium
Ireland	24,000 voluntary organisations	2006	Medium
Italy	35,200 voluntary organisations	2007	Low
Latvia	n.a.	n.a.	n.a.
Lithuania	20,822 NGOs	2007	Medium
Luxembourg	n.a.	n.a.	n.a.
Malta	300 registered in the Registry of Voluntary Organisations	2009	Low
Netherlands	250,000 registered voluntary organisations	n.a.	High
Poland	129,220 in REGON register	2007	Medium
Portugal	n.a.	n.a.	n.a.
Romania	n.a.	n.a.	n.a.
Slovakia	26,000 NGOs	2002	Medium
Slovenia	Around 20,000 third sector organisations	2006	Medium
Spain	Estimated 270,000 - 362,000	2002	Medium
Sweden	Estimated 180,000 organisations that engage volunteers	n.a.	High
United Kingdom	170,905 voluntary sector organisations	2009	Medium

Sources: Based on information from national reports. It must be reiterated that there is no uniform system to define voluntary organisations, hence some numbers include only those organisations that are registered, or involve volunteers while other include all non-governmental organisations in the country. Therefore the results should be seen as indicative only.
*Note: The column marked with * indicates the number of voluntary organisations in comparison to the country's population. High (less than 100 individuals per organisation), medium (between 101 and 500 individuals per organisation), and low (more than 501 individuals per organisation.*

The majority of above mentioned organisations involve volunteers. For example, the Spanish and Polish non-profit sectors are essentially based on volunteering. As such, it has been argued that some of the organisations would not exist without volunteers. Research carried out by Klon/Jawor Association reveals that two thirds of Polish NGOs do not employ any paid personnel. In Latvia, the number of workers compared with the number of volunteers in NGOs is thought to be 1:8 (one paid worker to eight volunteers). In Portugal, only 34% of institutions do not work with volunteers. Social welfare-oriented NGOs in Malta utilised the services of 8,437 volunteers in 2005, which corresponded to 84% of total workers in the sector.

In Finland and Denmark, four out of five non-profit organisations do not have employees. In Finland and Estonia, the older the organisation is, the more likely it is to have employees. In Denmark these figures refer to local voluntary sector organisations where 91% of all work is voluntary. The share of paid staff from total voluntary and paid workforce is higher in national voluntary organisations. A similar trend can be found in Spain where the majority of voluntary activity is taking place in local community organisations (52%). The rest is taking place in voluntary organisations active at the Autonomous Community level (22%), provincial level (17%) and finally, at national level (9%). In Slovenia, 14% of NGOs are active at national level.

In France, 85% of associations rely exclusively on volunteers. The country also features a clear contrast between the fields that are highly professionalised and those that are heavily reliant on volunteers. In professionalised fields such as education, health, and social services, volunteer work is marginal, and there exists a clear division of labour between paid staff and volunteers. In contrast, in fields such as culture, sport, and recreation, which absorb nearly half the volunteers in the French non-profit sector, and environmental, international, and professional associations, volunteer work is the primary human resource.

With regards to volunteering in public, private and voluntary spheres, unsurprisingly, in all countries the majority of volunteers carry out voluntary activities in the voluntary sector, as opposed to private or public sectors. Volunteering activity tends to be marginal in the public and the private sector; sometimes less than 1% of all volunteering taking place in the country (e.g. in Finland). In Hungary, 73% of volunteers are active in associations and approximately 20% in private foundations, with other types of organisations having nearly no volunteer participation at all.

However, on the UK, volunteering is spread more across the three different sectors; 65% volunteered in the voluntary and community sector, 23% in the public sector and 11% in the private sector. In Bulgaria, around 95% of organisations hosting volunteers are non-profit organisations and act in public benefit (e.g. NGOs, associations, foundations etc.). Only about 5% of organisations that engaged volunteers are public sector organisations and bodies, such as community centres and youth centres.

In Denmark, 86% of volunteers do voluntary work in the voluntary sector, 16% in the public sector and 5% in the private sector. The Danish Church also engages a small percentage of volunteers across the country.

In the Netherlands, stakeholders have indicated the same pattern; voluntary activity is especially low in the public and private sectors with most voluntary activities taking place in the civil society and non-profit sector. In Lithuania, public utility and non-profit organisations experience the most difficulty in attracting volunteers and organising

voluntary work, and the landscape of volunteering in the country is dominated by a small number of religious NGOs which attract the most volunteers.

Trends

Information on the trends in the number of voluntary organisations has been obtained in 15 EU countries. In all but one of the 15 countries there has been a noteworthy increase in the number of voluntary organisations. Increases have been seen in Austria, Bulgaria, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Poland, Romania, Slovenia and Spain. The only country to have reported a marginal decrease in the number of voluntary organisations is the Netherlands. This trend in the Netherlands has been linked to a slight decrease in the amount of time invested in volunteering in the country (see Table 3.14).

Table 3-14 Trends in the number of voluntary organisations

Trend	Countries
Increase	Austria, Bulgaria, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Poland, Romania, Slovenia and Spain
Decrease	Netherlands
No comparable or clear information	Belgium, Cyprus, Czech Republic, Ireland, Latvia, Lithuania, Luxembourg, Malta, Portugal, Slovakia, Sweden, United Kingdom

Source: Based on information from national reports on volunteering. See national reports for further information.

Overall, there have been very strong **increases in the number of voluntary organisations over the past decade**. These include countries where organised, formal volunteering is an established tradition (for example, in France and Germany), as well as in countries where formal volunteering is a more recent phenomena (for example in Bulgaria and Estonia). In Finland for instance, more new voluntary organisations have been created over the past decade than ever before; during the period 2006-2007, there was a 15% increase in the number of voluntary sector organisations. This growth is primarily due to the fact that in order to receive funding, organisations must be registered as a non-profit organisation. In France the number of associations has also progressively increased over the past decade; there has been a 4.2% increase per year between 1999 and 2005, in particular concerning organisations that rely entirely on voluntary work (*bénévolat)* (+4.4% per year). In Spain, the mid-1970s saw a huge increase in the number of new organisations; nine out of ten organisations in the third sector in Spain were created after 1977. Moreover, there has been a clear increase in the number of not-for-profit organisations in Spain during the period from 1995 to 2002 (increase of 43%). In terms of sectors, the biggest increases have been seen in the number of professional associations (increase of 93%) and culture, sport and leisure organisations (increase of 49%).

When looking at countries with a less established tradition of volunteering, there have also been some important changes. In Bulgaria, for example, the number of voluntary organisations increased by 27% over a two-year period from 2003 to 2005. This has been attributed to the dynamic of the socio-economic and political situation in Bulgaria over the past two decades. In Estonia, the number of non-profit associations increased by 65% between 2002 and 2009 – although this includes both organisations relying fully or partially on voluntary workforce, as well as organisations that do not involve

volunteers in their activities. Similarly, Hungary has seen an 80% increase in the number of non-profit organisations since 1993 and the number of organisations increased by over a third between 2000 and 2007. In Romania, there has been a four-fold increase in the number of registered associations and foundations over the past ten years.

In Italy the number of voluntary organisation has increased by over 300% between 1995 and 2007. This significant increase in the number of voluntary organisations can be linked with the creation of the law on the recognition of voluntary organisations as official partners of local authorities for programming and implementing social assistance programmes. Through this law, voluntary organisations that are registered in the regional registries can participate in calls for tenders issued by local authorities and, if their projects win, become equal partners with local authorities – as a result, they receive funds to implement projects that benefit regional communities.

Countries like Austria have reported strong but slightly more modest increases in the number of voluntary organisations. According to the Austrian Federal Ministry of Labour, Social Affairs, and Consumer Protection, the number of associations (the main form of voluntary organisations in the country) increased by 7% to 111,282 between 2000 and 2007. Overall, the number of associations has more than doubled in the past 40 years; in 1960 there were only 42,269 associations in Austria.

In Poland, the number of non-profit organisations grew by 19% between 2004 and 2007 - although there are signs to suggest that the rate of growth is gradually stabilising and research carried out recently by Klon/Jawor Association reported a decline in the number of newly established organisations. According to their study, in recent years the third sector 'grew older', indicating that the number of 'young' organisations reduced while the share of the older ones increased (i.e. there were not as many new organisations being established). The report has identified several factors, which may have had an impact on this decline:

- improving labour market conditions;
- decreasing unemployment;
- the enlargement of the European Union and corresponding migration of young people;
- the development of the NGO sector, which has improved its operational efficiency and the expectations of donors; and
- a declining commitment to social activities on the part of Polish population.

In some countries the long-term future of voluntary organisations is uncertain, especially with regard to organisations that rely fully on voluntary workforce. For example in Finland, the majority of non-profit organisations are led by people aged over 50 years. As such, there are uncertainties as to what will happen in the future. Young volunteers need to be recruited to carry out managerial activities in these organisations. However, this is likely to be a difficult process given that, as previously stated, in many countries it has become increasingly difficult to find young people who are willing to take on longer-term voluntary positions of responsibility. Evidence from a number of countries suggests that young people tend to prefer 'project based' approach to volunteering and interested in taking part in projects with a specific goal or timetable (see for example, the Netherlands).

Sectors

Information on the sectors where the voluntary organisations can be found has been obtained in relation to 20 countries (although not all of the countries were able to provide quantitative data and sector categories range rather heavily from one country to another). Among the countries that provided information there are: Belgium, Bulgaria, Cyprus, Denmark, Estonia, Finland, France, Greece, Hungary, Ireland, Italy, Lithuania, Malta, Poland, Portugal, Romania, Slovakia, Spain, Sweden and the UK. No comparable information was obtained on this particular matter from Austria, Czech Republic, Germany, Latvia, Luxembourg, the Netherlands and Slovenia.

The findings from the aforementioned 20 countries suggest that the largest numbers of voluntary organisations can be found in following sectors (see ANNEX 1 Table 3):

- Sport, recreation and leisure;
- Culture and arts;
- Education and research; and
- Social activities/service and Health.

Sport, recreation and leisure as well as culture and arts are the sectors with most voluntary organisations. In 16 out of 20 countries these are some of the most popular sectors. In Belgium, 23% of the organisations have been reported to seat within the culture, sport and leisure sector. In France, Greece, Italy and Lithuania sport and culture are two different sectors. In France both sectors (sport and culture) have been reported to be among the most popular sectors, 24% sport and 19% culture. In Greece, culture is the most popular sector where the voluntary organisations carry out activities (37%) and in Italy it is the third most popular (15%). In Lithuania, the sport sector is the second biggest sector (13%). Also in Wales (UK), a quarter of voluntary organisations are registered in sport and recreational sector (24%).

The social and health sectors follow education and research. In Belgium, Greece and Italy the percentage of voluntary organisations in the social actions/service sector is the second highest. In Belgium and Italy more than a quarter of the voluntary organisations belong to the social sector (26% and 28% respectively) while in Greece 18% of voluntary organisations are active in this field. In Lithuania over half of voluntary sector organisations (55%) operate in the social service and healthcare sector. In Belgium, Cyprus, Denmark, Greece, Finland, Italy, Poland, Slovakia and UK (Wales) the health sector has been mentioned as being one of the sectors with the highest percentages of voluntary organisations. For example, in Italy and Greece the health sector groups the second highest percentage of voluntary organisations (28% and 12% respectively). In Belgium the health sector groups 6% of voluntary organisations, being the fourth biggest sector in the country.

Another dominant sector is the education and research sector. It is one of the most significant sectors in 13 out of the 20 countries where data on distribution of voluntary organisations per sector is available. For example, in Belgium 7% of the voluntary organisations are classified as organisations active in the education and research sector, while 6% of the voluntary organisations in Lithuania belong to this group, being the fifth largest sector in the country.

Also other sectors have been highlighted as popular sectors where the voluntary organisations are active, such as environment, civil protection, leisure and social clubs, advocacy, social solidarity, childcare and youth affairs, religious activities, hobbies, development and housing and community development.

3.1.5 Main voluntary activities

This section outlines the main activities undertaken by volunteers across Europe. Information on the types of activities undertaken by volunteers has been obtained in 22 countries (although not all were able to provide quantitative data): Austria, Belgium, Bulgaria, Cyprus, the Czech Republic, Denmark, Estonia, France, Germany, Greece, Hungary, Italy, Latvia, Luxembourg, Malta, the Netherlands, Poland, Romania, Slovakia, Slovenia, Sweden and the UK (detailed examples are provided in ANNEX 1 Table 2). According to information from these countries, the most commonly reported main activities carried out by volunteers are:

- Administrative and supporting tasks;
- Helping or working directly with people;
- Preparing and supporting voluntary activities;
- Managerial and coordination tasks;
- Campaigning and lobbying; and
- The organisation of events.

These are not precise descriptions of the main types of activities undertaken by volunteers across the different European countries as they vary significantly between countries and between sectors. In addition, the different terminology used in countries makes it difficult to gauge exactly what certain activities involve in different countries – for example, in some countries public relations activities are grouped together with campaigning, while in others the two are seen as distinctly separate categories. However, an analysis of the data provided by the national reports does highlight these as the common activities undertaken by volunteers across Europe.

For example, **administrative and supporting tasks** were reported as common voluntary activities in nine of the 22 countries. In Denmark, for example, administrative and organisational tasks were the most common activities carried out by volunteers; 31% of individuals surveyed in a 2004 population survey stated that their activities fell into this category, which included committee work (18%) and secretarial and administrative tasks (13%). In Belgium, voluntary administrative or accountancy tasks are the third most common type of activities carried out by volunteers. In Sweden, according to the population survey carried out in 2009, 80% of the individuals surveyed were involved in activities relating to their membership of the board of a voluntary organisation/association (including administrative tasks) or were involved in administrative work in general. Although many countries have simply stated that volunteers carry out 'administrative tasks', this is likely to cover a range of different activities, such as clerical, secretarial and organisational-related assignments.

Activities that relate directly to **helping or working with people** (i.e. direct beneficiaries) were recorded as one of the main activities undertaken by volunteers in nine countries. This category covers a wide variety of tasks and many different target groups, depending on the volunteer and the voluntary organisation. For example, in the

Czech Republic, France and Italy 'helping or working with people' can involve care of specific individuals (for example, those with significant health problems), visiting the elderly, supporting vulnerable groups in society or activities within the community.

Another common activity amongst volunteers is the **preparation of and the provision of support for voluntary activities**. Activities highlighted by countries under this category include, providing voluntary support for local clubs and groups (e.g. the Czech Republic), supervising voluntary activities (e.g. Luxembourg), and organising local voluntary activities (e.g. Poland).

Managerial and coordination activities were identified as common activities by eight countries, although in many cases managerial and co-ordinating activities are inter-linked with volunteers' administrative duties. The scope and frequency of these activities vary between different member states, as well as between the different sectors within individual countries. For example, in Austria, almost a quarter of all volunteers active in the political and advocacy sectors took part in 'leadership' roles. In Latvia, a significant number of volunteers in NGOs are active on the boards of voluntary organisations and associations. In the Netherlands, 28% of voluntary work involved managerial activities, with the highest proportion observed in the housing sector, where 65% of tasks were management activities.

Campaigning and lobbying were the fifth most common activities (in equal place with the organisation of events, below) and was recorded by five different countries. In Belgium many volunteers attend manifestations organised by social organisations and in some cases campaigning is linked to fundraising activities.

Finally, the **organisation of events** was reported as one of the most important activities carried out by volunteers in five countries. The scale and scope of the events organised vary between countries and sectors, as well as between national, regional and local levels – for example, from large-scale Olympic competitions to local amateur theatre productions. In several countries, especially in the sport sector more and more individuals are becoming interested in taking part in voluntary activities that support the organisation and facilitation of large-scale flagship events.

These six types of activities are not the only tasks carried out by volunteers, but are only the main activities most commonly cited by studies from across European countries. **Other important activities undertaken by volunteers include**: coaching and training, mentoring, public relations, counselling and mediation, fundraising, maintenance activities and the provision of information, etc.

In addition to the differences in main voluntary activities, an analysis of the national reports on volunteering also highlights a number of differences between different segments of volunteers:

- In certain countries there appear to be differences between the types of activities carried out by men and women. In the Netherlands, although there is an overall equal gender distribution in the profile of volunteers, women tend to be more present in operational roles and men more in the managerial positions within volunteering (this was also highlighted in section 3.1.3). In Denmark, gender based differences appear in the areas of committee work and training where fewer women than men are involved. In the UK, women are considerably more likely than men to volunteer in education.

- A survey conducted on behalf of the Austrian Federal Ministry of Labour, Social Affairs and Consumer Protection suggested a link between the employment status of a person in paid work, their level of education and the type of voluntary activity undertaken ('leading' versus 'technical'). According to the report, only 18% of workers and around 19% of those not employed (unemployed, housewives, etc.) were occupying a managerial role while volunteering. In contrast, almost 40% of executives and 42% of self-employed individuals took on leading roles in their voluntary activities.
- A number of countries have noted that a volunteer's level of education can influence the types of voluntary activities they carry out. For example, in Denmark individuals with higher levels of education are the most involved in all types of activities. This is particularly noticeable in 'committee work', in which 29% of highly educated volunteers take part, in contrast to only 9% of individuals with no education. This difference is only minimal when it comes to practical activities; 17% of highly educated volunteers and 15% of those with no education carry out these tasks. Likewise in Austria, only 11% of individuals with little or no formal education (i.e. completed or uncompleted compulsory education) undertake leadership roles as volunteers. In contrast, 37% of individuals with a university degree occupy leadership positions. In short, in Austria, the higher educated an individual is, the more likely they are to occupy a 'leading' or managerial role in their voluntary activities.
- In certain countries there appear to be differences between the activities undertaken by volunteers from different age groups. In Denmark for example, volunteers aged between 30-49 years have the highest level of involvement in all activity types, whereas young people only have comparable levels of input into training and fundraising, and the elderly having significantly less involvement with all types of activities. In Finland, a growing number of young people tend to want tailored voluntary positions, which relate to their own interests, wishes and aspirations, and they prefer 'real' activity to administrative duties.
- Another trend is that it is increasingly common for volunteers to undertake more than one type of activity – for example, in the UK most volunteers undertook more than one type of volunteering activity (either in one or more organisations). Indeed, over one-quarter (27%) of volunteers had been involved in five or more different formal volunteering activities over the past 12 months.
- Furthermore, several countries have distinguished geographical differences within their territories in relation to voluntary activities. In Latvia, for example, the number of volunteers undertaking certain activities in NGOs varies between Riga and other regions in the country – in general, volunteers in Riga are less involved in the organisation of campaigns and events, the implementation of project activities, daily office work, and participate less on organisation boards than volunteers in other regions of Latvia. Similarly, in the UK there are differences in the types of activities carried out by volunteers in England, Scotland and Northern Ireland. For example, survey findings indicate that volunteers in England are much more likely to participate in the organisation of events than those in Scotland. In Northern Ireland, the most common activity undertaken by volunteers was 'raising or handling money'; in England 'helping to raise money' was also the most common activity, but was carried out by a significantly higher proportion of volunteers.

3.2 Institutional framework for volunteering

3.2.1 Main public bodies and other organisations involved in volunteering

As illustrated in Table 3.15 below Ministries with the main responsibility for volunteering naturally vary from one Member State to another. Whilst this variation reflects the different political infrastructure within each country, the research evidence shows the main Ministries responsible for volunteering range from Ministries responsible for Labour Market, Rural Affairs, Social Affairs, Family Affairs and the Ministry of Health, Welfare and Sport. Though no commonalities can be identified, the evidence suggests the type of Ministry with main responsibility for volunteering typically fall into the Ministries responsible for labour and or social and community affairs.

Ireland, Lithuania, the Netherlands, Poland, Spain and Sweden are amongst Member States that have identified one main Ministry with responsibility for volunteering. It is important to note that these countries also report a number of additional Ministries are collectively involved in certain aspects of volunteering. In some cases this can be up to as many as four additional Ministries with some stake in volunteering. In Estonia, the Ministry of Interior has been put in charge of the national level strategic plans that affect the development of volunteering in the country.

In Denmark, Finland, France (*volontariat*), Greece, Romania, Slovenia, Bulgaria several Ministries are involved in volunteering. In the case of Bulgaria and Latvia, the Ministry responsible for volunteering was disbanded in 2009 and 2008 respectively. Their closure reflects systemic changes that have taken place in Bulgaria and Latvia in recent years.

Given that the responsibility for volunteering is often located across a wide range of Ministries, concerns have been raised in some countries about a fragmented approach to volunteering which creates policy overlaps and unintended policy tensions (while in some other countries the voluntary and community sector structures work relatively well as it is due to the fact that volunteering is a well established tradition in the country). The research evidence does however imply that there is a distinct lack of strategic direction for volunteering across many Member States. There is an argument to suggest the fragmented approach is also reflected at a European level, where key responsibilities for volunteering fall under different Directorates of the European Commission.

It is interesting to consider the implications of the institutional set-up (in terms of the political and policy landscape) and its potential implications for volunteering across Member States. As the discussion follows, only a small number of countries have in place a national strategy for volunteering. Even fewer countries have identified targets and only a small number of countries appear to have formal reporting and monitoring arrangements for volunteering in place. This lack of a strategic approach at a national level is indicative of an approach lacking in clear and consistent policy aims and objectives together with clearly defined roles and responsibilities for volunteering.

Volunteering infrastructure (other public bodies and other key organisations)

The research evidence stimulates an interesting discussion with regard to the volunteering infrastructure and the relationship between national, regional and local representation for volunteering. The issues here not only relate to how the different

tiers (national, regional, local) are funded but also concerns about the roles and responsibilities assigned at each level and its potential impact and success of volunteering. In the UK for example, concerns have been raised about the role performed by national infrastructure bodies in representing volunteering to government. The arguments suggest national bodies are not sufficiently in touch with local concerns; that they are too closely allied to government policy or that they are too focused on the promotion of specific volunteering initiatives. It is also noted that the generic nature of voluntary organisations at national level can make it difficult to represent all aspects of volunteering especially from regional and local perspectives.

As Table 3.15 illustrates, in many countries there is evidence of a national infrastructure for volunteering, though the institutional set up at national level naturally varies considerably from one Member State to another. In the majority of countries a national centre or a national council for volunteering (or its equivalent) exists, with the exception of Bulgaria where no there is no national centre.

In many countries national centres/councils are also joined by a large number of organisations at national level. These organisations vary both in their focus, size and coverage (national, regional, local representation). It is interesting to note that many organisations at national level have been established in recent years. Though the history of these organisations (and their possible predecessors) is unclear, many organisations at national level were established from 2001 onwards. This includes Belgium, France, Luxembourg and the some organisations in the UK. A further important point to note is the number of national organisations that have been established focus on young people. This is most evident in Bulgaria, Cyprus, Latvia, Lithuania, Sweden and the UK.

The voluntary sector infrastructure has been strengthened in Denmark by creating a specific office dealing with volunteering within The Ministry of Interior and Social Affairs (the Office for Family, Civil Society and International Relations) which was intended to signify official commitment to the voluntary sector agenda and to provide a focal point for work on volunteering. Similarly, in May 2006, the Office of the Third Sector was established in the UK in recognition of the increasingly important role the third sector plays in both society and the economy.

The research suggests that many countries have a strong institutional set up at national level together with a strong regional/local infrastructure. It is important to note that even in countries that appear to have a strong institutional infrastructure such as the UK, Ireland, Germany, the evidence points to ongoing debates about the continued need to invest in the voluntary sector infrastructure.

Regional infrastructure

In Austria, Bulgaria, Cyprus, Czech Republic, Germany, the Netherlands, Slovakia and the UK there is evidence of a regional infrastructure in place typically through a regional presence of large voluntary organisations that have a regional layer or through volunteer centres/organisations at a regional level. Questions concerning the effectiveness of the regional tier are a matter for further discussion. In Italy and Spain there is a strong regional approach where each autonomous community is responsible for volunteering at a regional level.

Local infrastructure

In addition to regional representation, the majority of countries have an important local infrastructure supporting volunteering. Local authorities in Denmark, Estonia, Finland,

the Netherlands, Spain and Sweden provide an important role in the local support for volunteering.

Other institutional forms (networks and forums)

It is interesting to note that many countries have established additional institutional forms such as networks, forums and platforms to support and promote volunteering. Examples include the Greek Centre for the Promotion of Volunteerism (Citizen in Deed, Ergo Politon) and the Council for Voluntary Organisations in Malta. In Denmark the network of 55 local volunteer centres has evolved over time, with the first three set up in 1989 at the initiative of The Ministry of Social Affairs. In Finland two different citizen forums are active and in Germany the creation of the Federal Network on Civic Engagement (BBE) in 2002 was an important milestone. Established on the basis of the momentum from the 2001 IYV, it brings together a vast number of different types of actors; anyone who is acting in the field of voluntary civic engagement or supporting it can become a member.

The Swedish National Forum for Voluntary Social Work and the UK Volunteering Forum are good examples of institutional forms. For example, the UK Volunteering Forum aims to bring the four main national voluntary organisations from England, Northern Ireland, Wales and Scotland together. In the UK TimeBank was launched as an online volunteer promotion and brokerage service and has attracted over 220,000 people into volunteering by creating new ways for people to get involved; connecting people and organisations to each other and transforming the image of volunteering to reflect its vital role in a healthy society.

Many countries have also established more formal organisational forms such as Committees or Working Groups, for example the Austrian National Committee for IYV was established in 2001, and a national Working Committee on volunteering and Joint Committee of the Government and NGOs were established in Estonia, in 2009 and 2003 respectively. In Germany a federal level sub-committee on civic engagement exists and collaborates closely with the BBE.

Umbrella organisations

A large number of Member States are members of or are affiliated to CEV. In some countries there is often more than one organisation that are members of or are affiliated to CEV. There is evidence of a number of Member States linked to other European umbrella organisations. For example, EAPN Malta is a member of the European–level EAPN, UNIS-CITÉ in France is a member of AVSO and the Platform for Promoting Volunteering in Spain is representative of the International Association for Volunteer Effort.

Table 3-15 Main public bodies and other organisations involved in volunteering

	Main public body (Ministries)	Additional public bodies (Ministries)	Other key organisations	Other organisational forms/umbrella bodies
Austria	Federal Ministry of Social Affairs and Consumer Protection (BMSK).		Austrian Council for Voluntary Work.	Austrian National Committee for the International Year of the Volunteers 2001. No affiliation with umbrella bodies identified.
Belgium	The Federal Public Service for Social Security.		The High Council of Volunteers. The Vlaams Steunpunt Vrijwilligerswerk, the and Het Punt Brussels; The Association pour le Volontariat; The Plateforme Francophone pour le Volontariat; The King Baudouin Foundation; CERA.	Association pour le Volontariat, Het Punt Brussels vzw, Plate-forme Francophone du Volontariat and Vlaams Steunpunt Vrijwilligerswerk are members of CEV.
Bulgaria	Since July 2009 there is no public body responsible for volunteering.			Youth Centres, Regional and Local volunteer centres and a network of 35 Youth Information and Consultation Centres. National Alliance for Volunteer Action. Bulgarian Red Cross.
Cyprus	Ministry of Labour and Social Insurance.	Cyprus Youth Board (provides small amounts of funding to active youth voluntary organisations)	The Pancyprian Volunteerism Coordinative Council (PVCC). Other key organisations include the Red Cross, Anti-Cancer Organisation and the Young Volunteers Association. The NGO Support Centre	
Czech Republic	Ministry of the Interior.		Government Council for Non-Governmental Non-Profit Organisation; HESTIA	Czech Catholic Charity Hestia is affiliated with International Association for Volunteer Effort (IAVE) and CEV.
Denmark	No single ministry overall in charge of volunteering in Denmark.	Ministry of Culture (culture and sport); Ministry of Interior /social affairs (legislation, policy making, funding); Ministry of Education	National Volunteer Centre Volunteer Council	
Estonia	Ministry of Interior in charge of the national level strategic plans concerning volunteering	Ministry of Regional Affairs, Ministry of Justice, Ministry of environment, Ministry of Culture, Ministry of Education, Ministry of Social Affairs.	Joint Committee of the Government and NGOs, new Working Group on volunteering	Network on Estonian Non-profit Organisations, The Roundtable of Estonian Non-Profit Organisations, National Foundation for Civil Society. and the Volunteer Development Estonia (which is a member of CEV).

	Main public body (Ministries)	Additional public bodies (Ministries)	Other key organisations	Other organisational forms/umbrella bodies
Finland	There is no one public body that regulates volunteering in Finland.	Ministry of Education, Ministry of Justice, Ministry of Foreign Affairs, Ministry of Interior, Ministry of Social Affairs and Health, Ministry of Finance, Ministry of Employment.	Three Gaming Associations (Veikkaus Oy, Raha-automaattiyhdistys and Fintoto Oy), Citizen's Forum (KansalaisAreena); Educational Association Citizen's Forum (Kansalaisfoorumi);	37 volunteer brokerage services; Finnish Youth Cooperation; The Evangelic-Lutheran church; Young Advocates; Youth Academy; Finnish Sports Federation; Finnish Federation for Social Welfare and Health. Citizen's Forum is affiliated with CEV.
France	The policy relating to associations is currently an official competence of the Directorate for youth, education and the voluntary sector, under the authority of the High Commissioner for Youth. The Directorate operates directly under the remit of the Prime Minister. Until 2008 it was a competence of the Ministry of Health, Youth and Sports.	With regard to *volontariat*, a dozen of ministries are responsible for the various schemes of *volontariat*. The decentralised services of these ministries and public bodies mentioned above are responsible, inter alia, for the implementation of these policies and schemes, at the regional level.	The Volunteer Information and Resource Centres (CRIB); National Council of Associative Life (CNVA); National Volunteer Centre (France Bénévolat)	Conférence Permanente sur la Coordination de la Vie Associative; Fédération des centres sociaux et socioculturels de France ; IRIV; Fondation du Bénévolat. UNIS-CITÉ is a member of AVSO. France Bénévolat and ICVolontaires-France are members of CEV.
Germany	At the federal level the main responsibility for volunteering is the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth.	Several other Ministries are also active in the field of volunteering. At federal level a sub-committee on civic engagement exists	At regional level, the Conference of Youth and Family Ministers is an expert body consisting if the ministers and senators in charge of child, youth and family policy in the German regions	Federal Network on Civic Engagement (the BBE) and the national organisation for volunteer agencies (BAGFA). The German National Association of Senior Citizens Organisations is a member of AGE – the European Older People's Platform, and BAGFA and BBE are members of CEV.
Greece	There is no one Ministry responsible for volunteering.	Ministry of Foreign Affairs; Ministry of the Interior; Ministry of Public Works; Ministry of Health and Social Solidarity; Ministry of Culture and Sport; Ministry of Development	National Agency for Volunteering	The Hellenic Federation of Voluntary Non Governmental Organisations; Greek Centre for the Promotion of Volunteerism; Volunteer Organisations Movement (an informal union). The National Agency for Volunteering is a member of CEV.
Hungary	The Ministry of Social Affairs and Labour.		National Volunteering Centre Foundation; Civil Service Centres; NIOK Foundation	The National Volunteering Centre is a member of CEV.
Ireland	The Department of Community, Rural and Gaeltacht Affairs.	The Department of Taoiseach (Prime Minister) established a Taskforce on Active Citizenship in April 2006. One of the terms	Volunteering Ireland; Volunteering Centres Ireland	The Wheel, Business in the Community, Boardmatch Ireland; The Professional Association of Volunteer Managers

	Main public body (Ministries)	Additional public bodies (Ministries)	Other key organisations	Other organisational forms/umbrella bodies
		of reference for the Taskforce were to recommend measures that could be taken as part of public policy to facilitate and encourage the growth and development of voluntary organisations as part of a strong civic culture.		Ireland. VCI and Volunteering Ireland are membership organisations of CEV. Volunteering Ireland is also the Irish representative of the International Association for Volunteer Effort and the European Volunteer Centre.
Italy	Ministry of Labour, Health and Social.	Youth Ministry	n/a	Volunteering Service Centres.
Latvia	The public body which was responsible for the promotion of volunteering in Latvia was closed in 2008.		n/a	The European Knowledge Centre for Youth Policy; The Olympic Competitions Agency; The Latvian Youth Council.
Lithuania	The Ministry of Social Affairs and Labour.	Department of Youth Affairs – covering volunteering amongst young people, Newly created Department of Communities will have some involvement in voluntary sector.	Lithuanian Government Commission on NGOs National Youth Council Agency of International Youth Cooperation of Lithuania	Environmental NGO Coalition, Lithuanian Youth Organisations Council, National Consumer Confederation, EAPN Lithuania, NGO Coalition for protection of women's rights, NGOs of Children Coalition, Development NGO platform. The National Volunteer Centre is a member of CEV.
Luxembourg	Ministry of Family and Integration.		The Superior Council for Volunteering	Luxembourg Bénévolat Association; The Bénévolat Agency. The Bénévolat Agency is a member of CEV.
Malta	Ministry for the Family and Social Solidarity; Ministry of Education, Youth and Employment	Commissioner for Voluntary Organisations; Council for Voluntary Organisations.	The Governmental Organisations; The Unit for Liaison with NGO; The Malta Council for Economic and Social Development; National Youth Council	The National Federation of NGOs of Malta; Malta Resource Centre; Malta Solidarity Overseas Service. EAPN Malta is a member of the European-level EAPN. SOS Malta is also an associate member of CEV.
Netherlands	Ministry of Health, Welfare and Sport.	Other government departments are responsible for volunteering within their own departments.	Association of Dutch Organisations Voluntary Effort and MOVISIE.	There are approximately 130 volunteering agencies that mediate between supply and demand, and promote volunteering in general. A number of organisations are a member of CEV.
Poland	Ministry of Labour and Social Policy.	Ministry of Education; Ministry of Sport and Tourism.	Volunteer Centres Network; National Federation of NGOs; National Forum Non-Governmental Initiatives	The Regional Information and Support Centre; The Responsible Business Forum (FOB).
Portugal	Ministry of Labour and Solidarity.		National Council for the Promotion of Volunteering (NCPV)	The Social Platform for the Non Governmental Organisations for

	Main public body (Ministries)	Additional public bodies (Ministries)	Other key organisations	Other organisational forms/umbrella bodies
				Development.
Romania	There is currently no public body responsible for volunteering.	Ministry of Environment; Ministry of Work, Family and Social Protection; Governmental Department of Relations with the Associative Domain	Agency for Governmental Strategies; National Agency for Community Programmes in the Field of Education and Vocational Training	National network of volunteer centres; National Forum for NGOs. The National Volunteer Centre Pro Vobis is affiliated to CEV.
Slovakia	Ministry of Education and the Ministry of Labour, Family Social Affairs.		C.A.R.D.O	C.A.R.D.O. is affiliated with CEV.
Slovenia	There is currently no one single public body responsible for volunteering.	Ministry of Interior; Ministry of Defence Ministry of Public Administration ; Ministry of Education; Ministry of Labour, Social Affairs and Family; Governmental Office for Youth.		Slovene Philanthropy leads a Slovenian network of voluntary organisations. Other relevant organisations include CNVOS, MSS, etc.
Spain	Ministry of Health and Social Policy.	Ministry of Internal Affairs; Ministry of Equality and International Cooperation; Ministry of Environment, Rural and Marine Affairs; Ministry of Culture.		Platform for Promoting Volunteering (PPVE); Spanish Volunteering Association. PPVE is a member of CEV. PPVE is representative of the International Association for Volunteer Effort.
Sweden	Ministry of Integration and Gender Equality.	Responsibility for volunteering is spread across different ministries (e.g. Ministry of Health and Social affairs)	The National Board for Youth Affairs; The National Board for Health and Welfare; The Swedish Agency for Economic and Regional Growth.	The National Forum for Voluntary Social Work. Folkrörelseforum. 80 regional volunteering centres. The National Forum for Voluntary Social Work a member of CEV.
UK	Office of the Third Sector (OTS) in the Cabinet Office (England); Department for Social Justice and Local Government (Wales); Department of Social Development (Northern Ireland); Scottish Government – Third Sector Division (Scotland)	In England, different government Departments are involved in volunteering e.g. Department of Health, Department for International Development.	Volunteering England; Volunteer Development Scotland; Wales Council for Voluntary Action; Northern Ireland Volunteer Development Agency. Other organisations include CSV, NCVO, Institute of Volunteering Research, V, TimeBank, Media Trust, Red Foundation, RockCorps, YouthNet.	UK Volunteering Forum. NCVO, CEV, WCVA are members of and support the European Volunteer Centre (CEV).

Volunteering on the political agenda

The research evidence points to three different categories to illustrate the extent to which volunteering is on the political agenda across Member States:

In comparison to the situation across Europe, Finland and Sweden are the only two Member States where volunteering is relatively high on the political agenda. In 2007, the Finnish government set up a new inter-ministry, multi-agency committee (KANE) to enhance cooperation between the civil society and the public administration. The specific purpose of this high level committee is to remove barriers faced by non-profit organisations that engage volunteers and thereby explore the ways in which the work of non-profit organisations can be made easier. In Sweden, the government is currently (2009) preparing a new policy on civil society and has already established an agreement between the Government, voluntary organisations within the social sector and the Swedish Association of Local Authorities and Regions. The agreement includes six principles for the future relations between the parties.

In Denmark, Belgium, France, Luxembourg, the Netherlands and Poland political interest in volunteering was enhanced since the International Year of Volunteering in 2001. Whilst volunteering is on the agenda it should not however be assumed that high priority is attributed to volunteering in all Member States. Here, there is a much broader theoretical debate to consider when discussing the extent to which volunteering is on the political agenda. Firstly it is not clear if volunteering or the voluntary sector in general has a place on the political agenda. This is an important distinction to make as the research evidence suggests there are different political drivers for interest in both volunteering and the voluntary sector at large. For example in many countries the political interest in volunteering appears to be strongly influenced by the social inclusion agenda where volunteering is perceived as one way of engaging those who are at risk of social inclusion – in many cases the focus here tends to be on young people and the unemployed. In terms of the voluntary sector more broadly, there is an important political interest in the role of the voluntary sector and its continued relationship with the delivery of public services.

In a number of countries there are differences in opinion between different stakeholders as to whether or not volunteering is a national priority. These include, for example, Estonia and Malta.

In total, ten countries report volunteering is relatively low on the political agenda. This is the case for Bulgaria, Czech Republic, Hungary, Greece, Latvia, Lithuania, Romania, and Slovakia. Here it is helpful to return to the earlier discussion on the history of volunteering that may provide some insight as to why volunteering is not currently on the political agenda for many countries. It should also be noted that the recent global economic downturn has had a serious impact on the importance attributed to volunteering at a political level in some countries. This is certainly the case for Latvia and Bulgaria.

Figure 3-3 Volunteering on the political agenda

National targets for volunteering

Though most countries do not have national targets in place for volunteering, it is interesting to note that France, Estonia, Netherlands, Ireland, Latvia, Sweden, UK do. For example in Finland, qualitative targets for volunteering exist and are related to solving problems relating to the taxation of non-profit organisations; clarifying issues around public procurement and service delivery by non-profit organisations, as well as the impact of public procurement rules on voluntary organisations, volunteers and disadvantaged groups; mapping out the situation of the Finnish civil society and report on the needs and challenges faced by the sector; and clarifying the financial situation of non-profit organisations. Similarly, In France with regard to *bénévolat* there are qualitative national objectives that apply to maintaining the number of *bénévoles* engaged, raising awareness of new *bénévoles*, in particular among young people, facilitating the renewal of managers in voluntary organisations. Concerning *volontariat*, the national objective is to raise awareness of active citizenship among an increasing number of young people (citizen engagement) through *volontariat*, and quantitative objectives in relation to this objective are being defined by the government. In Estonia, the National Development Plan for Volunteering (2007-2010) includes several qualitative targets in relation to the development of volunteering in the country.

In terms of quantitative targets, in Ireland, the Final Report of the Taskforce of Active Citizenship (2007) has made several recommendations and targets to increase volunteering activity. The target is to increase the pool of people active in their community by 60,000 each year for the next three years. Similarly the target in Latvia is to increase the percentage of citizens who have worked as volunteers from 24.3% in 2007 to 30% in 2009 and 40% in 2012.

In the UK the 2007 Comprehensive Spending Review launched 30 new Public Service Agreement (PSA) targets. As part of PSA Delivery Agreement 21: Build more cohesive, empowered and active communities, indictor 5 is concerned with a 'thriving third sector' and amongst other factors includes efforts to promote participation in

formal volunteering. To support the delivery of PSA 21, the Office of the Third Sector (England) is tasked with investing in 'v' (youth volunteering charity), alongside other programmes to build a culture of volunteering more generally, including intergenerational volunteering, volunteering within the public services and employee volunteering. The organisations v has been tasked with reaching a target of one million new volunteers by 2010.

Reporting and monitoring

With the exception of countries that have national targets to meet, it is interesting to note that most countries do not have formal reporting and monitoring arrangements in place, though typically voluntary organisations are required to maintain records of volunteering. There is little evidence to suggest that Member States have established reporting and monitoring arrangements for voluntary organisations that are typically in receipt of high levels of public funding.

In a small number of countries regular national surveys and studies are carried out to monitor volunteering patterns. This includes Estonia, Germany, Italy, Ireland, UK and Poland with some small scale surveys being conducted in Lithuania.

In Romania it is interesting to note that the reason why there are no reporting or monitoring arrangements in place is attributed to the popular belief that volunteering does not form an important part of the Romanian political agenda. In Spain there are no reporting arrangements in place to monitor volunteering activity at national level either. However, some Autonomous Communities have reported that they have their own arrangements in place to monitor volunteering.

In Malta the Commissioner for Voluntary Organisations undertakes the only arrangements to monitor voluntary activities in Malta. More specifically it monitors the activities and progress of registered NGOs.

3.2.2 Policies

As illustrated in Figure 3.4 below five countries have a national strategy in place for volunteering, though it should be noted that the strategy for volunteering is implicit within broader national strategies for Latvia and Poland. Though not officially recognised as a national strategy, the UK Compact forms the basis for a partnership between government and the voluntary and community sector. In Finland, the legal foundations of the new committee KANE, including its aims and tasks, are seen as key strategic documents in Finland for the development of volunteering in the country, although no actual strategy is in place. State authorities in Malta took their first step towards encouraging volunteering with the introduction of the White Paper (July 2005), which briefly outlined proposed new legislation for the voluntary sector – namely, the Voluntary Organisations Act. The White Paper outlined the role of the Commissioner for Voluntary Organisations, the Voluntary Organisations Fund and of the National Council for the Voluntary Sector. It also addressed the need for credible transparency and accountability by allowing for monitoring without undue interference.

The majority of countries do not have a national strategy in place. Linked to the discussion above on the Ministries and public bodies involved in volunteering, there is a strong argument to suggest that a national strategy for volunteering would be difficult to establish as it would need to reflect the policy aims, objectives (and possibly conflicting) goals of a wide range of different Ministerial departments. In the absence of

a national strategy current practice suggests that the main Ministry responsible for volunteering channels funding into key priority areas, such as youth volunteering or volunteer management. Where several ministries are involved, the voluntary sector and voluntary organisations are confronted to a range of policy discourse that emanates from several Ministerial locations. This adds to the complexity of the political landscape for volunteering in most countries and provides further evidence to support the debate there is a significant lack of a coherent political direction for volunteering and the voluntary sector in many countries.

Figure 3-4 Identification of national strategies on volunteering in the EU

National Strategy	No National Strategy
• Austria: Volunteering Manifest. • Estonia: National Development Plan for Volunteering 2007-2010 • Latvia: Implicit within State Programmes for Strengthening of Civil Society 2005-2009 and 2008-2012. • Poland: Implicit within Strategy of Support for the Development of the Civil Society 2007-2013. • Spain: National Plan for Volunteering 2005-2009.	• Belgium • Bulgaria • Czech republic • Denmark • Finland • France • Germany (in development) • Greece • Hungary • Ireland (Northern Ireland has developed a strategy) • Italy • Lithuania • Luxembourg • Malta (2005 White Paper - legislative framework for VS) • Netherlands • Poland • Romania • Slovakia • Slovenia • Sweden (in development) • UK • (Portugal and Cyprus NA)

Other key policies that support volunteering

In a number of countries volunteering is implicit within other key policy areas. The research evidence points to the main focus being on youth volunteering within the context of youth policies. This is reported to be the case in Belgium, Bulgaria, Czech Republic, France, Romania and the UK. In addition volunteering is implicit within social services policy particularly within the context of the National Strategy for the Development of Social Services.

Influence of international policies/programmes on national strategy/framework

The UN IYV in 2001 was highlighted by most countries as providing an important catalyst for volunteering. The year influenced opportunities to promote and raise awareness of volunteering and commission research on volunteering and the voluntary sector for example. A number of countries report on the significant impact the IYV had on volunteering in their country. For example:

- In Hungary the IYV help in the development of the Hungarian voluntary sector. Specifically, it contributed to increased cooperation between the various

Ministries and the Hungarian civil sector, which paved the way for a law on volunteering and the creation of the National Volunteer Centre Foundation.

- In Poland the IYV served to raise the political and legal recognition of volunteers and their social importance..
- In Spain the IYV 2001 influenced the structure of the Second State Plan for Volunteering (2001-2004).
- In the Netherlands the IYV gave a huge boost to volunteering and initiated the Step Two programme. It aimed at increasing diversity in the voluntary sector and was implemented by the National Volunteer Centre, CIVIQ (now MOVISIE) and the Institute for Multicultural Development FORUM.
- In Luxembourg the IYV led to the creation of an institutional framework. It is also worth noting that in the context of the upcoming European Year of Volunteering in 2011, Luxembourg is revising its legislation in the area in order to better define the voluntary sector.

3.2.3 Programmes

As illustrated in Table 3.16, the majority of Member States have established one or more programmes at national level, with the exception of Belgium, Bulgaria, Italy, Lithuania, Poland, Romania, and Slovakia. Where no national programmes exist, there is evidence to suggest a number of programmes and initiatives have been initiated at regional and or local levels to support volunteering, this is especially the case in Italy, Germany and Spain where autonomous communities have developed their own policies and programmes for volunteering. It is important to highlight that there appears to be a distinct lack of programmes in Romania and Slovakia. Swedish policies in the field of volunteering focus on voluntary organisations rather than on individual volunteers

In countries where programmes at national level exist these are typically implemented at regional and local levels. In line with the strong policy focus discussed in the previous section, many national programmes are focused on youth volunteering, particularly in France, Germany, Greece, Hungary, Malta, Netherlands, Portugal, Sweden and the UK. A number of programmes are also focused on engaging people who are unemployed such as the Volunteering of Unemployed People programme in the Czech Republic and the Combined Employment and Volunteering programme in Hungary. Finland and Slovakia also have initiatives in place that focus on people who are unemployed.

The nature of programmes at national, regional and local levels range from being large national programmes (with regional/local implementation) to large on-off annual events such as the 'Biennial Fare' in Malta, 'Make a Difference Day' in the Netherlands and 'Give it a Swirl Day' in Ireland. Germany hosts a number of large annual events that have in the past included the Voluntary Year for Social Services, Voluntary Year of Ecological Services, the week of Civic Engagement and the notable Social Day - introduced in 2007. As part of this initiative 200,000 German pupils worked in an enterprise for one day and their wages were donated to education projects for children in Africa to the value of 2.1 million euro.

An interesting initiative to report is Orange RockCorps in the UK that is part of the international RockCorps initiative launched in 2003. This initiative represents a

partnership between a profit-making organisation and the third sector. As part of this initiative Orange (mobile phone company) has joined up RockCorps to promote volunteering and to support local communities. Orange RockCorps encourages young people to give four hours of their time to a community project in return for tickets to music performances.

The virtual Bank of Happiness (*Õnnepank*) is a new project to boost 'informal volunteering' in Estonia. Fundamentally the Bank of Happiness is an internet portal that allows people to trade in good deeds in order to promote happiness and caring. People can register online and list what they can do for others without exchanging money (for example, hair dressing, painting, DIY, cooking, etc) and what they would like done for themselves (window cleaning, car repairs, etc).

Examples of large national programmes include 'involved' and Millennium Volunteers (youth volunteering programmes) across the UK and the Young Social Innovators Initiative in Ireland aimed at raising social awareness among 15-18 year olds by providing social awareness education through encouraging young people to participate in volunteering. A similar initiative exists in Luxembourg although the focus is more about giving young people the opportunity to volunteer in an organisation to assist them in their career planning and career destinations.

The role of volunteer centres at regional and local levels should not be underestimated in their role in delivering national programmes and in establishing centre led initiatives who promote and encourage volunteering at grassroots level and are instrumental in leading volunteer management training programmes and initiatives.

Though the research suggests significant resources are allocated to programmes and initiatives for volunteering, there is little research evidence to evaluate the success of their implementation particularly in terms of the positive longer term contribution volunteering is expected to have on social inclusion and social capital.

Programmes supporting transnational volunteering

A number of countries are involved in transnational volunteering that typically focus on three broad categories; youth volunteering; general mobility for volunteers and international development/aid volunteering.

Youth volunteering

The focus of transnational volunteering for many countries is through their participation in the European Voluntary Service as part of the Youth in Action Programme. The Swedish Centre for International Youth Exchange (CIU) runs youth exchanges with several different countries. Interestingly, Romania has introduced a programme called 'Stay active! Be volunteer!' The programme is a two year-project (2008-2009) funded by the European Commission focused on the promotion of active ageing and the mobility of elderly people. In Slovenia MOVIT (Service for Promotion of Youth Mobility) is an NGO responsible for stimulating young people's mobility, especially international mobility in the fields of education and culture. It also promotes the Youth in Action programme.

Mobility for volunteers

France has in place a number of programmes/initiatives to support the international mobility of *volontaires*. These include Volontariat for international solidarity (2,145 *volontaires* in 2007); International volontariat in administration (1,000 young people in 2007); International volontariat in enterprises (5,800 young people in 2007); Francophone volontariat; and Franco-German volontariat. In Greece and Malta, NGOs promote volunteering at transnational level. In Ireland, 'Tipping the Balance' (2002) recognised the need to encourage greater participation of young Irish volunteers on transnational programmes.

International development/aid volunteering

A small number of countries reported volunteering programmes/initiatives that extend beyond the European Union. For example, the Ministry of Foreign Affairs in Estonia promotes volunteering in Georgia and Africa. In Sweden, there are many Swedish voluntary organisations involved in international development. SIDA (the Swedish International Development Cooperation Agency) is the main agency in Sweden for international development and cooperation. In the UK (England) the Department for International Development currently runs two volunteering programmes to support international volunteering. These include Platform2 and the Diaspora volunteer scheme. Platform2 offers young adults from less advantaged backgrounds the chance to spend 10 weeks in Ghana, Peru, India or South Africa working alongside communities on basic health, sanitation and conservation projects in order to give them a better understanding of international development issues.

Table 3-16 Programmes for volunteering at national and regional level

	National	Regional/local
Austria	Austrian volunteer awards; Austrian Volunteer Passport.	Volunteer management Programme organised at regional level.
Belgium	None	Information campaign - Week of volunteers; Civil society initiative (since 2004); Charter to promote cooperation between associations and Flemish authorities. Some Municipalities have developed concrete volunteering policies by involving the organisations engaging volunteers.
Bulgaria	None	Let us be friends. The Big Brothers/Big Sisters.
Cyprus	Volunteerism Week was introduced by the PVCC in 1994.	Volunteer Centres leading on promotional activity to encourage volunteering; Identifying social problems and welfare needs; Responding to these needs by initiating humanitarian, environmental, cultural and welfare volunteering projects; Organising the Volunteer Service which includes matching up individual volunteers to available voluntary placements and projects; Providing training and support to volunteers in relation to their voluntary activities.
Czech Republic	The 'Volunteering of Unemployed People' programme was launched in 2000	Volunteer Centres lead on Big Brothers Big Sisters and on a range of other programmes at regional and local levels that include Volunteers in Hospitals, Programs for the Unemployed, European Volunteer Service, and Corporate Volunteering Programs.
Denmark	Quality reform includes 5 initiatives: strengthening Volunteer Council, assistance of local authorities to develop policies on Volunteering: change to funding structure; working group on voluntary placements; public sector encouraged to take voluntary experience into account when recruiting. The Beating Team set up in 2002/03 to look at barriers to volunteering and how to address these.	Local authorities support local programmes
Estonia	Let´s do it! (2008) Removing illegal waste; Let´s do it! (2009) Bringing together volunteers; Bank of Happiness; The virtual Bank of Happiness, a new project to boost 'informal volunteering' in Estonia; Annual Forest Planting Day.	Programmes are applied at regional/local levels
Finland	In Finland there is focus on Employment schemes to financially support the employment of long-term unemployed individuals (including former volunteers). New internet portal www.vapaaehtoiseksi.fi was opened in 2009. Its purpose is to function as a brokerage service between organisations looking for volunteers and individuals interested in volunteering. Citizen Forum is running a programme for the development of a national strategy for	

	volunteering. The aim is to involve grass-root level voluntary organisers in the planning and development of volunteering in the country, and thereby improve the foundation and the infrastructure for volunteering.	
France	25 measures were adopted by the Prime Minister in 2006, which are structured around three types of action: promotion and awareness raising, support and accompaniment, and strengthening legal and financial certainty. In 2003 'Youth Policies 2003' was established, a programme that promotes youth volunteering in holiday and leisure centres. In 2002, the programme 'Envie d'agir' launched by the Ministry for Youth, Education and Research was meant to promote involvement among youngsters.	At regional level, the decentralised state services ensure the local implementation of the policies promoting volunteering adopted at national level. In addition, the collectivités territoriales (regions, departments, communes) can have their own policies to promote volunteering, which often coincide with the objectives set at national level. Regions are in particular supporting the training of *bénévoles*.
Germany	Initiative for Civic Involvement 'Together – for one another'. Focuses on providing greater clarity and structure in volunteering-related information and promoting voluntary organisations. Voluntary Year of Social Service. Voluntary Year of Ecological Service; 'Towards the world' initiative focused at young people between 18 and 28; The Week of Civic Engagement; Social Day; 'Pro Ehrenamt' award, launched by the German Olympic Sports Federation; JUGEND HILFT! (Youth helps);	There are a wide range of programmes at regional and local levels. Examples are presented below. In Baden-Wuerttemberg a yearly competition entitled 'Really Good' ('Echt gut') has taken place since 2003. Bavaria has supported, since 2002, the 'Landesnetzwerk BE', a non-governmental network of voluntary agencies, mothers' and family centres and senior offices aimed at supporting joint voluntary actions. The 'Kiezkicker' initiative ('Football in Your Neighbourhood') was launched to make more opportunities available for young children to play football in their neighbourhood. The 'Card of Voluntary Activities' ('Ehrenamtscard') is offered by the Hessen region to persons who volunteer at least 5 hours each week.
Greece	Volunteer programme of the Hellenic Post (ELTA), where young volunteers are given board, lodging and travel expenses to support the work of the Greek postal service during the summer holidays.	At regional or local level, there are a number of programmes supporting volunteering. These are mainly in the environmental sector and the health sector (volunteers help to provide medical assistance).
Hungary	Ötlet combined employment and volunteer programme (focused on young job seekers) National Centres for Volunteering Development Fund is created to support organisations selected to implement volunteer centre programmes. TÁMOP 5.5.2 (2009) aims at promoting volunteering among citizens and strengthening the host organisations' capacity.	
Ireland	(2009) Give it a Swirl Day is the National Day of Volunteering proving individuals an opportunity to try volunteering for a day. (2005) Opportunity knocks - opening doors for volunteers with additional support needs. (2004)Time Limited Commitment – service for short term volunteering opportunities. (2003) Special Olympics World Summer Games – 30,000 volunteers were recruited. 2001-2: Social climbing – programme to encourage younger people to take up the challenge of volunteering. (2001) Ireland inVOLved – awareness and recognition campaign with award ceremony. (2001) The Young Social Innovators Initiative – engage transition year students at Secondary School level in identifying social needs and in developing strategies to address them i.e. through volunteering	National programmes implemented at a regional and local level.

Italy	National civic service.	Development of various programmes by regions and communes. Regions can create their own legislative framework concerning volunteering activities. Eg. Lombardia - Law 14 February 2008 – unique text on regional laws in relation to volunteering, social cooperation, associationism and mutual assistance society - platform created by the region to facilitate interaction between voluntary organisations and private companies.
Latvia	Information currently inaccessible.	
Lithuania	No national programmes as such but volunteering is encouraged in other national programmes, these include the Programme of the Youth Policy in Municipalities; The Programme for Social Adaptation of Convicts and Persons Released from Places of Imprisonment.	Programme to develop youth policies in the municipalities 2007-2009, Lithuania's millennium programme, National sustainable development education 2007-2015 programme, Children and youth socialisation programme.
Luxembourg	The Leave Programme (congé); Volunteer Card; The orientation volontariat – allows students who have just graduated to undertake six months of voluntary work in an organisation in order to determine what they are interested in and which career path they would like to follow.	
Malta	The Biennial Fare – an annual youth event organised by the Ministry of Education, Youth and Employment to promote youth initiatives. The Fare promotes voluntary work to support and encourage voluntary organisations. Health Volservnet Project aims to recruit and co-ordinate volunteers for the provision of non-clinical and non-medical services, which assist and support patients, relatives and other service users of the Mater Dei Hospital and in the wider community.	Local authorities and churches promote volunteering though there is no consistent approach.
Netherlands	The Temporary Stimulation Voluntary Work Programme 2001-2005, to allow local authorities to embark on projects to support volunteers and volunteer involving organisations. '&joy' set up by MOVISIE, aimed at involving youngsters in voluntary work. Make A Difference Day – annual event offers people the possibility to get to know voluntary activities within their neighbourhood. National Compliments Day 2008 aimed at young volunteers.	Legislation requires municipality involvement in volunteering. The Advisors Voluntary Effort 'AVI 130' was introduced to strengthen the local infrastructure of volunteering work and of the volunteering policy of municipalities.
Poland	There are no key national policies/programmes that stimulate volunteering directly; however the Civic Initiatives Fund is aimed at part in promoting volunteering.	Poland has an extensive range of volunteering programmes at local levels – typically organised through voluntary organisations. These include Student Volunteering, Volunteering in business; 50 +; Volunteering in hospitals; Volunteering in Social Assistance Centres (OPSs).
Portugal	Young Volunteers for Solidarity. The objective of the programme is to encourage the development of and participation in volunteering by young people. Matching tool for Volunteers and organisations Programme. 'Youth Volunteering for the Forest'.	Voluntary local banks.
Romania	Lack of specific national policies designed to stimulate volunteering in Romania.	

Slovakia	There are no national programmes that have been developed to stimulate volunteering at national level. However it is of interest to note that within the Labour Law (5/2005) there is a particular reference to volunteering, which allows for unemployed persons to volunteer as an 'integrational activity'.	
Slovenia	There is no national policy/programme specifically devoted to volunteers and volunteering. However, the National Programme of Social Security 2006-2010 includes several actions dedicated to the promotion of volunteering	The Slovene Philanthropy runs various programme activities for developing volunteering in Slovenia. They also established a volunteer portal. National Youth Council of Slovenia has established an Award for the Volunteer of the Year.
Spain	Annual National Congress of Volunteering International Day of Volunteers.	Some autonomous Communities have also developed their own regional plans for volunteering, which develop and adapt the lines of the national plan according to their own regional needs. At local level the city councils develop their own plans on volunteering, which follow the frameworks of regional plans.
Sweden	Government support has been allocated to specific projects, such as a project to develop methods for the recognition of non-formal learning within the youth NGOs.	Regions and municipalities in Sweden develop their own policies and programmes. Regional volunteer centres (run either by municipalities or by large voluntary organisations) also stimulate volunteering at regional and local level.
UK	The Millennium Volunteers programme in Northern Ireland, Wales and Scotland. In England the Millennium Volunteers (MV) has been replaced by 'Vinvolved', and is tasked with reaching a target of one million new volunteers by 2010.	Across the UK, there are excellent examples of programmes and initiatives being implemented at regional and local level. For example the North West Network has launched a number of projects designed to support the voluntary and community sector across the North West. Projects include designing programmes for coaching for volunteer managers, a project focusing on self assessment manuals for organisations that involve volunteers. Linked to the North West Network is Oldham Council (local authority). Oldham Council has introduced a number of initiatives designed at promoting volunteering and supporting individuals to participate in volunteering and support for those responsible for managing volunteering.

3.3 Regulatory framework for volunteering

3.3.1 General legal framework

In presenting the regulatory framework for volunteering it is important to note that there is no uniform way of regulating volunteering, primarily because of the diverse nature of volunteering together with the complexity and diversity of the voluntary sector across Member States.

By way of categorising the regulatory framework for volunteering, three key distinctions can be made between Member States. That is:

- Member States where a legal framework specifically relating to volunteering is in place (Belgium, Cyprus, Czech Republic, Hungary, Italy, Latvia, Luxembourg, Malta, Poland, Portugal, Romania and Spain);
- Member States that do not have a legal framework but where volunteering is regulated by or implicit within other existing general laws (Austria, Denmark, Estonia, Finland, France, Germany, Greece, Ireland, Lithuania, Netherlands, Slovakia, Sweden and the UK); and
- Member States who are in the process of developing a legal framework for volunteering (Bulgaria and Slovenia).

The table below provides an overview the legal framework across Member States.

It should be noted that even within these three broad categories, comparisons are difficult to make given that the legal framework adopted by each Member State differ widely in terms of its application to volunteering, the voluntary sector and volunteers themselves.

Table 3-17 Summary of the legal framework across Member States

	Genera legal framework	Individual legal status
Austria	Implicit in other Laws	No
Belgium	The Law on Volunteering	Yes
Bulgaria	New law currently being drafted	No
Cyprus	Pan Cyprian Volunteerism Coordinative Council Law	Yes
Czech Republic	The Czech Law on Voluntary Service	Yes
Denmark	Implicit in other Laws	No
Estonia	Implicit in other Laws	No
Finland	Implicit in other Laws	No
France	Implicit in other Laws	No
Germany	Implicit in other Laws	No
Greece	Implicit in other Laws	No
Hungary	Act LXXXVIII of 2005	Yes
Ireland	Implicit in other Laws – Charities Act forthcoming	No
Italy	Law 266/91 - Framework law for Volunteering; Law 460/97, Onlus Law for Voluntary Organisations	No
Latvia	Law on Associations and Foundations (2003)	N/A
Lithuania	Implicit in other Laws	No
Luxembourg	1928 Law on non-lucrative profit associations (ASBL); 2007 Law on the Youth Voluntary Service.	No
Malta	2007 Voluntary Organisations Act	No

Netherlands	Implicit in other Laws	No
Poland	2004 Law on Public Benefit Activity and Volunteering	Yes
Portugal	1998 Portuguese Law On Volunteerism in addition to other laws on volunteering	Yes
Romania	The Law on Volunteering (No. 95/2001) modified 2006	Yes
Slovakia	Implicit in other Laws	No
Slovenia	Implicit in other Laws - though a draft Law on volunteering has been in place since 2004 and it is expected to be passed in 2010.	No
Spain	Law No. 6/1996 on Volunteering	Yes
Sweden	Implicit in other Laws	No
UK	Implicit in other Laws	No

Countries where a legal framework is in place

A number of countries have in a place a legal framework to regulate volunteering, however the scope of regulation and the specific aspects of volunteering it regulates naturally vary across Member States and are influenced by the social, economic and political make up of the country. It is interesting to note that most legislative frameworks were adopted after 2001.

As set out in Table 3.17 above Belgium, Cyprus, the Czech Republic, Hungary, Italy, Latvia, Luxembourg, Malta, Poland, Portugal, Romania and Spain have specifically adopted laws on volunteering however the extent to which they apply to volunteers, voluntary organisations and the voluntary sector also differ. Though their focus differs, the laws are presented as the main legal framework for regulating volunteering in the respective countries. Despite legal frameworks being in place, there is limited information available to determine the extent to which the legal framework has made any positive impact on volunteering both from the perspective of the individual or the voluntary organisation. The commentary that follows demonstrates that there appears to be different policy drivers behind the adoption of legal frameworks from one country to another. The discussion also highlights that despite a legal framework being in place, the policy goals and objectives the legislation tries to achieve is not always clear. This raises much broader questions about the purpose and benefit of legislating aspects of volunteering.

In addition to the main law on volunteering, countries such as Luxembourg, Romania and Portugal have more than one law regulating volunteering. Similarly, in addition to the main law at national level, Italy and Spain have also adopted a regional approach to volunteering. In Italy the regional approach is used to manage and control funding allocations in relation to the delivery of certain services. In Spain the national law was introduced as a way of bringing together the volunteering laws of 14 Autonomous Communities and limits the scope of its application to national or supra-autonomous level. As the Spanish Autonomous Communities have regulatory powers, support and promotion of volunteering is not an activity exclusive to the central authorities.

It is also interesting to note that though legal frameworks are in place, the narrow focus of the legislation means that volunteering can and does take place outside the legal framework – this has been the case in Spain for example. In Hungary, whilst the 2005 Act requires NGOs working for public benefit to be registered under the law as host organisations and only in case they wish to make use of allowances (awarded to volunteers free of tax), the law allows every organisation to work with volunteers and recognises that there are other forms of voluntary activities.

Using laws to provide clarification and definitions

There is an important discussion about the purpose of a legal framework and the different goals pursued through legislation. In some Member States the legal framework is used primarily to clarify the legal status and legal definition of volunteering in order to protect and support volunteers. The extent to which laws provide clarification and legal definitions on volunteers, volunteering and voluntary organisations varies. It is interesting to note that not all countries who have a general legal framework in place define the legal status of volunteers. Here the clarification on status and definitions becomes especially important when making the distinction between volunteering and paid employment. This is illustrated by the case of Hungary. Until 2005 there was no law governing volunteering in Hungary and volunteers had no formal rights as such. Organisations that hosted full-time volunteers were considered 'employers' and had to pay taxes on lodging, board and pocket-money awarded to volunteers.

Some laws define voluntary organisation and go further to define more broadly activities in the voluntary sector. For example, the Pan Cyprian Volunteerism Coordinative Council Law provides legal definitions for volunteers, non-profit activity and voluntary organisations as well as provides for the establishment and maintenance of District Volunteerism Coordinative Councils and the Volunteer Centre. Similarly the law in Romania includes a definition of volunteering and establishes a legal framework for voluntary activity.

Clarifying the relationship between the state and the voluntary sector

There is an important debate about the relationship between the state and the voluntary sector and the way in which the state uses regulation to manage and control voluntary activity, largely through state led policies and state funded programmes. The Law in Cyprus has been used as one way of controlling and regulating the work of voluntary organisations and the activities they engage in, although it should be noted that this in part has been introduced to address unscrupulous fundraising practice in the past. In Italy the national law is used as a way to bring together the regional approach and to provide a legislative framework to determine the relationship between public authorities and voluntary organisations. Similarly, the Law on Public Benefit Activity and Volunteering in Poland regulates the relationship between the public sector and the third sector. As will be discussed later in the report, even in countries where there is no legal framework for volunteering, the relationship between the state and the voluntary sector is very much influenced and determined by and where state funds are used to manage and control volunteering and voluntary organisations (see Section 3.4.1 on funding).

Some countries use their law on volunteering not only to regulate volunteering but as a way to channel funding through accrediting voluntary activity that reflects the government's wider policy goals and objectives in public services/community cohesion. In the Czech Republic for example, the state channels funding to state approved voluntary activity only. Similarly, The Spanish Act on Voluntary Work (1996) requires that voluntary activities need to be of general interest in social welfare, civic affairs, education, culture, sport, health care, economic development, environmental protection or the promotion of civil society and volunteerism. A similar pattern can be observed in Portugal under the 1998 law and in Hungary under the 2005 law.

Regulating aspects of volunteering

Some laws specifically regulate a variety of different aspects of volunteering. These include rules and regulations on pensions, subsidies, state benefits, reimbursement of expenses made by volunteers and the liability of volunteers and insurance obligations for example. The Law in Romania defines regulatory aspects relating to the volunteer agreement or contract, rights and obligations; the termination of a contract; the reimbursement of expenses; and the social protection of volunteers and foreign volunteers in Romania. These are discussed in more detail below.

Regulating voluntary organisations

Some laws are used to regulate the position and role of voluntary organisations. In Poland the Law on Benefit Activity and Volunteerism defines the status criteria for Polish NGOs and provides a procedural framework for NGO cooperation with public authorities. In addition it introduces a version of the '1% mechanism' which means every citizen has a right to donate 1% of its income tax to a selected NGO. Finally, it sets specific provisions related to voluntary activities and represents a strong foundation for the development of volunteering in Poland. In addition the Law in Portugal provides a framework that describes the organisations legally allowed to recruit and coordinate volunteers; the procedure for the issuing of volunteer identification cards; the conditions and procedures necessary to ensure that volunteers are covered under the volunteer social insurance framework. Furthermore, it describes the organisation's responsibility to pay for corresponding social security contributions and to protect the volunteer under an obligatory collective insurance.

Shortcomings in the existing legal framework

Though a legal framework is in place, evidence points to some difficulties in their implementation. This is linked to the point made above and the uncertainty around the extent to which a legal framework has had a positive impact and to some extent where policy goals pursed through legislation create barriers for volunteering.

For example, in Romania the 2001 law stated that voluntary work could only be carried out on the basis of a written contract between the volunteer and the host organisation. It has been argued that the mandatory character of a contract could act as a barrier to volunteering, particularly for those participating in short episodes of volunteering. The mandatory character of the contract also raises contentious issues pertaining to the relationship between an employee and a volunteer. This law has since been modified and the use of a volunteering contract is now left to the discretion of the two parties (volunteer and beneficiary). In Hungary the law also imposes relatively constraining obligations in terms of administration. This is further discussed in Section 3.8.1 on Challenges.

Countries where there is no legal framework in place

There is no specific legal framework on volunteering in many Member States; rather volunteers, volunteering and voluntary organisations are implicit within and regulated by a number of general laws. Where there is no specific legislation that explicitly refers to volunteering, general areas of law that apply to all citizens tend to cover volunteers, though some gaps exists and the specific application to volunteers remains unclear in many Member States. General areas of law typically include employment, residency and mobility, social and health benefits however it should be noted that the type of laws pertaining to volunteering in general varies considerably across Member States. In France various provisions scattered among different pieces of legislation give certain rights to *bénévoles* in relation to their activity or status (e.g. unemployed people, pensioners etc.).

In some countries though there is no specific legal framework, a law that focuses on young people sets out a definition of youth volunteering. For example the Youth Law in Latvia places a requirement on the state and local governments, amongst other things, to promote non-formal education, volunteering and to engage young people in community activity.

It is difficult to draw general conclusions as to why there is no legal framework in place for volunteering in some countries but undoubtedly tradition and history of volunteering play a role here. Interestingly in Sweden it has been important up to now not to regulate voluntary organisations and any attempt to formalise volunteering in law has always been abandoned. This is because in part the independence and autonomy of the sector are considered a priority. Although the question of adopting legislation for non-profit associations has been raised several times in Parliament, there has been limited support.

The right for every person to create and participate in any form of association is a constitutional right as is the right to establish a club or society and to participate in clubs and societies is guaranteed. Similarly in France (*bénévoles*) the absence of a legal framework is generally supported by the associated sector, as it reflects the nature of *bénévolat*, based on the free engagement individuals.

Shortcomings in the absence of a legal framework for volunteering

In the absence of a legal framework for volunteering, the implications for both the volunteer and the voluntary organisation are unclear; however not all approaches to regulating aspects of volunteering in other laws have been received favourably. The research evidence points to some examples of problems encountered between paid staff members and volunteers, typically in relation to task allocation. This has been highlighted as a particular issue for Greece in the absence of a clear legal and regulatory framework – additional implications of which are discussed throughout.

It is also interesting to note that volunteering has been used as a way to actively engage and regulate the unemployed. Here volunteering is defined as an activity for unemployed people and is used as one way to engage people in civil society through 'activation work'. In the absence of a legal framework for volunteering, questions have been raised in relation to which 'activation work' can be defined as volunteering.

In addition, many countries report an increased legislative burden as they must comply with a wide range of legal requirements that intentionally or unintentionally has impacted on volunteering. Examples include environmental legislation and health and safety legislation with the most notable example being the introduction of the vetting and barring system in a number of countries, particularly the UK and Ireland.

Countries in the process of developing a legal framework

The research evidence shows that the legal framework for volunteering in a small number of countries is currently being developed or is in the process of reform. This includes Austria, Bulgaria, Ireland, Greece and Slovenia. The main reasons associated with developing or reforming existing legislation is primarily to provide a legal status for volunteers and to regulate voluntary organisations. The forthcoming Charities Act in Ireland is expected to provide a legal framework for voluntary organisations and regulate the environment. Although a law on volunteering has been in place in Slovenia since 2004, it is interesting to note that to date, this law has not been implemented.

Self regulation

Within the context of a general legal framework for volunteering, the extent to which self regulation takes place, how (for example through charters, code of conducts, ethical practice or good practice) it takes places and at what level it takes place varies considerably. For example where self regulation is in place, sometimes this occurs at a national level, whilst in many cases this is initiated at organisational level.

Self regulation at a national level

There is an important debate concerning the term 'self-regulation' and what is actually meant and understood as 'self-regulation'. Where self-regulation does exist at a national level (in the case of Estonia, Ireland, Lithuania, Slovenia, Netherlands and the UK), it is not clear how effective its implementation is in practice or how widely it is used and respected – here the UK presents an interesting example of this. The UK Compact (a framework for partnership working between Government and the voluntary and community sector) is underpinned by five supplementary codes of practice, one of which is the Volunteering Compact Code of Good Practice. In May 2009 a review on the relevance of the Compact Code of Good Practice reported that the implementation of the Code requires a concerted

and consistent act of political will for there to be any real impact. Similarly in Romania the NGO Code of Conduct was launched and adopted by the National Volunteer Centre however there is little information regarding the success of its implementation. This in part reflects the fragmented and competitive nature of the voluntary sector in Romania and the difficulty associated with devising a Code of Conduct at national level.

In the case of Ireland however the Charter for Volunteering though not legally binding is well received and incidentally is largely perceived as being more favourable than imposing a regulatory framework. In the Netherlands a Quality award is available as a quality tool for voluntary organisations since 2005 and in Estonia, the code of ethics for NGOs has been developed and earlier this year a code of conduct for volunteers. In a similar manner, in 2006, cooperation between various voluntary organisations in Slovenia resulted in the development of a Volunteering Ethics Code, which contains basic guidelines and minimum standards that volunteers and their organisations are encouraged to comply with. Amongst others, the Code specifies that volunteers have the right to be informed about their work and voluntary organisation; to get the support and acknowledgement of their work; to have expenses reimbursed; and to benefit from insurance. As of 27 October 2009, 360 organisations out of more than 600 which are included in the volunteering network had signed the Code of Ethics.

Self regulation at organisational level

In a large number of countries self regulation typically occurs at *organisational* level. This is the case for Belgium, Bulgaria, France, Luxembourg and Spain. At an organisational level self-regulation also takes the form of charters and codes of conducts though it is interesting to note that the extent to which they define the rights and obligations of the volunteer and the organisation vary. In France the *Conventions* promoted by that National Volunteer Centre, require for instance that the volunteer must be insured by the association. Another rule is that the volunteer can choose not to have his/her expenses reimbursed, but only if this is purely his/her own choice.

Where self-regulation has been implemented at *organisational* level, there is some evidence to highlight the impact of such an approach. For example the Volunteer Centre in Poland recently adapted an 'Ethical Card of a Volunteer' that has since been taken up and used widely by other organisations across Poland.

3.3.2 Legal framework for individual volunteers

Legal status of volunteers

Table 3.17 above shows that in only eight countries volunteers have a legal status. This is the case in Belgium, Cyprus, Czech Republic, Hungary, Poland, Portugal, Romania and Spain. Though volunteers are allocated a legal status the legal provisions that apply to them vary across Member States.

In most cases the volunteer is awarded a specific status where the law sets out the rights and responsibilities of the volunteer. In most cases the legal status of a volunteer is reinforced in an agreement between the volunteer and the host organisation and sets out the conditions of the volunteering arrangement (nature and duration).

The legal status of the volunteer is used to define and make clear a range of aspects relating to volunteering. Importantly, the legal status is used to clarify the distinction between a volunteer and a paid member of staff, though the evidence points to this particular area being relatively complex in many Member States. The legal status for volunteers is also used as the basis for defining arrangements for welfare benefits and clarifying arrangements for the reimbursement of expenses, the arrangements for tax benefits, health and safety together with insurance and protection, receiving training and

accreditation for the skills the volunteer has acquired. In Portugal the legal framework for volunteer provides for a formal identification card as a volunteer.

In approximately half of all Member States there is no legal framework in place for volunteers and therefore no specified legal provisions on their rights and responsibilities.

Though there is no legal status for volunteers in a number of countries, volunteers are subject to the same rules as people in paid employment. As mentioned in the introductory section of the legal framework this typically applies to general laws (e.g. employment law) that are in most cases extended to volunteers. This is the case for Austria, Denmark, Germany, Ireland, Italy, the Netherlands and the UK. In the case of the UK it should be noted that volunteers are not always covered by the same protections as paid staff. This means that, in theory, volunteers can be discriminated against or unfairly dismissed with impunity. However, in some cases 'volunteers' have claimed their status is that of worker or employee. The central issue here is whether or not there is a contract between the organisation and its volunteers; and if so, what the consequences of this are.

In the case of France there is no legal status for *bénévoles* but provisions granting rights to volunteers in view of their activities or main status (currently employed, unemployed, retired) are evident in other laws. *Volontariat* is regulated in a number of specific legal provisions. Each law provides for the conditions of this specific type of volunteering, the associations or organisations concerned, which individuals can be volunteers and the conditions of their duties.

In Malta, there is no specific legal framework for individual volunteers as the Voluntary Organisations Act does not pay particular attention to volunteers. Although the Act addresses the institutions responsible for volunteering and voluntary organisations in general, there is no reference to volunteer as individuals other than a definition of the term 'volunteer'. The Act defines a volunteer as 'a person who provides unremunerated services through or for a voluntary organisation'.

Restrictions in place

In a number of countries individuals are free to volunteer regardless of their employment status without it affecting their unemployment benefits. This is typically the case in Cyprus, the Czech Republic, German, Greece, Estonia, Spain, Italy, Malta, the Netherlands, Poland and Romania. However the situation is quite different in many other countries where certain restrictions apply. Quite often the restrictions are associated either with the number of hours a volunteer can volunteer without it impacting on their benefits or the nature of the volunteer work that is considered to be paid employment. Primarily, restrictions are enforced through the requirement of volunteers to notify the state of their involvement in volunteering. In practice however, there are cases of those that are unemployed and have volunteered on a long-term basis, losing entitlement to unemployment benefits (or receiving a cut in unemployment benefits) – this is anecdotal evidence of this happening in Ireland.

Those who are unemployed and in receipt of unemployment welfare benefits are permitted to volunteer in the case of Belgium, Denmark, Finland, France, Ireland and the UK provided certain conditions are met. They typically include conditions that the voluntary activity should not replace a paid job, that the volunteer must show that they are still actively seeking employment and therefore available to start work and that the state is notified.

It is interesting to note the differences in the number of hours individuals are permitted to volunteer before it impacts on welfare benefits. In Sweden people who volunteer must ensure they are available to work three hours per day, or on average 17 hours per week. In Belgium the number of hours a person who is unemployed is permitted to volunteer depends on the age of the individual. For example, people under the age of 55 are not allowed to volunteer more than 28 hours a week.

Interestingly in Denmark a volunteer who is in receipt of benefits in only permitted to carry out a maximum of four hours a week of voluntary unpaid work, i.e. work that could have been offered as paid work in the labour market, without any deductions in benefits as long as he/she is still actively seeking and available for work. Similarly, a person receiving social assistance is obliged to inform the local authority about his/her wish to perform voluntary work. The local authority decides if the nature and extent of the voluntary work is compatible with the volunteer's obligation to actively seek and be available for work, and if the local authority decides that this is not the case deduction in or loss of entitlement to social assistance may occur. Though individuals in the Netherlands are permitted to volunteer, existing legislation means that a person in receipt of subsistence benefits must dedicate their time to job hunting therefore volunteering is only permitted outside working hours, i.e. evenings and weekends.

Whilst most restrictions are related to the risk of losing employment benefits, in other countries people who volunteer may lose other benefits, such as incapacity benefits. For example, in Sweden, individuals in receipt of social insurance benefits (e.g. long-term sick) may lose their benefits if the voluntary activity is considered to be equal in effort to paid employment. However since long-term/full-time volunteering is uncommon in Sweden, this currently does not present a significant issue. Furthermore, providing a number of conditions are met, such as maintaining the number of voluntary hours contributed below one eighth of normal working hours, it is still possible for such individuals to carry out voluntary work. This policy tends to impact on disabled individuals who wish to take on a board position.

Conversely, in Belgium disabled people who volunteer and receive benefits from the Social Security Federal Service can undertake voluntary work without any restriction. In Ireland people with disabilities may also engage in certain forms of voluntary work without losing entitlement to any disability social welfare payment they may receive. In the case of the UK, individuals in receipt of long-term sickness or incapacity benefits, may volunteer without restriction however the volunteer will need to reassure the Benefits Agency that the work they will be doing as a volunteer is not the same as that for which they have been declared unfit. There is no limitation on the amount of time the person may spend volunteering.

Another type of requirement in place for people to be able to volunteer is the vetting and barring system in place in the UK and Ireland. A key development in recent years has been the introduction of the Criminal Records Bureau (CRB) in the UK. The CRB provides access to criminal record and other relevant information to organisations in England and Wales with the aim of helping organisations make more informed decisions when recruiting people (this includes volunteers) to work with children and vulnerable adults. Plans are currently underway to centralise the vetting system where potential employees and volunteers will be assessed using data from criminal convictions, cautions, police intelligence and other appropriate sources. Individuals who want to volunteer with children or vulnerable adults will need to undergo the vetting procedure. It is proposed that there are no application fees for volunteers. A similar vetting and barring scheme has been introduced in Ireland. These schemes have been relatively controversial in the UK where concerns have been made that the scheme will lead to more paperwork, less trust, less volunteering and greater social isolation. Concerns have also been noted that the vetting system may place an onerous duty on small volunteer-involving organisations if they fail to make appropriate checks. Concerns about the implementation of this policy is coupled with the fact definitions for 'volunteering' or 'volunteers' are not clear that may add to further confusion and ambiguity.

Support schemes to encourage individuals to volunteer and other incentives

In many countries support schemes together with some incentives are in place to encourage individuals to volunteer. It is interesting to note the variations in the type of support schemes and incentives different Member States offer to encourage individuals to

volunteer, these are typically associated with health and safety and insurance cover that is discussed later in the report. Interesting examples to note include France and Luxembourg. In France the main incentive set up by the government is the recognition of the volunteer engagement through the validation of their experience leading to the award of a qualification. Furthermore in the framework of the law on the reduction of the French Working Week (RTT), hours worked can be accumulated to allow employees days off to engage in voluntary activities within non-profit associations. There are also several provisions that allow employees to participate in training associated with their volunteering that may be financed via official company training programmes or via individual employees time-off, holiday or training.

In Luxembourg young volunteers benefit from a number of advantages such as price reduction on cinema tickets, travel, beauty treatments, restaurants and shopping in a selected number of stores. It is currently being debated whether a similar card should also be created for adults engaging in activities of *bénévolat*. Similarly in Spain financial support measures are provided directly to volunteers in the form of price reductions for public transport and cultural museums and events. In terms of incentives, each year in the National Congress of Volunteering an award, as a way of public recognition, is given to a volunteer and to an organisation.

As will be discussed in Section 3.6 on education and training, many countries are exploring ways to encourage people to volunteer through the education system. For example in Denmark, it has been proposed that young people between 16-19 years old participate in a placement at a voluntary organisation. In Romania a volunteer can obtain a certificate from the voluntary organisation attesting to the skills acquired by volunteers.

It is also interesting to note that in Malta civil servants are eligible to volunteer for an NGO for a period of one year, with the possibility of renewal.

Expenses and reimbursement

In most countries the intention is that the reimbursement of expenses incurred by the individual are refunded by the organisation. In practice the evidence points to examples in some countries where many organisations do not (and cannot) reimburse their volunteers – this is particularly problematic for smaller voluntary organisations.

In the UK, the Helping Out research reports that 25% of volunteers were discouraged from volunteering because they were concerned about being out of pocket. Over half of volunteers said that they had not incurred any expenses from their volunteering. However among those who had, more than three-quarters said their expenses had not been reimbursed.

A National Survey carried out in Germany in 2004 shows that only 24% of volunteers made regular use of reimbursement options for the expenses they incurred in the context of their volunteering, while 23% made no use of reimbursement options at all. Research carried out in Latvia indicates although many voluntary organisations in Latvia cover the expenses of their volunteers, many do not. This is related to the ambiguity of the status of the volunteer as in Latvia a volunteer would require signing a contract which in turn would subject them to employment laws and minimum wage rules. Similarly, in Estonia voluntary organisations wishing to cover costs incurred by the volunteer are required to prepare a legal contract where all payments are then subject to taxation.

In many countries costs related to volunteering are reimbursed at the discretion of the organisation. This applies to Belgium, Bulgaria, Finland, France, Italy, Lithuania, Poland and Romania where many voluntary organisations have their own policies in place for the reimbursement of expenses. In some cases, it is good practice for the volunteer engaging organisation to cover costs, reimburse expenses and cover the cost of insurance. The extent to which costs are covered by Member States varies significantly – some include

travel, meals, accommodation, insurance, clothing, special equipment, basic allowances. For example in France subsistence expenses can be covered by the association through a system of lunch vouchers and in the case of the UK, childcare expenses are provided.

The research highlights the importance of organisations to exercise caution when it comes to refunding expenses. Paying expenses, without justification, can be seen in tribunals as the equivalent of paying a salary. It is interesting to note in Finland, some volunteers are given a nominal payment for volunteering, especially sport coaches. This however must be declared as taxable income.

In a minority of countries there are no rules on reimbursement of expenses for individual volunteers. It is therefore not common for voluntary organisations to reimburse volunteers for costs relating to voluntary activities. This applies to Cyprus and Greece.

Tax exemptions for volunteers

The main issue of tax exemption relates to tax exemptions on the reimbursement of expenses. Other than tax exemptions on the reimbursement of expenses, in most countries there are no added tax benefits for volunteers.

The research shows that although every country has their own approach to tax arrangements, in most countries the reimbursement of expenses for volunteers is exempt from taxation. In a small number of countries, certain variations apply. In Germany legislation introduced in 2007 strengthens the taxation framework for volunteering. Persons who volunteer and receive a small allowance for their commitment do not have to pay taxes up to an amount of 500 euro per year. Other tax benefits include an increase in the tax allowance for income from trainer activities from 1,848 to 2,100 euro and membership fees for associations are tax deductable as special expenses.

In Denmark a new rule has been introduced that means voluntary associations can reimburse a volunteer up to a limit of 5,000 DKr (approximately 670 euro) without the volunteer having to submit receipts for the expenses. This raises a subsequent issue about the extent to which expenses are being used as an unofficial wage.

In Portugal, a person's social security and tax status depends on the nature of the activity and his/her relationship with the organisation for which they volunteer. As long as the ‘volunteer’ and ‘volunteer organisation’ relationship is maintained in accordance with the law, no employment relationship will exist between them. Volunteer organisations and volunteers should not therefore be subject to obligatory social security contributions or taxes concerning the reimbursement of out-of-pocket expenses or other subsistence support for volunteers such as pocket money, board and lodging.

In Sweden if the individual is in receipt of an income from the organisation, they can claim a tax deduction on these costs (e.g. travel expenses) in the same way as an employed person can. If they are not in receipt of an income from the voluntary organisation, they are not able to claim a tax deduction on their expenses.

In the UK tax exemptions apply to volunteer drivers, the Inland Revenue sets tax-free mileage rates under the Fixed Profit Car Scheme. This allows organisations to pay drivers a mileage allowance without the need for detailed record-keeping.

Remuneration and rewards

The key and common issue in relation to remuneration and rewards is that considerable care needs to be applied to how and why a volunteer would receive remuneration. It is important to link this discussion back to the legal and or working definition of volunteering which in many cases refers to a person undertaking volunteering without financial gain. However examples of where volunteers receive remuneration exist. For example In Italy the National Voluntary Service remunerates volunteers 433.80 euro net per month.

In most cases where remuneration or rewards are received by individuals, they must be declared and are considered as fully taxable income. In France, with regard to *bénévoles*, the remuneration of volunteer association managers (when below the limit of ¾ of the minimum wage) is to be declared in the category of non-commercial benefits. The remuneration of volunteer managers, when it falls under the specific authorisation for the remuneration of three managers maximum per association, has to be declared and is taxed as income. The introduction of the possible remuneration of volunteers with managerial positions was controversial as some believe that the concept of volunteering and its distinction with paid work has been blurred.

In Germany persons who volunteer and receive a small allowance for their commitment do not have to pay taxes up to an amount of 500 euro per year.

3.3.3 Legal framework for organisations engaging volunteers

Within the legal framework for organisations engaging volunteers there are three key areas to discuss. These include the extent to which organisations are legally obliged to notify details of volunteers to public authorities. A further area to consider in the context of the legal framework for organisations is how organisations are taxed and the extent to which there are any other specific rules that apply to organisations engaging volunteers. The commentary that follows provides a summary of the key findings in relation to each of the three key areas.

Notification of volunteers to public authorities

In many countries there is no legal obligation for organisations to notify the details of volunteers to the public authorities. This is reported to be the case in Cyprus, Czech Republic, Denmark, Estonia, Finland, France (*bénévolat*) Poland, Lithuania and Romania. In the case of Slovenia, if volunteers do not receive any financial reward, there is no legal obligation for voluntary organisations to notify public authorities on the details of a volunteer. In the case when such a reward is granted and volunteers' expenses are reimbursed, NGOs have to submit a special tax form to the tax agency. There is no legal obligation for voluntary organisations in Romania to provide public authorities (i.e. departments for taxation) with the details of each volunteer they have engaged. However, the Law on Volunteering states that voluntary organisations are required to keep a registry of their own volunteers. As yet though there is no public body that formally collects and monitors these records.

In Spain there is no legal obligation for organisations to notify the details of each volunteer to the public authorities or tax office. However, the organisations that receive subsidies must provide inform the number of volunteers in order to verify that their insurance policy is correct and valid.

The situation is however different in other countries. For example in Greece voluntary organisations are obliged to notify the details of each volunteer to the public authorities, namely to the social security institution. There is a need to clarify the status of volunteers so that voluntary organisations do not face problems related to the social insurance of volunteers. Similarly in Ireland individuals claiming unemployment benefit and those in receipt of sickness benefit and disability allowances must inform the relevant department/case worker. Anecdotal evidence suggests there are some difficulties associated with this arrangement as it is carried out on a case by case basis.

It is interesting to note that in the case of Sweden, the organisations must notify the Tax Agency of the salary paid and expenses reimbursed to each volunteer per year.

In France only organisations that host *volontaires* are legally obliged to provide information about their volunteers in terms of annual declarations of social security data, annual reports and volunteer contracts.

How taxation applies to voluntary organisations

Article 132 of the VAT Directive stipulates that Member States shall exempt from VAT certain activities which are in the public interest, like welfare and social security work by charities, or services and goods provided by non-profit-making organisations with the aims of a religious, philanthropic, civic nature etc.

The majority of countries are exempted from paying tax on non-profit activities however in Greece the research evidence points to a lack of clarity regarding the extent to which NGOs are or are not exempted from non-profit activities. The issue is partly related to inconsistencies in the way in which organisations in Greece are defined and characterised as a non-profit legal entity. The research indicates there are no set boundaries as judgements appear to be made at a local level by the associated tax office supervisor.

In terms of voluntary organisations being exempted from paying tax on non-profit activities, the situation is quite different in a small number of other countries. For example in Estonia not-for profit associations and foundations do not have automatic tax exemption. Non-refundable funds, received from foreign donors, in addition to membership and entrance fees for non-profit organisation are tax-exempt and enables them to apply for tax exemption on donations and income from economic activities. The exact requirements for applying for tax-exempt status and deadlines are indicated in the Government Order (of 11 June 1996). Only around 1,500 non-profit organisations are on this list of public benefit organisations. Furthermore, non-profit organisations are not exempted from VAT, but the goods and services, purchased or imported by the organisations through non-refundable foreign aid are tax-exempt. Interestingly, voluntary organisations in Italy enjoy tax exemptions for all activities regardless of whether they generate a profit or not.

In most countries, if voluntary organisations engage in economic activities, they are taxed on profit making activities however in some countries certain exceptions/thresholds exist. For example, in Lithuania where the income of voluntary organisations is less than LTL 1 million, the first LTL 25 000 profit is taxed at 0% and the remaining profit is taxed at 20%. If the income is more than LTL 1 million all profits are taxed at 20%. In Denmark voluntary organisations are exempt from paying VAT on income from commercial activity below 50,000 DKr, and as a result most voluntary organisations are in effect VAT exempt as few have commercial income of such magnitude. In Bulgaria, there is a 10 % tax on the profit from economic activities in Bulgaria. In Greece the income of Civil Non-Profit Companies (AMKE) from profit making activities, after subtracting costs, is taxed at 35%. As for all other NGOs, AMKE's income from sponsorships, donations and membership fees are not subject to income tax.

In Romania various tax exemptions apply to voluntary organisations who are exempted from paying taxes on profit and revenues worth up to 15 000 euro per fiscal year, which have been obtained from commercial activities which are not more than the equivalent of 10% of the total revenues exempted from taxes on profit. It is interesting to note voluntary organisations must pay tax on corporate income generated from activities carried out by non-residents. This means that tax exemptions only apply to Romanian nationals only.

The extent to which exemptions apply to non-profit activities or profit-generating activities is a complex and diverse area. In a distinct number of cases the problem with current legislation is that there is no clear definition of what constitutes non-profit or profit-generating activities and or where some ambiguity falls. In Bulgaria for example concerns have been raised that voluntary organisations could lose its non-profit status due to ambiguities surrounding what is perceived as non-profit or profit-generating activities. For instance, any revenues generated from contracts won through competing or bidding against other competitors are in principle taxable.

In a number of countries, taxation rules for voluntary organisations which are engaged in business activities, such as service delivery, remain unclear. In Finland, a government

Working Group has been established to clarify specific taxation rules. At the moment non-profit organisations do not need to pay corporate income tax, VAT or property tax on their income as long as they are carrying out activities for the public good. This means that income gained through fundraising, donations, membership fees is not taxed. However, if a non-profit organisation is engaged in delivering services on behalf of a public or private organisation, their status changes. In principle, they must pay taxes for such income, although as noted, these taxation rules are unclear at the moment.

Other specific tax rules

There are interesting examples of other specific tax rules to highlight. For example, in Lithuania goods received by NGOs from abroad for charitable purposes are VAT exempt. Similarly, if a Lithuanian private company donates goods to non-profit organisations, these goods are VAT exempt.

In Malta existing subsidies linked to the establishment of a voluntary organisation are directly linked to taxation issues. Voluntary organisations that satisfy the necessary requirements and obtain a certificate of registration can benefit from various measures. One main advantage is the possibility to make public collections and to advertise for donations without the need of a licence from the commissioner of police. In Malta anecdotal evidence also indicates that the tax regime is inconsistently applied. Some organisations are reported as being taxed on gross income, others on net income.

In Slovenia, the Law on Value Added Tax (Official Gazette of RS, no. 117/2006) provides that if the organisations that are managed and run mostly by volunteers are exempted from VAT. Similarly, in Hungary, non-profit organisations are considered as any other economic actor and have the corresponding obligations to pay VAT. In Hungary there are no benefits associated with being a non-profit organisation.

In Greece there are certain tax rules that are reported to affect voluntary organisations negatively. These tax rules concern the 'tax on large real estate inheritance' which is levied on those individuals or entities in possession of large properties or land. It is sometimes the case of some voluntary organisations that they have received large properties as bequests or donations. It is also often the case that the organisations may choose not to take commercial advantage of such properties (e.g. renting them out) but rather keeping them as offices. This is because many lack the cash necessary to be able to pay the high tax levied on such properties.

In Luxemburg voluntary organisations are not subjected to any tax on the revenue of their activities as long as such revenue is automatically reinvested in new activities and infrastructure for the sole purpose of the organisation's mission. However, if such an organisation engaged into profit-making activities in order to increase their available funds, this revenue would be liable to taxes. This is one way of encouraging voluntary organisations to reinvest profits.

3.3.4 Legal framework for profit-making organisations

In a small number of countries a legal framework is in place to encourage private organisations to engage with corporate volunteering, however certain restrictions apply. For example, in the case of Italy, though the legal framework allows employees to volunteer this must be within the context of civil protection.

Though there is no legal provision or specific support schemes for profit-making organisations in most countries, there have been reports in the increase of corporate volunteering. In most countries profit-making organisations present their engagement in volunteering in the context of their approach to corporate social responsibility. The intensity of interest in corporate volunteering varies as does the type of activities that are being used to promote corporate responsibility and these are presented in more detail below. It should

be noted that the evidence refers mainly to profit-making organisations allowing employees to participate in volunteering activity as opposed to profit-making organisations taking on volunteers.

There are some notable examples to highlight where profit-making organisations report positive benefits of engaging in corporate volunteering. For example, in Romania companies benefit from a proportional reduction in their corporate income tax. Interest in corporate volunteering is on the increase and the third sector has launched several programmes focusing on promoting the concept of corporate volunteering and on developing the necessary infrastructure for its effective implementation.

The following paragraphs provide a summary together with examples of how corporate volunteering is being approached in Member States.

Growing interest in corporate volunteering

Large organisations in Cyprus, Estonia, Poland and the UK are typically involved in organised planned corporate volunteering – in both the public and private sectors. Typically volunteering is supported by company specific schemes introduced by voluntary organisations. In the UK, the Employer Volunteer Scheme in England has been introduced across the public and private sector to encourage corporate volunteering. A number of large organisations are participating in the scheme and amongst many include Cadbury's, Centrica, Barclays. There are also some interesting examples of profit-making organisations joining voluntary organisations to promote volunteering, such as the Orange RockCorps initiative discussed under the previous section. As a result of Orange's participation in the initiative aimed at encouraging young people to volunteering for four hours in return for music concert tickets, in 2009 Orange also launched a new volunteering programme for their staff called Orange Community – employees working with local communities throughout the UK and across the globe.

In order to facilitate the participation of volunteers in France the law on Special 'Representation Days Off' for Volunteers was adopted. This law provides the legal framework allowing employees to take up to nine days off per year for representing their associations, which can be divided into half-days. The employer should give these free days but is not obliged to pay the employee for the time he/she is away from their normal employment duties. For these unpaid hours, the associative representative receives a standard grant.

Though there is no legal framework for corporate volunteering in Luxembourg the Social Patronage Institute and the Volunteering Agency are working together to create a legal framework to encourage and facilitate corporate volunteering. It is also worth noting that the government has established the possibility for employees to demand special annual leave in order to participate in voluntary activities. As an increasing number of private organisations are engaging into corporate social responsibility practices, the number of such organisations creating schemes for their employees to engage in voluntary activities is also increasing.

In Malta certain private companies have introduced specific support schemes to support employees wishing to take part in voluntary activities. Some employers facilitate participation by granting employees paid or unpaid special leave, for instance, during youth related national campaigns. In other cases, employees are also allowed to engage in a year/period of voluntary service overseas.

In Belgium the law on Volunteering states that employees can undertake voluntary activities where and when they want, without asking the authorisation of their employers. There are no formalities required. Evidence points to more private companies encouraging employees to undertake voluntary activities during working hours.

In many countries the notion of corporate volunteering is a relatively new concept for profit-making organisations. This is the case in Germany, France, Hungary and Slovenia. Though levels of corporate volunteering are relatively low, Germany reports a number of pilot studies are underway to explore corporate volunteering.

In a number of EU countries including Lithuania and Slovenia, there are no specific support schemes in place for private companies to accept volunteers or to allow employees to participate in volunteering activity. Despite the lack of support schemes in Romania there are positive signs to show that interest in corporate volunteering is increasing.

3.3.5 Insurance and protection of volunteers

No legal obligation to provide insurance

In a large number of countries there is no legal obligation to provide insurance for volunteers. In most cases, the protection of volunteers against risks of accident, illness and third party liability related to their volunteer activity is the responsibility of the organisation. If no insurance is available it is then up to the volunteer to ensure that he/she is covered by insurance. Though it is not a legal requirement for voluntary organisations to provide insurance, in practice almost all voluntary organisations have insurance in place that also covers volunteers. In all cases volunteers are encouraged to check they are appropriately insured and legally protected. In some countries, insurance is not such big issue for many individuals as they are covered by the national health insurance scheme. This is the case in Slovenia and Estonia for example.

In France the law enables organisations engaging volunteers to insure their *bénévoles* against accidents or illness resulting from the voluntary activity since 1993. However this is left to the organisation's initiative. Because associations typically bear the cost of insurance, in practice few associations insure their *bénévoles* due to lack of funds.

Some countries report that there appears to be a number of layers of insurance coverage that is known to create some ambiguity in terms of at whose insurance should be used in the event of an insurance claim. This was reported to be the case in Germany.

It is interesting to note that where appropriate insurance protection does not exist, in some countries the state has a role to play in providing certain insurances for volunteers. For example, in the Czech Republic it is the Ministry of the Interior who covers the cost of insurance and protection of volunteers – it should however be noted that the Ministry will only insure volunteers approved to volunteer in state recognised voluntary activity. Volunteers that fall outside of state approved volunteering receive little if any insurance and protection. In Germany, where insurance coverage does not exist, insurance coverage is covered by special insurances provided by the federal states.

There is however some evidence that small smaller voluntary organisations struggle to provide insurance – concerns were reported by Lithuania and Estonia. In a small number of countries there is there is no legal framework guiding insurance and the protection of volunteers and this is the case in Cyprus and Latvia. As such there are currently no requirements for organisations to provide insurance coverage and as a result volunteers remain uninsured.

Legal obligation to provide insurance

In some countries under the existing legal framework there is a legal obligation for voluntary organisations to provide insurance and protection for volunteers. It should be noted that in many cases, this is still largely at the discretion of the hosting organisation. According to the law on Volunteering in Romania, the host organisation has the responsibility of insuring the volunteer against the risks of accident and illness associated with the voluntary activity. Where a volunteering contract is not signed between the two parties, the reality of the

situation is somewhat different. As discussed above, some voluntary organisations struggle to cover insurance costs and given that there is typically a high turnover of volunteers, many volunteers are not insured in Romania.

In the case of Luxembourg, organisations that have signed an agreement with a Ministry automatically cover their volunteers, whereas organisations that are not bound by any such agreement can decide whether or not to provide insurance. The situation is quite different in the Netherlands where a collective insurance policy scheme was instituted by the government that enables local councils to insure their volunteers for damages caused and incurred at a nominal fee. The fee is nationally funded.

In the UK, volunteers are covered by Section 3 of the 'Health & Safety at Work Act' of 1974. Organisations involving volunteers are required to check whether their Public Liability Insurance policy covers volunteers and any acts which result in a volunteer causing injury or loss to other volunteers or employees. Without this insurance, the organisation or the individual responsible for the negligent act could be held personally liable. An organisation providing advice to the public should also consider professional indemnity (or errors and omissions) insurance to cover themselves and their volunteers in the event of giving incorrect advice.

With regard to personal accident insurance this is not provided by all organisations to their volunteers and there are often exclusions regarding who can be covered, for example age restrictions and what activities are covered. Age limits for personal accident cover on some insurance policies has led some organisations to set upper age limits for many volunteer roles. In many cases, this has been challenged as arbitrary and discriminatory, and indeed recent challenges to insurance companies on this point have lead to some changes.

3.4 Economic dimension of volunteering

This section presents two aspects in relation to the economic dimension of volunteering. First of all, the way voluntary organisations are funded, and the various resources they can rely on to carry out their activities and ensure their survival. Obviously, one of these resources are volunteers themselves, who, by giving their time to these organisations, provide a source of 'private' income. This leads to the second aspect in relation to the economic dimension of volunteering, which is the calculation of the economic value of volunteering. Estimating the economic value of volunteering is crucial as it is one of the key arguments for evidencing the benefits of volunteering overall.

3.4.1 Funding arrangements for volunteering

Levels of financial resources present significant challenges for the majority of volunteer organisations and agencies across the EU. According to statistical data from the European Volunteer Centre in the mid-2000s, the main source of funding for the third sector in Europe is public funds. The emergence and development of volunteer centres in many countries have been also been supported through public grants. In new Member States in particular the financial viability continues to be an essential issue for the development of the non-profit sector. Limited possibilities of volunteer organisations to raise their own revenues, a passive stance of NGOs in fundraising and centralised state financing are some of the factors that keep the non-profit sector dependent on the state. Moreover, in some countries (i.e. Romania and Bulgaria), most volunteer organisations heavily depend on international donors, although the reliance on foreign grants is gradually being reduced due to the EU accession.

In some of the EU countries, however, this trend is starting to change. The state's capacity to fund the social sector has been declining recently in Austria and non-governmental organisations began gradually taking over the provision of some social services. A similar decrease in government subsidies began taking place in Italy. Simultaneously, the proportion of financial resources coming from the private sector has been marked by a steady growth. In addition, membership of the EU opened up new opportunities to receive funding and to start transnational cooperation for several hundred NGOs in Europe.

Funding sources

Information obtained on the national budgets allocated to volunteering was limited in most Member States. Data was available for fifteen countries only, however the data was sometimes incomplete as it related to the budget of one Ministry only, or only provided the amount of funds given to volunteering agencies and not the voluntary sector in general. This was sometimes due to the fact that it is difficult to obtain a breakdown of public funds allocated to the third sector (of which only a certain share would usually relate to volunteering). In many countries Ministries were unable to provide reliable estimates of the share of their budget dedicated to volunteering, or even to the non-profit sector in general.

Estimates on the share of the various sources of funding of voluntary organisations could be obtained in most countries. Based on these estimates it was possible to distinguish (for countries were the information was available) the following categories of Member States:

- Member States where public funding, comprising more than 50 percent of the total income, is clearly the dominant financial resource: this is the case in countries such as Belgium, France, Germany and Poland.
- In at least ten Member States public funding represent between 30 and 50 percent of the financial resources of associations. In Austria, Czech Republic, Denmark, Finland

Hungary, Italy, Latvia, Poland Spain and the UK, the breakdown of resources indicate a 'medium' level of public funding.

- Private funding is the main source of funding for voluntary organisations in at least four countries where public funding represents less than 30 percent of total resources (i.e. characterised by 'low' level of public funding). This is the case in countries such as Bulgaria, Malta, Slovakia and Sweden.

It is important to note that data on public funding in certain countries includes all types of resources coming from public authorities, including subsidies, grants, but also contractual payments, fees for the provision of services etc. When looking at public subsidies only, the level of public support can drop down significantly. In France the share of public funds decreases from 51 % to 34% of the total budget when only subsidies taken into account, excluding fees earned as provision of services and contracts are not. This is an important element to take into account as the general trends indicate that voluntary organisations are increasingly contracted to provide public services in a number of countries. Out of £12 billion of income from statutory sources in the UK, 35% is voluntary income (grants) and 65% is earned income (contracts).

Overall these estimates show a much lower reliance of the non-profit sector on public funding than anticipated, and do not confirm the view that the voluntary sector is highly subsidised by the public sector. Sources of funding are relatively diversified in most countries.

Private funding sources represent a large share of resources of the voluntary sector in a number of countries. In Spain, Sweden, Finland and Portugal, membership fees and privately earned income as the organisations' activities represent nearly half or over half of the organisations' resources. They generally represent a higher share in Sport and Leisure. In the UK, income from individuals represents 38% of income sources, more than statutory sources (36%).

In a minority of countries, donations represent a strikingly high percentage of voluntary organisations' resources. In Malta (almost half of the resources), but also Bulgaria, Latvia and Slovakia, funds from international donors (including the EU) represent a very important source of funding. By contrast, the voluntary sector in the UK received 1.9% of the sector's total income in 2006 from foreign governments and international agencies.

Important difference emerge in terms of **sectors**, with a very clear trend pointing at a strong dependency of the education, health and social services sectors on public funds. This was particularly highlighted in Denmark (for organisations in the education and research area: public funds represent 77.1% of their total income), Belgium, Ireland, Portugal, Sweden (organisations in the welfare sector receive 70-80 percent of their funding from state or municipality funding).

On the other hand, in sectors providing less institutionalised services, funding mainly comes from private sources. Culture, sport and leisure organisations can ask their members for contributions (in the form of cost sharing or fees), while organisations which defend human rights, interests and beliefs (workers' unions, religious organisations, organisations for the defence of human rights, consumer organisations, environmental protection organisations, etc.) are often organisations based on membership. In Spain, culture, sport and recreation and leisure activities are principally financed through membership fees, charges for services provided and private donations.

In other countries, a clear distinction can be made between funds distributed at central level. In France, central government subsidies are highly concentrated on education and research and the health and social sector, while local government money is more widely dispersed: culture and recreation, leisure, development and housing, and sport rely on local

government subsidies or contracts. Similarly, in Poland), the vast part of subsidies is allocated to social welfare at municipal level.

The table below presents the funding sources of the voluntary sector in the Member States and indicates the level of public funding.

Table 3-18 Funding sources of the voluntary sector and level of public funding

	National budget dedicated to volunteering	Funding sources	Level of public funding*
Austria	n/a	More than half of the income of NPOs in Austria is derived from **private sources** (e.g. private giving, membership fees etc.).	medium
Belgium	In 2008, the Flemish Minister of Welfare Public Health and Family has overall allocated 1 million euro to voluntary work.	Resources are drawn primarily from **public sources** (61.8%) and secondly from private sources (36%).	high
Bulgaria	n/a	- **International donors** 40% 53% of organisations cite international donors as their primary source of funding. Economic activities 17% - Membership fees 11% - State budget subsidies 8% - Corporate donors 8% - Bulgarian non-profit organisations 6% - Donations from physical persons 6% - Charity activities 3% - Local budget subsidies 2%	low
Cyprus	In 2007 (latest figures available), grants of total value of 7,972,334 euro(£4,666,000 CYP) were provided to voluntary organisations engaged in the field of welfare.	n/a	n/a
Czech Republic	According to the Government, 264 million euro was allocated to the non-profit sector in 2007, which corresponds to 0.006 % of state expenses.	- 36% of funds come from the state, regional and local authorities (ministries, regions, towns and villages). - Income generated by organisations' own activities: 20%. - Other sources were: business (11%), foundations and foundation funds (10%), individual donors (7%), membership fees (6%), public collections (2%), foreign embassies (2%) and other sources (5%).	medium
Denmark	Total central and local government funding for the voluntary sector in 2003 was 42,164 billion DKr	Sources of income in 2003: - **National and local government grants**: 43.7% - Membership fees and fundraising: 21.2%. - Value of goods and services produced: 28.5%. - Interest payments and capital transfers (donations and bequests): 6.7%	medium
Estonia	EEK 693 (EUR 44.3 million) in 2007	Funded from a variety of sources, including membership fees, public sector appropriations, grants, project grants (financed by local and international foundations), payments for products and services, and donations from private persons and businesses. Indirect assistance comes in the form of tax allowances, in-kind contributions and voluntary work. Membership and joining fees are the most important source of funding, followed by local authorities.	n/a
Finland	The total turnover of the voluntary sector some EUR 5 Billion, of which approximately 32% (EUR 1.6 Billion) is from public sources. Most of the public funding comes from the gaming industry.	Usually three funding sources: own funding (e.g. membership fees, fundraising), donations and public funding. Voluntary youth organisations are funded by state and grant subsidies (28%), public grant including EU funds, foundations other ministries (19%), private sources such as membership fees, donations and fundraising (53%)	medium

	National budget dedicated to volunteering	Funding sources	Level of public funding*
France	Public sector funding, comprising 51% percent of the total income, are the dominant financial resource, allocated primarily by the communes. Public funding includes all types of public financing, i.e. subsidies, contractual payments, provision of services. Public subsidies represent 34% of the total budget.	**Public funding 50.7%** *of which public subsidies 34%* **Private funding 49.3%** *Income generated through activities 32%* *Membership fees12%* *Donations and sponsors 5%* Membership fees represent the unique source of funding for many associations. It represents 26% of the resources of associations relying entirely on volunteers (against 12% on average, for all types of associations).	high
Germany	Information is only available for some civic services. In 2007 the federal government supported both services with approximately 19 million euro, which was an increase with one million euro compared to previous years.	Generally, funding is obtained from a mix of the following sources: - Funding within public employment measures 31% - Funding from municipalities 26% - 'Other funding' 24% - Funding from the German regions 19% - Funding from foundations 5% - Donations 5% - Membership fees 4% - Funding from lottery agencies 2% - Corporate Sponsorship 1% - Provision of services, fees 1%	high
Greece	n/a	n/a	n/a
Hungary	Total national funding for the non-profit sector amounted to nearly 1.6 billion euro in 2007. Funding for volunteering estimated to be around 25 million euro per year.	In 2007, 35% of the total sector income came from **state or local grants**.	medium
Ireland	This year (2009), 2.8 million euro of the national budget has been allocated to support the volunteering infrastructure.	n/a	n/a
Italy	Through the National Fund for Social Policies, the Ministry of Labour, Health and Social policies annually allocates between 1.9 and 2.5 million euro to volunteering. Every region has a Special Fund and it is managed by a controlling body	- Voluntary organisations receiving funds only from the private sector –29.8% in 2003; - **Voluntary organisations receiving funds mainly from the private sector - 35.1%** - Voluntary organisations receiving funds mainly from the public sector –29.9% - Voluntary organisations receiving funds only from the public sector – 5.2% in 2003.	medium
Latvia	n/a	Volunteering in Latvia has been supported by **foreign foundations**. Social Integration Fund established by Latvian government and local authorities is one further source of funding.	n/a
Lithuania	n/a	2008 data shows that the most important source of income in the third sector is the state, from the **funds of the national budget**; National budget 30.4 Membership fees 5.7 Charity and donations 27.7 Other sources (sales, provision of services, rent income, financial investments) 9.8 Income (including membership fees from legal persons) 26.4	medium
Luxembourg	Promotion of volunteering (training, documents, awareness raising, coordination, projects) 23,647 State contribution to bodies providing services for voluntary initiatives 7,842,535	n/a	n/a

	National budget dedicated to volunteering	Funding sources	Level of public funding*
Malta	n/a	**Donations** account for 44 % of total income. Services provided by the NGOs generated 22% of the total income. This was followed by government subsidies and international grants (19%), other income (14%) and membership fees (2%)	low
Netherlands	In the Netherlands voluntary work is mainly the responsibility of local governments. However, the Ministry of Health, Welfare and Sport has a coordinating role in voluntary work policy and provides annual support through various funds.	Main funding provided to voluntary centres and local support points through the **municipalities**.	n/a
Poland	n/a	According to the recent research, 68.4% of financial resources of NGOs during budget year 2006 were provided by of **community councils.**	high
Portugal	n/a	**Earned income (fees and sales)** is the dominant source of civil society revenue. - Earned income. Nearly half (48 percent) of all civil society sector revenue in Portugal comes from service fees and sales - Government support and contracts account for another 40 percent of civil society sector revenue. - Private philanthropy. Only 12% of total civil society organisation income comes from private philanthropy.	Medium
Romania	Public funds available from the EU, the Ministry of Youth and Sports and the Ministry of Finance.	n/a	n/a
Slovakia	n/a	Main sources are funding for volunteering is through **EU funds and international grants**. State support is said to be limited and dependent on particular government.	low
Slovenia	The only data available relates to national budget allocated to NGOs, which amounts to 150 million euro at the national and local level.	n/a	n/a
Spain	n/a	The main sources of funding are - **membership fees and income for services** (49%), - subsidies from the national, autonomous and local administrations (32%) - donations (19%).	medium
Sweden	In 2009, 7.7 billion SEK has been allocated to voluntary organisations as core funding, funding of operations and project funding to voluntary organisations. Public sector funds come from state grants, local and regional governments, lotteries and other games.	Public sector funds account for only 29% of voluntary sector organisations' total finances. Over half of funding (62%) comes from **membership fees and the organisations' own income-generating activities** such as lotteries etc. 9% of funding comes from donations from private companies or persons	low
UK	Income from statutory sources totalled £12 billion in 2006/07. This includes resources from UK central, local and devolved administrations, international bodies, overseas governments and the National Lottery distributors. Of this £12 billion, £4.2 billion was voluntary income (grants) and £7.8 billion was earned income (contracts).	- Statutory sources (including National Lottery) 36% *of which contracts (65%) and grants (35%)* - **Individuals** 38% - Internally generated 11% - Voluntary sector 10% - Privates sector 5% The level of government funding varies by local authority, from 7% of voluntary organisations receiving state funding through to 76% receiving state funding.	medium

* Level of public funding (as a share of other sources): High (50% or above) /Medium (30-50%) / Low (less than 30%)

Trends

In terms of allocation of resources and sources of funding, the following trends can be observed:

- **Increase in the level of public funding**: this seems to be the case in Hungary (share of public funding has increased from 28% in 2000 to 35% in 2007); Luxembourg; the Netherlands (since 2000 the available budget for volunteering and community care increased from 7.6 million euro to 32 million euro in 2007); Poland (funds transferred by community councils to NGOs in 2008 were 57% higher than in 2003.); Slovenia and the UK (income from statutory sources has increased year-on-year since 2000). In Poland the increase of public funds (national and international) is largely related to the availability of EU funds.
- **Public service delivery is increasingly driving the funding environment for the voluntary sector:** an increasing number of voluntary organisations are contracted by public authorities (mostly at local level) to provide services. In at least 13 countries (Belgium, Bulgaria, France, Denmark, Estonia, Finland, Hungary, Italy, Poland, Romania, Slovenia, Spain and the UK) a trend towards increasing commissioning of the provision of public services to non-profit organisations can be noticed. Public service delivery has driven the funding environment in the current decade in the UK and has increased the volume of funding to the voluntary sector. In the context of the budgetary constraints facing the public sector, many local governments started to include non-profit organisations in the provision of social services in France. In countries such as Italy this increase is a direct consequence of the decentralisation in the areas of health and social assistance whereby regions are responsible for policy-making as well as programming and implementation of social projects. In New Member States, the increase may also be due to the clearer legal context in which the non-governmental providers of social services currently operate.
- **Contracts are becoming a more important mechanism for the transfer of resources**, reflecting the change in the type of funding relationship between the state and the voluntary sector. The move from the 'grant aid culture' to more formalised, contractual financial relationships with government funders is a direct consequence of the above trend. Therefore, if, as noted above, the level of public funding seems to be increasing in many countries, this funding is more likely to be in the form of contracts for the provision of services rather than grants or subsidies. As a consequence there will be a much greater emphasis on earned income as part of the funding mix of the voluntary sector in the future.
- Trends towards increasing **decentralisation** in the management and distribution of funds: municipalities and actors at local level are increasingly responsible for distributing the funds (for instance in France, the Netherlands and Poland). In Spain, over the past years, the financial assistance provided to voluntary organisations by regional and local governments has increased. In the UK, under half of the statutory income of voluntary organisations comes from local authorities but this share is likely to increase as the main political parties are committed to devolving responsibilities to the local level.
- **Decrease in the level of public funding** observed in a limited number of countries: in Italy, statistics show that the share of funds coming from the private sector has increased while funds from public authorities have fallen. In Lithuania the share of public funding has decreased from 32.8 to 30.4% (2007-2008). In Estonia significant increases have been seen over the past decade but a decrease is now foreseen due to the recession.
- The effect of the **economic crisis** has also impacted the level of funding received through donations. In Denmark the share of donations has decreased as a result of the financial crisis - as these are primarily found within culture and sport large parts

of the voluntary sector remain unaffected, however the sport sector is by far the biggest single voluntary sub-sector.

As discussed above, some sectors are more reliant on public funding (such as health, education, social services), therefore these might be more severely affected if the decrease in the level of public funding was to continue. Combined with a decrease of private donations due to the economic crisis, voluntary organisations may face serious difficulties in terms of access to resources.

As a result of the economic crisis in Spain for instance it is likely that the third sector will be facing a very challenging period as public administrations have reduced the public funding allocated for voluntary organisations.

3.4.2 Economic value of volunteering

The calculation of the economic value of volunteering is the focus of a number of important research projects at international and national level. Whilst in some countries the measurement of the economic value is not accepted, or has never been undertaken, in the majority of Member States there is growing consensus that this measurement has a real added value and therefore studies and data collection have been carried out to this effect.

Estimating the economic value of volunteering is one of the key arguments for evidencing the benefits of volunteering overall.

Economic value of volunteering: international perspectives

The European Volunteer Centre's 2006 Manifesto for volunteering in Europe indicates that in the UK for every EUR 1 of public funding spent to support volunteering, volunteers generate EUR 30 worth of work – as a result, the economic value of formal volunteering in the UK has been estimated at more than EUR 65 billion per year, or 7.9% of GDP. This naturally does not take into account informal volunteering, such as family-based care commitments, which have also been reported to save the national health system a significant amount of funds. Estimates for Poland indicated that the economic value of volunteering amounted to EUR 124 million in 2004[79].

A driving force in promoting and measuring the economic value of volunteering in our societies has been the Johns Hopkins University Centre for Comparative Civil Society Studies (JHU/CCSS). JHU/CCSS's mission is to work on improving understanding and the effective functioning of not-for-profit, philanthropic or 'civil society' organisations in the United States and throughout the world, in order to enable people to understand what contribution these organisations can make to democracy and the quality of human life.

Data collected by the John Hopkins Comparative Non-profit Sector Project revealed that, in many countries, volunteer workers represent the equivalent of 3-5% of the economically active population in many countries. Data also revealed that the volunteers in the 37 countries involved in the project contributed $400 billion (USD) to the global economy – an average of 1% of the GDP of the countries in the study[80].

As a response to widespread concerns about the lack of reliable data on the growing civil society sector around the world, the UN Handbook on Non-profit 'Satellite Account' was

[79] European Volunteer Centre (CEV) (2006) Manifesto for Volunteering in Europe. Published by the European Volunteer Centre.

[80] European Volunteer Centre (CEV) (2008) Putting Volunteering on the economic map of Europe. Ljubljana, Slovenia. Final Report.

developed in cooperation with Johns Hopkins University to improve the treatment of non-profit or civil society, organisations in national economic statistics.

A major barrier to improved understanding of the non-profit sector is the lack of basic statistics on the scope, structure, financing and activities of this set of organisations. The lack of information reflects, in part, the way non-profits are treated in the System of National Accounts (SNA), the set of guidelines for compiling national economic statistics. This makes it difficult to gain a comprehensive view of the scale and contribution of non-profit organisations. The 2002 acceptance by the United Nations Statistical Commission of a new Handbook on Non-profit Institutions in the System of National Accounts created a unique opportunity to address this issue.

This Handbook calls on national statistical offices to prepare a 'satellite account' on the non-profit sector and philanthropy as part of their regular economic data gathering and reporting. These satellite accounts will pull together a much more comprehensive and reliable picture of the civil society sector than has ever been available. As part of this process, statistical agencies are also called on to estimate the scale and value of the volunteer effort these organisations mobilise and to include this in estimates of economic activity.

Moreover, despite the lack statistical data and insufficient knowledge and recognition of the economic value of volunteering by decision-makers and the wider society, research suggests that voluntary organisations are beginning to develop tools and instruments to monitor the economic value of their volunteers' contribution.

Measurement of the economic value of volunteering at national level

As explained above, the data collected by national statistical offices vary greatly from one Member State to the other. The attitude of public authorities also varies between countries. Whilst this approach is widely accepted in countries such as Belgium, France, Denmark, Sweden or the UK, reluctance is still prevailing in countries such as Greece. Therefore some countries have already attempted to measure this economic value, developing rather sophisticated approaches, whereas in a dozen of Member States such attempts have simply never been made (Czech Republic, Estonia, Greece, Latvia, Lithuania, Malta, Poland, Slovakia, and Romania).

Belgium has been one of the pioneer EU countries in collecting non-profit statistics in national accounts, following the UN recommendations. The Institut des Comptes Nationaux started publishing them in 2005. Besides the difficulty of taking into account the diversity of non-profit organisations is that of assuring consistency with national accounts. These separate statistics allow existing methods to be refined, help government develop economic and social policy, provide a structure for available information and organise the collection of additional information. While not a substitute for statistics on the social economy, this is a first step in that direction.

In Member States where such calculations have been made there is usually no consensus on the estimation of the economic value of volunteering in the country. Researchers in France for instance estimate that it is between 10 and 15 billion Euro, depending on the method used to value voluntary work – depending on the reference wage used: minimum wage (SMIC), equivalent wage for similar position, etc.

Over the past 10 years in the UK, focus has turned to measuring the economic value of volunteering as well as inputs and evaluating performance partly to justify the voluntary sector's existence within a market economy but also to try to understand its financial contribution and the cost of replacing it should it not exist. Such research, however, presents many challenges due to the informal nature of many voluntary organisations, the

sheer numbers of people involved and the diversity of volunteering undertaken by individuals. The Commission for the Compact appointed CSV Consulting to conduct a major research study on the costs and benefits of volunteering by groups currently under-represented in what they refer to as the volunteer 'workforce'. As part of this project, a tool will be designed to help volunteer-supporting organisations and commissioners to have a clearer idea of the ancillary costs of such volunteering. This work is currently underway. Recent research shows that the net contribution of volunteers to the economy is estimated to be £22.7 billion (The UK Civil Society Almanac 2009).

The attitude towards measuring the economic value of volunteering has also changed in France in the past ten years. There used to be a strong reluctance to put an economic value on volunteering. Today, there is a growing consensus that it can have a positive leverage effect for the voluntary sector. Associations are encouraged to provide their 'complete' budget that includes their various revenues and contributions including volunteering. This is a strong argument for local authorities to continue providing their support.

In those countries it seems likely that research and studies will be carried out in the future to provide such economic measurement. The national agency for volunteering in Greece has signed a memorandum of cooperation with the Greek Observatory of Employment in order to carry out a study in the near future on the value of volunteering as a percentage of Greek GDP.

Value of volunteering work as a share of GDP

The table below presents the estimations on the economic value of volunteering based on a harmonised methodology (replacement cost method) for all countries, rather than on the estimates provided directly by national sources (since national estimates are based on different methodologies and assumptions concerning FTE, reference wage) in order to improve comparability.

Difficulties arose in relation to the lack of data in a number of countries, as measurements are based on statistics related to the number of volunteers and the time dedicated to volunteering (i.e. replacement cost approach); therefore the findings presented here are mostly aimed at indicating the broad scale of the value of volunteering based on available estimates of the amount of voluntary work carried out in these countries. No data was available for Cyprus, Estonia and Latvia.

The method that has been retained here is the replacement cost method, which calculates the value of the volunteering hour by the amount the organisation benefiting from the volunteer work would have to pay the staff they would employ to do the work done by volunteers – i.e. volunteer time valued on the basis of what it would cost to replace the volunteer work with paid work[81].

As show in Table 3.19, the economic value of volunteering varies greatly, accounting from a tiny percentage of GDP in Slovakia, Poland and Greece (less than 0.1%) to a significant

[81] The replacement cost method is used in international and national research, e.g. the Johns Hopkins comparative study and the ILO measurement project, and is generally recognised as the most applicable in the context of the measurement of the value of volunteering.

Given the lack of data in most countries on the specific activities carried out by volunteers, a "reference" wage had to be chosen for all volunteers. The UN handbook on non-profit satellite accounts recommends choosing the average wage applicable in the social services sector. However such data was lacking for a significant number of Member States. Therefore the average wage was chosen as reference wage. It has to be noted that in many countries the average wage is not significantly different from the one applicable in the social sector. Volunteer inputs were converted into full-time equivalent jobs; the number of FTE volunteers was then multiplied by the average wage in the particular country.

share in Austria (4.75%), the Netherlands (3.50%) and Sweden (3.14%). Volunteering also represents more than 2% of GDP in the UK, Finland and Denmark.

Countries such as France (1.65), Germany (1.95) and Ireland (1.79) are among six countries where volunteering represents between 1 and 2% of GDP. Finally, in Bulgaria, Czech Republic, Italy, Hungary, Lithuania, Malta, Portugal, Romania and Slovenia, the value of volunteering is below 1% of GDP.

In countries such as Italy, estimates are considered to be low as the number of volunteers taken into account is only those volunteers active in 'registered' voluntary organisations. On the contrary, the estimation of the number of volunteers in Austria (3 million) tends to be high, as both informal and formal volunteering is taken into account. Most Member States provided estimates that only capture formal volunteering (see Section 3.1.3 for specific information on the data provided on volunteers).

Table 3-19 Economic value of volunteering as share of GDP

	Year	Volunteering in terms of FTE*	Value of volunteering work as a share of GDP**
Austria	2006	331,663	4.75%
Belgium	2001	84,903	1.08%
Bulgaria	2002	38,710	0.37%
Cyprus		n/a	n/a
Czech Republic	2007	41,304	0.28%
Denmark	2003	110,041	2.61%
Estonia		n/a	n/a
Finland	2005	128,395	2.72%
France	2005	935,000	1.65%
Germany	2008	1,211,474	1.95%
Greece	2008	7,323	0.06%
Hungary	2007	24,600	0.25%
Ireland	2006	78,367	1.79%
Italy	2006	80,600	0.11%
Latvia		n/a	n/a
Lithuania	2002	15,673	0.43%
Luxembourg	2001	9,537	1.59%
Malta	2004	1,891	0.50%
Netherlands	2008	480,637	3.50%
Poland	1998	20,473	0.06%
Portugal	2002	67,342	0.66%
Romania	1997	49,417	0.15%
Slovakia	2007	1,156	0.02%
Slovenia	2004	7,125	0.42%
Spain	2005	591,017	1.33%
Sweden	2008	280,062	3.14%
United Kingdom	2007	1,004,228	2.26%

** The calculation based on 44 working weeks. Amount of time spent on volunteering per year has been calculated by using various available variables for each country.*

*** Source: Eurostat. Where annual gross salary data for the specific year is not available, the data for annual gross salary in social sector (NACE M-N-O) has been used otherwise the figure for that year has been forecasted based on time series data.*

Issues of service substitution and job substitution

There is a real concern in some Member States that some activities undertaken or services provided by volunteering should in reality be undertaken through paid employment/by a professional service. This phenomenon is called job substitution or service substitution.

Service substitution

These issues are discussed here in the context of the changes that have affected the way voluntary organisations are funded, and the increasing share of public services being provided by voluntary organisations (see Section 3.4.1).

In a number of countries, in particular Belgium, Denmark, France, Ireland, the Netherlands and the UK, service substitution was perceived as a problematic, and is often the source of debates at national level.

Involvement of volunteers in the delivery of public services is a long-term feature of society in the UK. In the UK, involvement of voluntary organisations in the delivery of public services, especially through the mechanisms of contracting and the welfare market, is significant and is likely to continue growing. As public services are being cut to reduce costs (e.g. meals on wheels, contact centres, day centres), there is a concern that the neediest in society will suffer. The key issue here is that the role of volunteers in public services delivery should be to complement the work of paid staff, or add value, and not to replace paid staff.

In Denmark the risk of job substitution is also perceived as very serious. Welfare provision by voluntary organisations is part of the government's strategy for reforming the welfare state and curbing public expenditure. What the public sector can no longer provide, e.g. a visiting service at the hospital or additional help with school work for some children, the voluntary sector is expected to pick up. Voluntary organisations are therefore seen as being used to substitute withdrawn public services, although possibly only in the case of smaller less expensive service areas. It is becoming more common now as local authorities are financially stretched following the recent municipal reform. It is not an issue in itself that voluntary organisations are providing services, but the reasons for transferring former public undertakings to the voluntary sector should be proper and the services offered of appropriate quality.

Similarly, certain voluntary activities in France are perceived as taking over – with the support of public funds – missions previously fulfilled by the state. Such associations are often relying extensively on paid staff rather than volunteers, usually in the social and sanitary sector. The debate in France focuses on the role that voluntary associations should play in providing 'complementary' services that the state cannot provide, rather than merely replacing state services.

There are discussions in Ireland about the perceived cultural and social benefits of volunteering. The research evidence suggests Ireland has reached a time where there should be a reappraisal of the function of the state and the voluntary and community sector within it. There is a strong view volunteering is not about delivering social services, rather it is about adding value both to society and for the individuals involved. It is argued that while it is convenient in the short term to allow volunteering activities/organisations to complement and or support social services; in the context of a modern European state there are questions about the acceptability and appropriateness of this situation.

In Belgium some policy instruments developed recently have therefore mentioned this issue. In the Charte Associative of February 2009 the importance of complementarities between public services and services provided by associations is clearly stated.

In Italy, the use of contracts which allow local authorities to determine the characteristics that the organisation needs in order to deliver the service (e.g. an increase in the number of permanent staff) and/or the specific social needs the project should focus on increases the risk of service substitution.

On the contrary, in countries such as Sweden or Germany, service substitution is not perceived as a risk. It is intended that the NGO sector in Sweden should complement, rather than replace, the public sector. One of the aims of the Agreement between the Swedish government, organisations in the social sphere and the Swedish Association of Local Authorities and Regions, is to ensure a growth in the diversity of providers and suppliers. This is not considered to be a threat to the welfare state – the voluntary and non-profit sector is seen as a resource to develop welfare rather than a way of cutting costs. The agreement therefore clarifies the role of voluntary players in the social sphere and enables the idea-based organisations to compete on equal terms.

Job substitution

At the European Volunteer Centre's General Assembly in 2007, participants raised concerns that volunteering might be used replace standard paid jobs – for example by using 'cheaper' jobseekers as a replacement for paid workers or through 'hidden recruitment' tactics, such as attracting volunteers by offering free training and employment if the training is successful[82].

Findings indicate that there was little evidence to suggest there is a risk that the inputs of volunteering are in part replacing employment in most Member States. In many Member States, the view is rather that volunteering can help to create employment.

Job substitution has however been the source of debates in a number of countries, in particular in France, Finland and the UK. This issue of job substitution is the source of heated debates in France in particular. *Bénévolat* is generally perceived in France as a complement to paid jobs in associations. Negative aspects prescribed to the relationship between volunteering and work includes fears that - especially in social services - volunteers could act as a 'job killers'. Sometimes, boundaries between volunteering and precarious low paid jobs, are not so clear. The difficulty of identifying the differences between volunteering and precarious jobs is connected with how much payments linked to volunteering (such as reimbursement of costs) are accepted and normal in the respective countries. However there is little empirical evidence supporting the 'job killer' theory. On the contrary, the quantitative impact of being a bridge between non-work and paid work has been shown especially in the social, environment or cultural fields. Volunteers have played a major role in identifying needs and creating new jobs. Since 2002, some initiatives have been promoted to create jobs in the social economy, most of the time with public support. Volunteers have been pioneers in finding new areas to create new kinds of jobs.

In the UK research highlighted concerns regarding the extensive involvement of volunteers in the delivery of public services that may lead to volunteers being used as cheap labour or substituting work considered to be the province of paid staff. Key issues relate to volunteers themselves being unhappy with the concept of volunteers doing what they considered to be paid jobs and also about the implications for volunteers and volunteering. There are also

[82] European Volunteer Centre (CEV) (2007) General Assembly "Volunteering as a route (back) to employment" Paris, France. Final Report.

concerns that volunteers may be exploited by paid staff, and that low paid staff may lose their jobs to volunteers.

3.5 Social and cultural dimension of volunteering

3.5.1 Key benefits for volunteers, the community and direct beneficiaries

According to the European Volunteer Centre, good practice examples from across Europe have indicated that volunteering has a number of common benefits; namely volunteering[83]:

- allows volunteers to develop their potential and improve their self-esteem;
- reduces the risk of social isolation;
- enables volunteers to create a support network;
- increases social capital; and
- can improve the employability of volunteers.

Moreover, guidance notes compiled by the United Nations state that, when applied properly, volunteerism can contribute to key principles of development engagement, namely: national ownership, sustainability, a human rights-based approach, gender equality and capacity development[84].

The national reports have highlighted that volunteering offers many different social, economic and cultural benefits.

However, in practice benefits often vary considerably between countries, as well as between different volunteers, local communities and amongst the direct beneficiaries of voluntary activities and services. Despite the variety of benefits identified in individual national reports, a number of common benefits have been reported across different countries and different actors. The following section outlines the common benefits reported at national level, as well as benefits for volunteers, local communities and the direct beneficiaries of voluntary activities and services.

National level

In many cases volunteering and the activities of the voluntary sector contribute significantly to **national social and economic policy goals**. Many voluntary activities and services involve the promotion of social cohesion, as well as social inclusion and integration, which are in turn often important elements of national social policy. In Denmark and in Greece for example, volunteering is seen to contribute greatly towards social cohesion and social inclusion. Likewise, in the Netherlands, representatives from the Ministry of Health, Welfare and Sport have stated that the national policy on volunteering is aligned with current social policy objectives. Central government policy aims to equip the voluntary sector sufficiently so that it can respond to the challenges that changes in society generate. In Italy, voluntary organisations in the health and social assistance sectors play an important role in national social policy objectives.

Volunteering and voluntary organisations also contribute to national economies. Although many countries do not have the reporting and monitoring arrangements in place to provide detailed information on the economic value of volunteering, international studies (such as

[83] European Volunteer Centre (CEV) (2007) General Assembly "Volunteering as a route (back) to employment" Paris, France. Final Report.

[84] United Nations (2009) Programming volunteerism for development guidance note. United Nation Publications.

the Johns Hopkins Comparative Nonprofit Sector Project; see also Section 3.4) have shown that volunteering and non-profit organisations make significant economic contributions. This has been highlighted by countries such as, Belgium, Denmark, France and the Netherlands. In Denmark, for example, the voluntary sector contributes 9.6% towards GDP, although the value of voluntary labour itself contributes only 2.5% towards GDP. In Belgium, voluntary organisations are recognised as providing economic added-value, which means that they are seen as valuable actors contributing to the economy of the country.

Volunteering and voluntary organisations can play an important role in **regional and local development** by improving the local environment and, in some cases, fostering the creation of new jobs. This trend has been highlighted in countries such as, Bulgaria, France, Germany, Slovenia and Spain. For example, in France, voluntary organisations and associations help to create new jobs by creating positions within themselves or by identifying gaps in service provision or the social infrastructure, which will also require additional workers and can lead to long-term job creation.

Volunteers

Many volunteers appreciate the opportunity that comes from volunteering to **learn new skills,** as well as practice existing competences. This is particularly true for people who choose to volunteer in sectors, in which they have no prior experience or which are different to their usual occupation. Many national reports noted that skills and competences learnt through volunteering could be transferred into other parts of the volunteer's life, either personal or professional. Others highlighted that by taking part in certain voluntary activities and services, volunteers could acquire skills needed in the labour market, such as organisation, leadership, team-work and specific practical skills. This is particularly useful for young people just starting out in their professional life and for unemployed individuals. In the UK, young people aged 16–34, for example, were the age group most likely to ascribe importance to the benefits of gaining new skills through volunteering, enhancing their employment prospects, gaining a recognised qualification and gaining a position in the community. This is in line with the seminar organised by the European Volunteer Centre in 2008 on the promotion of local and international youth volunteering for peace-building and conflict resolution in Europe[85], in which participants had observed that volunteering helped young people to gain knew knowledge, skills and competences, which can be used in other voluntary activities and transferred across to their every-day lives.

The European Parliament's Resolution on the role of volunteering in contributing to economic and social cohesion[86] has also highlighted that volunteering enables volunteers to gain new skills and improve their employability; something that is all the more significant in times of economic crisis. In Austria, for example, results from the survey on 'the Volume and Structure of Voluntary Work in Austria', carried out on behalf of the Ministry of Labour, Social Affairs and Consumer Protection by Statistics Austria, indicate that the experience gained through voluntary work helps to develop such personal faculties as flexibility, mobility and other characteristics that are increasingly demanded by the labour market. In Greece, Malta and the Netherlands the development of social skills are also seen as important benefits.

The opportunity to learn new skills correlates with the fact that many volunteers feel that they benefit from **improved employability** by volunteering, whether by gaining experience or by acquiring new and relevant skills and knowledge. This is the case in countries such

[85] European Volunteer Centre (CEV) (2008) Seminar on the Promotion of Local and International Youth Volunteering for Peace Building and Conflict Resolution in Europe Sarajevo, Bosnia and Herzegovina. Final Report.

[86] European Parliament (2008) European Parliament resolution of 22 April 2008 on the role of volunteering in contributing to economic and social cohesion (2007/2149(INI)).

as, Cyprus, the Czech Republic, Denmark, Germany, Hungary, Lithuania, Spain, Sweden and the UK. Certain countries have noted that this is especially useful for young people and for unemployed individuals. These views on the increased employability derived from volunteering is in accordance with the European Volunteer Centre's 2009 election manifesto, which states that almost three-quarters of employers prefer to recruit candidates with volunteering experience on their CV[87].

Furthermore, volunteering can provide an important **work experience opportunity**, which can help with young people's education-to-work transitions or provide unemployed individuals with the necessary experience needed to get back into the labour market. This can be seen in countries including, France, the Netherlands, Poland, Romania, Spain, Sweden and the UK. For example, in France, volunteering is seen as a useful way for young people to test out potential careers and therefore make an informed choice about future education and training pathways. This in turn reduces uncertainty about career decisions and could potentially reduce the risk of early school leaving or unemployment because of an incompatible career. The Spanish national report notes that volunteering can enable volunteers to learn things, which they would not be taught in the formal education and training system. In Sweden, many students who are volunteers see this as a practical complement to their theoretical studies and a chance to gain practical experience of the 'real' and working world.

Volunteering can, for many people, represent **a way of meeting new people,** making new friends and creating social networks. This can drastically reduce the risk of certain members of society from becoming socially marginalised or isolated. Even for people not at risk of marginalisation or isolation, meeting new people from different backgrounds can help to promote tolerance and a better understanding of different people's situations and needs. The national reports for Belgium and Bulgaria highlight that volunteering is a way to get in contact other persons and so helps to combat isolation and depression. In Italy, volunteering is an opportunity for elderly members of the community (29% of active volunteers in 2003) to socialise and continue to contribute to society. In Romania, a study by Rigman (2009) found that 49.4% of volunteers stated that they benefitted from the opportunity to make new friends. Likewise, in the UK, the Helping Out survey found that 86% of volunteers reported that they benefitted by meeting new people and making new friends.

In countries such as, the Czech Republic, Denmark, France, Germany and the Netherlands, volunteering can also facilitate the **integration of socially disadvantaged** individuals into society. In France, for example, engaging in voluntary activities and services can enable unemployed jobseekers to integrate into different groups, interact constructively with other members of society and look at different potential career pathways.

For many people, volunteering provides them with a 'sense of usefulness' and/or a **'sense of achievement'**. This is often linked to the wish of individuals engaging in voluntary activities and services to help other people; by helping other people they feel that their actions have been useful and that they have made a difference in someone's life, thereby gaining a sense of achievement. This can be seen in countries like Belgium, Bulgaria, Cyprus, the Czech Republic, Denmark, Finland, Germany, Greece, Ireland, Malta, Romania and the UK. A sense of usefulness and achievement is likely to encourage volunteers to continue to engage in their voluntary activities and services, which in turn promotes long-term and committed volunteering.

[87] European Volunteer Centre (CEV) (2009) European elections manifesto. Do you engage for those who engage?

Feelings of 'usefulness' and 'achievement' are linked with the benefit of **improved and increased self-esteem and self-confidence** through volunteering. Improved self-esteem and self-confidence is also likely to help to reduce the risk of social isolation or health issues, such as depression, as individuals become happier with who they are and what they are doing in life. Individuals are also likely to continue to engage in volunteering as they discover that they do have the necessary capabilities and skills to make a difference in someone's life or for a cause. The 2007 UK Helping Out survey noted that women were more likely than men to place importance on feeling less selfish through volunteering, getting out of themselves, feeling needed and enhancing their confidence.

Volunteers benefit from the opportunity to engage actively with society, which benefits not only themselves, in terms of being able to shape their own communities, but also in terms of **improving the overall social environment**. The Polish and Spanish national reports have emphasised that volunteers can benefit from strengthened social solidarity. The Swedish report noted that volunteers can influence both their own situation and more general matters relating to the development of society, by taking part in voluntary endeavours and voluntary organisations.

This is also linked to the benefit of being able to **contribute to solutions to challenges** faced by the individual and their local community. This can be related to improving issues within their own local community or to tackle bigger challenges, such as environmental conservation. For example in Romania, 41% of volunteers stated that they enjoyed the opportunity to implement new ideas through volunteering. Participation in voluntary activities gives individuals to opportunity to help local authorities to develop innovative and timely solutions to problems encountered by local communities.

Volunteers are able to gain **a better understanding of the problems** faced by certain sectors (such as, the health sector in the Czech Republic) or certain groups in society (such as, people with disabilities) through their voluntary activities. As such, individuals participating in voluntary activities or services in these areas are well placed to offer innovative and targeted solutions to specific challenges. For example, in Italy, volunteering has become an opportunity to sensitise young people to become responsible citizens and to respond to the needs of more vulnerable citizens, as well as the needs of their communities as a whole.

Other benefits of volunteering for volunteers reported by different national reports include:

- Volunteering allows individuals to learn more about themselves, for example, their interests, skills, and beliefs (such as in Belgium and Bulgaria);
- Volunteers can develop new hobbies and interests through voluntary activities (see for example Germany and the Netherlands);
- Volunteering represents a productive use of spending an individual's free-time (such as in Bulgaria and the Netherlands);
- Volunteering can help with work to retirement transitions (for example in France and Germany);
- Individuals can do something they are good at, for example if they have a specific set of skills which can benefit other people (such as in the UK);
- Volunteering can acts as a civic education experience, replacing school civic education and military service (such as in Italy); and
- Volunteering can enable young people to learn about active participation in society and active citizenship (for example in Malta).

Local communities

A key benefit of volunteering for local communities is its contribution to the promotion and fostering of **social cohesion, integration and solidarity** within the community. Indeed, a report compiled by Employee Community Engagement stated that in 2008 the European Parliament resolution on the role of volunteering in contributing to economic and social cohesion[88] recognised that volunteering plays an important role in promoting social inclusion and the integration of communities. This can be seen across Europe in countries such as: Austria, Belgium, Bulgaria, Denmark, France, Germany, Greece, Hungary, Malta, the Netherlands, Poland, Slovenia, Spain and the UK.

In the UK, volunteering has played an important part in bringing local communities together in Northern Ireland where civil unrest has led to divisions between different communities. Over the years there has been a significant growth in the number of voluntary and community groups, including groups directly involved in peace and reconciliation and in cross-community work. This in turn has also meant a significant increase in the number of volunteers in the region. Volunteering is promoted as a positive way of engaging individuals in their local communities and is perceived as generating enormous benefits for communities and contributes to social development, community cohesion, social inclusion and social capital in Northern Ireland. This is line with findings from the seminar organised by the European Volunteer Centre in 2008 on the promotion of local and international youth volunteering for peace-building and conflict resolution in Europe[89], observed that volunteering empowers young people and gives them the energy to make a difference in their local area.

In Poland, volunteering contributes towards the development of social relations at the local level, for example within the local community or amongst families. Volunteering also creates a local network of interpersonal relationships, which promotes integration in the local community. The Danish national report notes that volunteering promotes democracy and social and community cohesion, as it involves arbitration between potentially conflicting interests, concern for the common good and input into local decision making.

Furthermore, volunteering helps to promotes **active citizenship** and the active participation in local communities. Countries such as, Belgium, Finland, Germany, Greece, Hungary, Lithuania, Romania, Sweden and the UK have highlighted the importance of voluntary activities and of volunteering in general in motivating individuals to take part in their local communities and to make a difference in their own live, as well as in the lives of others.

In Hungary, anecdotal evidence from stakeholders suggests that volunteering has helped to create stronger and more active communities and has improved local environment, with individuals working together for the common good and taking action to change their own local situation. In Malta, local charities, voluntary organisations and grassroots community groups often provide locally based services and activities, campaign and give a voice to local people, and help people to get involved in their communities. In Germany, stakeholders have reported that volunteering stimulates active citizenship, solidarity and increased and more active democracy. Likewise in Lithuania, the value of volunteering is seen as closely associated with active citizenship, which is at the core of democracy. Volunteering is seen as a valuable form of civic participation, which enables volunteers to get closer to and feel a part of their communities.

---

[88] European Parliament (2008) European Parliament resolution of 22 April 2008 on the role of volunteering in contributing to economic and social cohesion (2007/2149(INI)).

[89] European Volunteer Centre (CEV) (2008) Seminar on the Promotion of Local and International Youth Volunteering for Peace Building and Conflict Resolution in Europe Sarajevo, Bosnia and Herzegovina. Final Report.

In addition, voluntary activities and services offered by volunteers help to develop and foster **a social and cultural identity** within local communities. As a result, volunteering can strengthen common social values which in turn support social integration and cohesion. This has been highlighted in countries such as, Austria, Bulgaria, France, Germany, Greece, Lithuania, and Spain.

It is also important to remember that volunteers and voluntary organisations and associations often **provide vital activities and services**, which are used by members of the community. These can range from local sport clubs to transportation for the elderly or specific health care services, all of which have a significant impact on the lives and well-being of local people, as well as on the local environment. This can be seen in countries such as, Bulgaria, Estonia, Germany, Ireland, Hungary, Luxembourg, Malta, the Netherlands, Romania and the UK. The Romanian national report has highlighted that voluntary help can provide specific support to local communities affected by specific problems, such as natural disasters. In the Netherlands, volunteers play an important role in increasing the quality of care and welfare provisions.

Intergenerational dialogue is reinforced through voluntary activities and services that bring together people from different age-groups, which in turn benefits local communities. This can be particularly useful in areas where there is little intergenerational mixing outside of voluntary activities and services. Intergenerational dialogue can also enable greater social cohesion between different social groups and make people more comfortable and secure in their local environment – for example, in some areas older members of the community can perceive young people as a threat because ordinarily they do not have many opportunities to interact with one another. Volunteering that brings these two groups together can therefore dispel misunderstandings and feelings of mistrust. The benefits of intergenerational dialogue have been reported in many different countries across Europe, including: Bulgaria, the Czech Republic, Denmark, Germany, the Netherlands, Spain and Sweden.

Other important benefits of volunteering for local communities include:

- Stronger and more active communities through active citizenship and voluntary participation (e.g. Bulgaria and the Netherlands);
- Fostering of intercultural dialogue as different groups within the community come together through voluntary activities and services (e.g. Bulgaria and the Netherlands). According to the seminar organised on the promotion of local and international youth volunteering for peace-building and conflict resolution in Europe[90], volunteering reconnects young people with their local communities, increases their tolerance and intercultural skills and contributes to intercultural and inter-religious dialogue;
- Promoting sustainable development and humanitarian aid within communities as well as reinforcing solidarity with other regions and countries (e.g. Bulgaria and Denmark);
- Benefits from the personal development of volunteers through their participation in voluntary activities and services (e.g. Belgium);
- Promoting active ageing by encouraging older member of the community to take part in volunteering (e.g. Denmark); and

[90] European Volunteer Centre (CEV) (2008) Seminar on the Promotion of Local and International Youth Volunteering for Peace Building and Conflict Resolution in Europe Sarajevo, Bosnia and Herzegovina. Final Report.

- Voluntary activities, services and organisations can provide the local community with a 'voice' with which they can draw attention to local concerns and challenges (e.g. Sweden).

Direct beneficiaries of voluntary activities and services

The direct beneficiaries of voluntary activities and services often profit from the **same benefits** as local communities, for example, from intergenerational and intercultural dialogue or a better local environment. Likewise the benefits of volunteering for direct beneficiaries highlighted by national reports can also translate into benefits for the local community.

Volunteering and the voluntary sector also offer choice and variety in the **supply of services**. Volunteering and voluntary activities and services can provide important social infrastructure, including valuable social services, which may not otherwise be accessible to beneficiaries, perhaps because of their own financial constraints or because the service simply is not available in their local area. This has been reported in countries like, Austria, Cyprus, Estonia, Ireland, Latvia, Malta and Sweden. In Sweden, for example, direct beneficiaries benefit from the provision of certain services in the social and welfare sector by voluntary organisations and volunteers. In Austria, volunteering provides the basis for the social infrastructure and the services delivered through it.

Moreover, the availability of voluntary staff can mean that otherwise stretched services are able to extend their provision to new activities or new target groups. This is the case in countries such as, Belgium and Poland.

Furthermore, voluntary organisations and volunteers often have in-depth knowledge of the local situation and environment and have built close relationships with local communities. This enables them to provide **targeted and informed activities** and services to their direct beneficiaries. They are also often best placed to identify key problems within certain sectors or services, as well as potential gaps in provision. This can be seen in countries such as, Belgium, France, Luxembourg, Spain, Sweden and the UK. In France, new structures and services have emerged (for example, the care of old people and recycling) thanks to associations that cover the needs of society, which are not addressed through the private market (by private enterprises) or by public services (repair, recycling etc). Volunteering forms an integral part of these activities and is a vital support structure for the professionals and managers who provide the activities. Likewise in Sweden, volunteers and voluntary organisations investigate social problems and help to develop welfare services by, for example, highlighting potential gaps in social service provision.

In addition, voluntary organisations and volunteers are often best placed to provide **activities and services for the hardest-to-reach members** of the community, who may otherwise be unable to access more mainstream measures. This can be seen in countries such as, Luxembourg, Romania, Slovenia and Spain. In Luxembourg, because of the prevalence of relatively small local communities, voluntary organisations are often the first to identify vulnerable groups that are not yet being supported by the government's services. As such, they are frequently the first organisations to address the needs of the hardest-to-reach groups in society. In Slovenia, certain stakeholders have noted that voluntary services tend to the better adapted to the needs of local beneficiaries.

Many stakeholders from across Europe have emphasised that direct beneficiaries of voluntary activities and service can benefit from the voluntary involvement of **committed and motivated volunteers** who are there because they want to be and not because they are being paid to provide a service. This trend can be seen in countries including, Belgium, Denmark, Finland, Greece and Poland. Committed and motivated volunteers who have chosen to volunteer of their own free-will (and not for remuneration) can give services a

'human face' (i.e. in Belgium) and increase the level of trust of NGOs and public institutions (i.e. in Poland). Research shows that it makes a difference to beneficiaries whether they are looked after by volunteers or by paid staff. When the 'service' provided is of a personal nature and does not require specialist skills (e.g. medical or counselling) the genuine concern for another person rather than the professional approach is preferable to beneficiaries (e.g. Denmark).

The involvement of skilled and experienced volunteers also improves the **quality** of the activities and services accessed by direct beneficiaries (see for example, Malta and Romania). In Poland, volunteers also foster new ideas and fresh views of activities and services, promoting innovative solutions to challenges, as well as continuous development – this is likely to be the case in many different European countries.

It is interesting to note that certain countries have reported that the use of volunteers can help organisations to save on labour costs (e.g. Poland and Slovenia) and can provide a significant boost to the number of staff available (e.g. Romania).

Furthermore, the national reports have identified a number of general benefits of volunteering to the direct beneficiaries of the voluntary activities and services:

- Promote the social inclusion of beneficiaries (e.g. Malta and the Netherlands);
- Promote the socialisation of different groups (i.e. young people) and enable beneficiaries to meet new people (e.g. Denmark and the Netherlands);
- Allow beneficiaries to discover new interests and hobbies (e.g. the Netherlands);
- Provide international and humanitarian aid to people and areas, which need support (e.g. Denmark);
- Provide a 'voice' for beneficiaries (e.g. Malta and Sweden).

3.5.2 Factors that motivate individuals to volunteer

The majority of national reports have emphasised that the factors that motivate individuals to volunteer vary considerably between individuals, age-groups, sectors and voluntary activities. The European Volunteering Centre has also highlighted that the factors that motivate young people to volunteer vary between countries, and as such youth volunteering policies must take into account all the different motivations and country contexts as there is no 'one size fits all' approach[91]. However, a review of national practices has identified a number of common motivating factors across Europe. Table 3.20 overleaf outlines some of the key motivating factors in different European countries. Key factors include:

- Desire to help other people;
- Meet new people and build social networks;
- Opportunity to gain personal and professional experience;
- Belief in the cause for which volunteers are volunteering;
- Opportunity to feel 'useful';
- Opportunity to learn new skills;

[91] European Volunteer Centre (CEV) (2007) YOU::VOL Youth Volunteering Policies in Europe – Seminar Report.

- Use free-time as productively as possible;
- Enjoy themselves; and
- Opportunity to use their own skills.

Table 3-20 Key factors that motivate volunteers in 12 European countries

Austria		Belgium		Bulgaria	
Motivating factor	**Frequency**	**Motivating factor**	**Frequency**	**Motivating factor**	**Frequency**
Enjoyment	65%	Desire to help others	27%	To be useful and to help vulnerable groups	56%
Desire to help others	57%	To be useful	18%	For a cause	17%
Meet new people and make new friends	49%	To use own skills	15%	Desire to change social surroundings and make new friends/ contacts	16%
		To get professional experience	14%	Opportunity to access new knowledge, skills (including training)	12%
		To meet people	10%		
Source: Statistik Austria (2008) Struktur und volumen der freiwilligenarbeit in Österreich.		*Source: Association pour le Volontariat, 2009.*		*Source: Science and Information Foundation (2002) Study on the voluntary sector in Bulgaria.*	
Denmark		**Finland**		**France**	
Motivating factor	**Frequency**	**Motivating factor**	**Frequency**	**Motivating factor**	**Frequency**
Was asked/chosen	58%	Desire to help others	41%	Contact and exchanges with others	1
Out of personal interest or awareness of the circumstances of a close relative	54%	Productive use of spare time	16%	Satisfaction to be useful and efficient	2
Emerged from prior membership of a voluntary organisation	17%	Asked by a family member or a friend	9%	Conviviality/friendliness	3
Out of necessity/"someone had to do it"	16%			Personal development	4
A wish to be part of a social network	12%				
Source: Boje, T., T. Fridberg & B. Ibsen, eds., (2006) Den Frivillige Sektor I Danmark - Omfang og Betydning, Socialforskningsinstituttet, 06:19		*Source: Surveys into volunteering led out by Anne Birgitta Yeung, 2002*		*Source: Archambault, E., (2009) Le bénévolat en France et en Europe.*	

Germany		Italy		Luxembourg	
Motivating factor	**Frequency**	**Motivating factor**	**Frequency**	**Motivating factor**	**Frequency**
Desire to actively participate in the shaping of society	95%	Desire to help others	55.30%	To be useful	39%
Desire to get together with other people/ establish social contacts	95%	Personal growth	51.10%	Personal growth	19.60%
Doing a job that needs to be done but for which it is difficult to find people otherwise, i.e. on a non-voluntary basis	84%	Participation	48.20%	Solidarity with vulnerable groups	10.50%
As a way of getting politically involved	48%	Values	45.10%	Hobby	8.60%
		Socialising	27.90%		
		Sensitisation	17.10%		
		Religion	13.80%		
Source: Federal Ministry for Family, the Elderly, Women and Youth (2006) Freiwilliges Engagement in Deutschland 1999–2004		*Source: Frisanco R., (2009) Volti e orizzonti del volontariato, Diocesane Caritas 33rd National congress 'Do not conform to this world', p.23*		*Source: Lejealle B., (2001) Le travail bénévole au Luxembourg en 2001, CEPS/INSTEAD, p.6*	

Romania		Spain		UK	
Motivating factor	**Frequency**	**Motivating factor**	**Frequency**	**Motivating factor**	**Frequency**
For a cause	88%	Personal satisfaction	38%	Desire to help/to improve things	53%
To take part in an enjoyable activity	69%	Moral obligation	33%	For a cause	41%
Was asked to take part	60%	Possibility of getting experience, training, and developing new skills	28%	Had some spare time	41%
				To meet people and make new friends	30%
Source: Associations for Community Relations (ACR) (2003) Trends in Romanian Philanthropy: individual and business giving.		*Source: Marbán Gallego, V. and Rodríguez Cabrero, G. (2001) El voluntariado: prácticas sociales e impactos económicos. In: Revista del Ministerio de Trabajo y Asuntos Sociales, num. 31, extra.*		*Source: Low, N. Et al. (2007) Helping Out: A national survey of volunteering and charitable giving. National Centre for Social Research and the Institute for Volunteering Research, 2007*	

A key motivating factor amongst volunteers is the desire to **help other people**. This has been recorded in country reports from across Europe, including in Austria, Belgium, Estonia, Finland, Greece, Hungary, Italy, Latvia, Malta, Poland, Romania, Slovakia, Slovenia, Sweden and the UK. The reasons behind the desire to help vary between individuals; for example, some people volunteer help people suffering from a particular illness because they themselves or a family member or a friend have suffered from it, others simply believe that people should help other people in need. This is in line with findings from a study conducted by van Hal et al (2004)[92], which showed that 'social responsibility' and 'helping others' were important motivations for volunteers; although the study also stated that the precise factors that motivate individuals to volunteer vary from country to country.

Many volunteers are motivated by the opportunity that it provides to **meet new people and build social networks**. This can be seen in countries like, Austria, Belgium, the Czech Republic, Denmark, Finland, France, Germany, Italy, Latvia, Lithuania, Luxembourg, Poland, Slovenia and the UK. As seen previously, strong social support networks help to combat social isolation and marginalisation. Moreover, volunteers are more likely to continue to engage in voluntary activities and services if they enjoy meeting the other people who take part.

Other volunteers have reported that they are motivated by the opportunity to gain **personal and professional experience.** This has been highlighted in country reports such as, Belgium, Bulgaria, the Czech Republic, France, Germany, Italy, Latvia, Lithuania, Luxembourg, Poland, Slovakia and Spain. In Bulgaria, young people often see volunteering as a chance to increase their vocational qualifications and civil competences, in order to invest in their future and their future career. In the Czech Republic, some volunteers choose to volunteer to experience new pathways that may influence future life or career choices. In Germany, unemployed individuals who take part in voluntary activities or services often do so to further develop their employment related skills and to take on greater responsibility.

Another important motivating factor is **the belief in the cause** for which volunteers are volunteering. Such motivating causes can vary significantly between individual volunteers, from animal conservation to helping young people with disabilities. In Italy, for example, many volunteers are driven by their values and by religion. In Luxembourg, many volunteers are driven by the need to show solidarity with vulnerable groups in society.

As highlighted earlier in the report, people also volunteer **to feel 'useful'**. This idea is also linked to a desire to be of service to other people in need to a cause, which requires support. Such feelings are often likely to be active in areas where there is a clear need for action, perhaps to address a gap in service provision or to help out specific disadvantaged groups in society. The need to be useful can be seen in countries such as, Belgium, Bulgaria, France, Germany, Latvia, Lithuania, Luxembourg, Poland, Slovenia, and Spain. In Spain, for example, a study on voluntary

[92] van Hal, T., Meijs, L. & Steenbergen, M,. (2004) Volunteering and participation on the agenda: Survey in volunteering policies and partnerships in the EU.

entities conducted by Marbán and Rodríguez Cabrero (1999)[93] 38% of volunteers interviewed stated that they volunteered to gain personal satisfaction.

Stakeholders in countries such as, Finland, Germany, Hungary, Italy, Latvia, Lithuania, Luxembourg, Slovenia and Spain have also mentioned that the opportunity to **learn new skills** is a motivating factor. This ties in to the benefits derived from volunteering, namely the acquisition of new skills and competences. For example, in Hungary, research has shown that a new 'type' of volunteer has emerged; a single male, aged under 30 years with an academic degree, and motivated by the need to acquire knowledge, spend their free-rime productively and self-development.

It has been noted in several countries that some volunteers take part in voluntary activities and services in order to **use their free-time as productively as possible**. This can be seen, for example, in Belgium, Denmark, Finland, Hungary, Lithuania, Romania and the UK. This motivational factor could also tie in with the need to be 'useful' and make a difference in the local community and the wider world.

It is important not to forget that many volunteers take part in voluntary activities and services to **enjoy themselves** – potentially because they are engaging in activities within their own sphere of interest, for example a local football club, or as a way of socialising with new like-minded people.

In addition, certain volunteers are motivated by the opportunity to **use their own skills** (for example, business skills, medical knowledge, sports or gardening experience) – this is particularly the case in Belgium, Bulgaria, Lithuania, Luxembourg, Malta, Poland and the UK. In Poland, for example, older volunteers enjoy being able to share their skills and experiences with other people, whether volunteers or beneficiaries. This finding correlates with data from the earlier section, which highlighted that the direct beneficiaries of voluntary activities and services were able to access skills and experienced volunteers.

Other motivating factors reported in the national reports include:

- Volunteering in line with individual values, such as moral or religious motives (e.g. Italy, Poland, Slovenia, Spain and Sweden);
- To improve the local community or environment and to actively participate in community issues (e.g. Bulgaria, Germany, Luxembourg, Malta and Sweden)
- Volunteering because the individual was asked to take part in certain activities by someone, such as friends, family, schools, local politicians, etc (e.g. Denmark, Finland, Latvia and Romania). This correlates with a study by van Hal et al (2004)[94], which states that 'friends and family' are the most important group in recruiting and motivating potential volunteers, as well as 'work contacts' and 'press and publicity';
- To access added bonuses, such as social status, free uniform, or free entry to certain events (e.g. Denmark, Greece and Slovenia);

[93] Cited in: Association of Voluntary Service Organisations (AVSO) and European Volunteer Centre CEV (2005) Voluntary Action in Spain. Facts and Figures.

[94] van Hal, T., Meijs, L. & Steenbergen, M,. (2004) Volunteering and participation on the Agenda: Survey in volunteering policies and partnerships in the EU.

- To improve own self-esteem (e.g. the Czech Republic and Germany);
- To keep active, especially among the older population (e.g. Belgium and Poland);
- Out of necessity, someone had to do the activity/task but no one else was available (e.g. Denmark and Germany);
- Due to media campaigns (e.g. Denmark); and
- Just in case the individual will need help in the future (e.g. Poland).

A number of country reports have noted that the **factors that motivate volunteers vary according to gender, employment status and age group**. These include Belgium, Bulgaria, Denmark, Finland, Italy, and the UK. For example, a recent Finnish report on volunteering[95] highlighted that the factor motivating women often differ significantly from those motivating men. Women are more likely to engage in voluntary activities out of a desire to help other people, to expand their knowledge (for example, learn new skills) and to meet new people. In contrast, men are more motivated by the influence of friends and acquaintances, a desire to use their free-time productively and/or feelings of civic responsibility.

The report also found that different age groups tend to be motivated by different factors. Young people are more motivated to volunteer in order to learn new skills than older people. They are also heavily influenced by friends. Indeed, young persons in Finland were primarily motivated to volunteer because of one of these two reasons. Conversely, individuals aged over 50 years or retired volunteered were more motivated to volunteer in order to meet new people and were much less influenced by friends than were young people. In addition, the desire to help others and to regularly take part in an activity that benefits society and others (i.e. to maintain a routine) were two further key motivating factors for older individuals.

In a similar manner, in Poland, different age-groups are motivated by different experience needs. Young people tend to focus on professional experience and ability to explore potential career pathways. Older people, especially those in retirement, wish to maintain contact with people and explore new passions and past times.

Despite the various motivating factors, the ability of individuals to engage in volunteering is often **constrained** by a number of different factors. These will naturally vary between individuals and between countries, depending on the national context. However, many specific constraints are seen across Europe, for example: limited time availability, a lack of information available on volunteering and voluntary opportunities, and financial constraints.

In the UK, the 2007 Helping Out survey states that the most commonly reported reason as to why people do not volunteer is that they do not have enough spare time (82% of respondents), followed by off-putting bureaucracy (49%) and worries about the risk/liability involved with volunteering (47%).

Time constraints are also a key reason for not volunteering in Finland (44% of people who do not volunteer stated this as the main reason), as well as 'have not been asked'

[95] Yeung, A B., (2004) Miksi Vapaaehtoistoimintaan? Kansalaisfoorumi.

(11%) and health reasons (7%). Every seventh/eight non-volunteer (13%) had 'no particular reason' for not volunteering.

In France, time constraints were again mentioned as a reason for not volunteering, as well as a lack of information and financial difficulties. In addition, several national reports (for example, Belgium, Estonia and Sweden) have indicated that income plays an important role in whether or not individuals are able to engage in non-remunerated voluntary activities and services.

3.6 Volunteering in the context of education and training

3.6.1 Recognition of volunteers' skills and competences within the context of national education and training systems

In presenting a discussion around the recognition of volunteers' skills and competences within the context of national education and training systems, a helpful starting point is to provide an overview of the current situation with regard to the validation of non-formal and informal learning (VNFIL) in each Member State. In doing so, two different approaches to the recognition of volunteers' skills and competences are evident.

The first refers to where activities carried out as part of volunteering are validated through non formal and informal learning within the education and training system. For example, under the French national system of VAE, voluntary (unpaid) activities are eligible within the three years of experience required to undergo a validation procedure but assessment and certification is delivered, in general, by formal education and training providers. The second refers to where volunteers' skills and competences acquired through participation in volunteering are formally recognised through a variety of measures that include portfolios, volunteer passports or record books for example.

As set out in Table 3.21, eleven countries have relatively well established arrangements in place for the VNFIL. The application of VNFIL to volunteering is limited in at least four countries. The summary table also shows that even in countries that are either in the process of developing arrangement for VNFIL or where no arrangements exist, many countries have established alternative measures to recognise the skills and competences of volunteers. More comprehensive information concerning the situation in each Member State is provided in Table 3.22.

Table 3-21 Arrangements for VNFIL and its application to volunteering

Arrangements for VNFIL	Member State	Application to volunteering
Established arrangements for VNFL	Belgium	Recognition of skills in volunteering
	Denmark	The Competence Folder
	Finland	Competence-based education system, Recreational Activity Study Book
	France	Validation of volunteering experiences (VAE Procedure) 'Livret de competences' to be launched in 2010
	Germany	Qualipass; Hamburg Voluntary Booklet
	Ireland	*Limitations in applying VNFIL*
	Lithuania	*Limitations in applying VNFIL*
	Netherlands	*Limitations in applying VNFIL*
	Portugal	*NA*
	Spain	*Limitations in applying VNFIL*
	Sweden	*Limitations in applying VNFIL*
	UK	Recognition of skills in volunteering
Developing arrangements for VNFIL	Austria	Volunteer Passport
	Bulgaria	The Volunteer Record Book
	Czech Republic	
	Hungary	*Limitations in applying VNFIL*
	Luxembourg	Recognition of skills in volunteering
	Malta	*NA*
	Slovenia	Record Book for Volunteering
Limited or no arrangements for VNFIL	Cyprus	Plans underway to recognise skills gained through volunteering
	Estonia	Volunteer Passport
	Greece	*Limitations in applying VNFIL*
	Italy	Voluntary sector active in promoting VNFIL
	Latvia	*Limitations in applying VNFIL*
	Poland	Voluntary sector active in promoting VNFIL
	Romania	*Limitations in applying VNFIL*
	Slovakia	*Limitations in applying VNFIL but some focus on Youthpass*

Table 3-22 Approach to validation non formal and informal learning and application to volunteering

	Approach to VNFIL by country	Application to volunteering/voluntary sector
Austria	Work and discussion on methodologies for validating non-formal and informal learning in Austria is still at an early stage of development.	In 2005 the Austrian Volunteer Passport was introduced providing certification of volunteering.
Belgium	The issue of validation of non-formal and informal learning is well established on the public policy agenda in Belgium, where initiatives have been developed in recent years in the context of a wider drive to improve access to Lifelong Learning.	The concept of validation adopted in both communities relates mainly to vocational skills (gained through informal learning) although it does allow for the recognition of skills gained outside work in, for example, in voluntary activities.
Bulgaria	Recent initiatives related to the implementation of the National Lifelong Learning Strategy and further development of the National Qualifications Framework are laying the foundations for the validation of non-formal and informal learning and may change the situation in the future.	The Volunteer Record Book has been introduced to recognised skills and competences of volunteers. In addition YouthPass has been introduced though it is not widely recognised by universities or employers.
Cyprus	A framework and system for validation of non-formal and informal learning in Cyprus have not yet been established.	As part of the development of an accreditation and recognition framework relating to informing learning plans are underway to include skills gained through volunteering and qualifications relating to volunteering.
Czech Republic	The recognition of non-formal and informal learning is at the early stages of development and is increasingly taking its place on the policy agenda.	The New School Act which took effect on 1 January 2005 enables individuals (above 15 years of age) to acquire a partial qualification (a certificate on having completed a part of an initial formal educational programme) by passing a single examination as a part of the respective final examination, regardless of how they acquired the relevant knowledge and skills. Voluntary organisations also issue certificates detailing nature/duration of volunteering.
Denmark	The validation of non-formal and informal learning in Denmark has been high on the policy agenda since 2001 when initiatives such as the Adult Education Reform (2001), Lifelong Learning Initiative (2002) and the policy paper 'Recognition of Prior Learning within the Education System' (2004) evolved.	The competence folder (known nationally as '*Min Kompetencemappe'* was launched in September 2007. It is an electronic folder in which a citizen may gather documentation for all competencies irrespective of where those competencies have been achieved e.g. though volunteering. When applying for university, volunteers can accumulate points that support their application.
Estonia	There are ongoing discussion regarding the need to identify, assess and validate the competences and knowledge acquired through non-formal and informal learning. Many practical developments have taken place in recent years in the fields of HE and VET.	A Volunteer Passport has been introduced to recognise the skills and competences of volunteers.
Finland	Finland has had a comprehensive structure to validate informal and non-formal learning in the context of adult education and training since the mid-nineties, when the competence based qualification system for initial, further and specialist VET was first established. Competence-based qualifications can be awarded regardless of how and where the skills and knowledge have been acquired; recognition of prior learning is at the core of the system.	One of the earliest efforts to promote the validation of non-formal learning was the creation of Recreational Activity Study Book in 1996. The study book was developed by Youth Academy, which is the main youth NGO in the country. The study book is a portfolio / CV of learning experiences through volunteering and leisure activities.
France	The 2002 legislation on the *Validation des Acquis de l'Expérience* (VAE) is the main system in France for validation of informal and non-formal learning. The law made access to validation of knowledge gained through experience a right for everyone with at least three years of paid or voluntary experience (compared to five previously). Non-formal and informal learning can	Since 2000 qualifications required for teaching and training in a professional perspective in the field of Youth and Sports can now be validated through professional or voluntary experience. The 2002 Social Modernisation Law then extended the validation of voluntary experiences to all domains of associative activities. Individuals must be able to show that the skills they have acquired through a

	Approach to VNFIL by country	Application to volunteering/voluntary sector
	be considered as a basis for the award of all types of nationally-recognised qualification, which are recorded in the national vocational certifications directory (RNCP), overseen and documented by the *Commission Nationale de la Certification Professionnelle*.	minimum of three years' voluntary work are of the level required by the certification.
Germany	Germany does not yet have a country-wide system for the recognition of informal and non formal learning. There is currently a diverse set of validation procedures in different educational sectors, each with specific aims and objectives.	Examples of recent initiatives include the *Qualipass* used for the documentation of practical experience and the development of competences through volunteering for example. In addition, the Competence Certificate of Learning in the Social Field is used to reflect and evaluate knowledge, abilities and competencies that are acquired in the field of voluntary work. There are also several pass initiatives in the voluntary sector, such as the Hamburg voluntary Booklet.
Greece	There is no framework for the validation and recognition of non-formal and informal learning.	There are currently no arrangements in place to recognise the skills and competences of volunteers, though some attempts are being made to follow Eu developments in this field.
Hungary	In Hungary, the validation of non-formal and informal learning is still in a developing phase. Although some initial legislative provisions are in place, their implementation is still in its early stages and there remains considerable work to be done.	So far, no developments within the third or voluntary sector have been identified regarding the validation of non-formal and informal learning. Voluntary organisations play an active role in introducing the concept of VNFIL. For example, the National Volunteer centre promotes the 'volunteering portfolio'.
Ireland	The National Framework of Qualifications (NFQ) is a new framework launched in October 2003, which allows formal, non-formal and informal learning to be recognised within one national structure, though progress is reported as being slow.	Some difficulties identified with promoting and encouraging RPL due to funding and resource implications that act as a barrier.
Italy	At the moment there is no formal system for the validation of informal and non-formal learning.	The voluntary sector has been very active in promoting and valuing informal learning.
Latvia	In general the current situation concerning the validation of informal and non-formal education in Latvia can be viewed with optimism as there are already concrete further developments at the planning and design stage.	There are currently no arrangements in place to recognise the skills and competences of volunteers.
Lithuania	Validation of non-formal and informal learning is well established in Lithuania.	Methodologies for the validation of informal and non-formal learning are still at the development stage in the voluntary sector. It is noted that volunteering is not widely recognised through NFIL.
Luxembourg	Luxembourg is developing tools and methodologies for the validation of non-formal and informal Learning.	Third sector organisations have developed their own initiative for the validation of skills and experiences gained through voluntary activities, in collaboration with the Ministry of Youth. Art. 9 of the law of 12 August 2003 creating the University of Luxembourg specifies an individual who has a minimum of three years professional experience (paid or unpaid, or voluntary) can apply for a validation of their prior experience.
Malta	Malta introduced its new National Qualification Framework with plans in place to incorporate non-formal and informal learning, though arrangements for VNFIL are still at the early stages.	Though there are opposing views about the recognition of skills or competencies acquired through volunteering in Malta, volunteering is encouraged by many universities.
Netherlands	The term 'EVC' (*Erkenning Verworven Competenties*- Recognition of Acquired Skills) is used to describe the validation of non-formal and informal Learning. The use of EVC is not yet commonplace in the Netherlands and development is not yet introduced on a very large	There is no national/regional approach to recognising volunteers skills or competencies though the EVC has recently been introduced by individual volunteer organisations concerns about high costs and the lack of information regarding possibilities for NFIL have been raised.

	Approach to VNFIL by country	Application to volunteering/voluntary sector
	scale.	
Poland	A system of validation of informal and non-formal learning does not yet exist in Poland.	The third sector in Poland is active in the validation of informal and non-formal learning. Many nongovernmental organisations, associations and societies (e.g. Polish Red Cross, Union of Polish Scouts, Caritas) offer their membership and beneficiaries the possibility of learning by doing and other forms of informal and non-formal learning. More recently volunteering is being promoted by schools and universities.
Portugal	Recognition, Validation and Certification (RVC) of informal and non-formal learning is well established in Portugal.	Volunteering is not yet recognised in Portugal as a competence within the national system of validation and certification, neither in the "prior learning".
Romania	Romania is yet to develop a national system for the assessment of prior learning, which can be applied/adapted to all educational environments	Volunteering is recognised in some national education policies. Both teachers and learners are encouraged to volunteer and their skills and competencies acquired through volunteering are recognised.
Slovakia	There is currently no legislation in place to support validation of non-formal or informal learning.	There is no formal approach to the recognition of volunteer skills and competencies, the research evidence points to decisions being made on an institutional basis. Some work has been carried out as part of the EU Youth Programme, which has contained some validation of non-formal and informal learning. Examples include EDIN - offers certificates to volunteers describing their skills and experience gained through the voluntary sector. Furthermore Yothpass –certificate confirming skills gained from the Youth In action programme.
Slovenia	Slovenia is developing a clear policy for validation of prior learning. Furthermore, voluntary work is now part of the compulsory curricula in general secondary level schools and pupils a certificate for the voluntary activities they have carried out.	A record book for VNFIL is in place for young people aged 14 years and above.
Spain	Recognition and validation mainly takes place in relation to the qualifications which are awarded through the formal education system.	There is little evidence regarding the recognition and validation of non-formal and informal learning through participation in volunteering, however according to Law 6/1996 voluntary organisations issue certificates detailing the nature/length of the voluntary activity.
Sweden	The validation of informal and non-formal learning is a key issue in Sweden with respect to the overall lifelong learning strategy. The responsibility for validation is currently heavily decentralised to local and regional level and strongly embedded in the municipal adult education system	Validation activities in the third sector seem to be negligible however the Swedish Centre for International Youth Exchange has developed ELD (Experience, Learning, Description) to recognise learning acquired by young people through international experiences.
UK	England, Northern Ireland, Scotland and Wales have all developed, or are in the process of developing, new credit and qualification frameworks. These frameworks potentially provide a single overarching structure for recognising formal, non-formal and informal learning in each UK country.	In Scotland and Wales, where systems for recognising non-formal and informal learning are in place, a number of voluntary sector organisations have had learning programmes accredited within the national credit and qualifications frameworks. Furthermore many third sector organisations play an important role in working with disadvantaged groups. VINFL through participation in volunteering can provide for the social and economic integration of disadvantaged groups (such as immigrants, older workers or disengaged young people) by demonstrating to them and to the outside world their abilities and achievements.

(Source: The first column contains text extracted from the European Inventory on Validation 2007)

Examples of volunteers' skills and competencies recognised through non formal and informal learning opportunities

Countries with more experience of VINFL, e.g. Denmark, Finland, France and the UK provide good examples of how volunteers' skills and competencies are recognised through VNFIL opportunities.

As illustrated in the table above, the Finnish competence based education system is based on the recognition of prior learning, whether that learning has been gained in informal, formal or non-formal environments – this also includes volunteering. Similarly the Danish system has introduced the Competence Folder used to document competencies acquired through volunteering.

In France volunteering is recognised in the context of formal and informal learning. The 2002 legislation on the validation of experience (VAE) is the main system in France for validation of informal and non-formal learning. The law made access to validation of knowledge gained through experience a right for everyone with at least three years of voluntary experience. In order to obtain part or a complete qualification/award, individuals must be able to show that the skills they have acquired through a minimum of three years' voluntary work are of the level required by the qualification. The candidate receives the validation after assessment of their experiences directly related to the subject of the diploma.

Though there is no country-wide approach to the recognition of VNFIL, Germany has introduced a number of initiatives (many of which are at federal level) that recognise the skills and competences of volunteers. A good example includes the Competence Certificate of Learning used to reflect competences acquired through volunteering and the 'Qualipass' used to document practical experiences and competences of young people between the age of 12 and 25 acquired through volunteering. Similarly, other federal states have similar ways of documenting voluntary commitment of young people, for example the Hamburger Nachweis, Berliner FreiwilligenPass, EhrenamtsCard in Hessen.

In addition to contributing to its goals for public services, the UK government looks to the voluntary and community sector to help to reinvigorate civic life. As such, involvement in volunteering is seen as instrumental in connecting (or reconnecting) individuals to the labour market by offering opportunities to develop skills and credentials. The recognition of volunteers' skills and competences within the national education system is implicit within the education and training systems across the UK. A number of awarding bodies offer accredited qualifications relating to volunteering. These qualifications are on the Qualification and Credit Framework.

Examples of additional/alternative measures in place to recognise the skills and competences of volunteers

A number of countries have introduced additional measures to recognise the contribution made by volunteers. Good examples include the Austrian Volunteer Passport, Finnish Recreational Study Book, Estonian Volunteer Passport, Bulgarian Volunteer Record Book and the Slovenian Volunteer Record Book. A similar approach is used by Hungary who has introduced the Volunteering Portfolio, though it should be noted that interest and uptake of the portfolio remains fairly limited at this stage. Similarly, the Commitment Certificate and Portfolio in Luxembourg is delivered by the Youth National Service and it certifies the skills and competences acquired by a young person during his/her involvement in activities of *bénévolat* or *volontariat*.

Where countries do not have an established approach to VNFIL or alternative/additional measures in place to recognise volunteers' skills and competencies, there is some evidence of the European initiatives influencing the approach adopted by some countries to recognise the contribution made by volunteers. For example, the Youthpass is used in Bulgaria and Slovakia.

Limitations associated with the recognition of volunteers' skills and competences

Although arrangements are in place to recognise volunteers' skills and competences through VNFIL, the evidence points to a number of limitations associated with the application of VNFIL to volunteering – mainly associated with the lack of consistencies in applying VNFIL to volunteering at national/regional/local levels; limited information regarding the possibilities to apply NFIL to volunteering; the associated high costs; and a general views towards the use of NFIL through volunteering.

For example, it is good practice in Ireland to ensure all volunteers' skills and competences are recognised within the context of a national education and training system. While mechanisms are in place to enable accreditation and recognition, not all voluntary organisations follow this approach. Similarly whilst the VNFIL is part of the education and training system, the evidence shows that volunteering is not recognised through VNFIL opportunities in Lithuania.

In Malta there has been an interesting theoretical debate concerning the extent to which skills and competencies acquired through volunteering should be formally recognised. On the one hand there is a view that the recognition of skills and competences through volunteering provides an instrumental and helpful tool to support people in the labour market. However on the other hand there is a view that important intrinsic values associated with the notion of volunteering will be challenged as it becomes more formal and more professionalised. Similar views were voiced in some other countries too.

Evidence from the Netherlands points to difficulties in using VNFIL for volunteering dues to high costs associated with applying VNFIL to volunteering. The research suggests this is not helped by a general lack of awareness and information about using VNFIL opportunities for volunteering.

Where additional/alternative measures are in place to recognise the contribution made by volunteers, through Volunteer Passports, Record Books etc, the extent to which these measures are understood, valued and recognised beyond the voluntary organisation/sector is unclear.

As part of this discussion it is also important to highlight where there are limited opportunities to recognise the skills and competences of volunteers through VNFIL or through any additional measures or approaches. In the Czech Republic, Greece, Poland, Latvia, Slovakia and Spain there is little evidence to suggest that the contribution volunteers make is recognised in any way. Whilst there are reports of developments and improvements in relation to the recognition of volunteers' skills and competences, the research suggest few opportunities are currently in place.

Examples of Award Ceremonies being used to recognise the skills and competencies of volunteers

In recent years, the UK has seen an increase in reward/award ceremonies to recognise and celebrate the contributions made by volunteers. Examples include the Whitbread Volunteer Action Awards.

In a similar manner, countries such as Bulgaria, Estonia, Ireland and Slovenia have introduced an award ceremony to recognise the contribution made by volunteers.

Volunteering in education and training national policies

Generally speaking volunteering is not widely recognised in national education policies/national lifelong learning strategies across Member States. Where volunteering does appear in education policies this is typically in relation to youth policies or in the context of the citizenship curriculum.

In Belgium, the 2006-2010 Flemish Youth Policy Plan set out the Flemish government's aims to ensure that voluntary involvement is accredited by different actors at all levels.

In the Netherlands youth volunteering is now a key responsibility of local authorities and is used primarily to enhance social inclusion, though concerns about the success of this policy approach have been raised. Similarly, the role of volunteering is recognised in policies addressing youth and intergenerational dialogue in Slovenia.

In general, volunteering is seen as part of the active citizenship curriculum in the education and training system in a number of countries. For example in Spain, Civic Education has been included in the curriculum with the aim to improve amongst other things, participation in volunteering especially for young people in less privileged communities or for those with learning difficulties and disabilities.

While there is no single overall policy for volunteering within the context of the education and training system in the UK, the role of volunteering and the potential contribution it can make to a number of wider policies is well recognised. For example, youth volunteering is recognised as one way of developing transferable skills and contributing towards the Letich skills agenda. In 2004, the Every Child Matters (ECM) White Paper was published. Volunteering can be a positive way of engaging young people who are not in education, employment or training, or who have other barriers to getting on in life. Furthermore, The Youth PSA (Public Service Agreement) aims to increase the number of children and young people on the path to success. One key objective of the Department for Children, Schools and Families (DCSF) is to increase participation in positive activities, such as volunteering, as a way of improving the skills and prospects of young people.

Volunteering in education sectors and institutions

Though the role of volunteering is not widely recognised in national policies, different sectors of the education system place greater emphasis on volunteering than others. There is no overarching strategy to support and recognise the role of volunteering in different levels of education system. Individual initiatives are sometimes supported by the education institution, but this is not systematised or widespread. Volunteering in higher education is more popular than in any other sectors, though closely followed by the schools sector.

Schools

Greece, Denmark, France, Latvia and the Netherlands provide good examples of the school sector actively encouraging volunteering. For example, as part of 16-19 education in Denmark, every young person will be offered a 20 hours placement

outside school hours, with one placement option being volunteering. Voluntary work is now part of the compulsory curricula in general secondary level schools in Slovenia.

In France, legislation is now in place to encourage young people to positively engage in education through the introduction of a grade that is attributed to pupil behaviour. The grade is based on pupil's attendance, respect for schools rules and participation in recognised activities. As part of this young people are encouraged to participate in volunteering.

An interesting initiative has been introduced in the school sector in the Netherlands. The introduction of 'Maatschappelijke Stages' (social internships) as part of the high school curricula that provides young people with the opportunity to volunteer within the school programme. A large majority of the schools have made internships a compulsory element of the curriculum. Initial research results show these traineeships have a positive effect on young people's attitude towards volunteering.

University sector

The research evidence points to the university sector being relatively active in promoting volunteering. There is evidence of the university sector in most countries promoting volunteering through establishing volunteering clubs, though the level of volunteering varies depending on the university faculties. For example, in universities in England in 2000, there were over 180 local Student Community Action Groups representing approximately 25,000 student volunteers who together supported over 90,000 people. In England, student volunteers gave nearly 3.5 million hours to their communities in 2004 and contributed £42 million to the economy.

There is also evidence of the university sector, or individual universities, in some countries recognising the skills and competences acquired through volunteering by providing accreditation/credit towards a qualification/award. This is reported to be the case in Bulgaria, Hungary, Malta and Slovenia. For example, the University of Ljubljana plans to introduce a system of accreditation from the next academic year. According to this plan, each student will receive two credits for 60 hours of volunteering per year. It is interesting to note that in Germany and Poland internships are increasingly being taken up as voluntary placements.

In France some universities offer the possibility to validate units of learning outcomes (ECTS credits) through a voluntary work experience in a voluntary organisation. When registering at university, the internship is recognised in the same way, whether undertaken in an association or in a company.

3.6.2 Education and training opportunities for volunteers

Types of education and training opportunities

There is evidence of many countries investing significant resources in volunteer management programmes such as the UK and Ireland. As a direct result of the Commission's Manifesto for Change, the UK Cabinet Office announced £3 million investment in volunteer management.

More broadly, the research evidence also points to many initiatives underway across most Member States to provide professional development for volunteers by offering a wide range of education and training opportunities. In most cases the type of education

and training opportunities on offer are typically linked to the type of voluntary activity being carried out and is usually organised and provided by the voluntary organisation.

It is interesting to note the variations in the type of education and training opportunities provided to volunteers. For example, these range from introductory training, ongoing and advanced training, peer volunteer support, mentoring/'buddying' schemes and specialist training. In Bulgaria, training offered by the national voluntary association focuses not only on enhancing the skills of volunteers but also on strengthening organisations' management capacity as well as their relationship and communication with volunteers.

In Denmark the Volunteer Council fund a range of education and training opportunities that include Evidence based coaching; Crisis psychology; Ethics in voluntary work; The experienced advocate; Conflict resolution and communication and Development of volunteers in small and medium sized organisations. Given the volume of volunteers involved in fundraising and money handling aspects of volunteering, it is interesting to note that Denmark provides practical training opportunities that cover administration, fundraising, finances and organisational issues.

In the UK there a wide range of education and training opportunities are available to volunteers, some of which are linked to the education and training system. These include employability training, adult vocational training, ESOL, health related training, provision for learners with disabilities and difficulties and a range of provision for young people that include National Vocational Qualifications (NVQs), Apprenticeships and Entry to Employment (16-18 year olds). Community Service Volunteers (CSV) has established the Institute for Advanced Volunteer Management and offers a range of provision including Professional Media Training, Volunteer Management Training for individuals who manage volunteers or manage a volunteering programme.

The evidence points to an increase in the use of formalised and in some cases compulsory education and training opportunities in particular occupational sectors (especially health and social sectors). For example, in Italy volunteers in the health and social sector are required to undergo more structured and regular training typically provided by the voluntary organisation. In Germany volunteers in the health and emergency services sector are required to undergo 25 compulsory seminar days of training. Similarly, volunteers in the field of civic protection and social assistance are required to undergo a minimum of 15 hours training before being eligible to start volunteering.

Providers of education and training opportunities for volunteer managers and volunteers

In most countries, providers of education and training opportunities are the main national voluntary organisations, many of which are in receipt of state funding. As such one of the key roles for state funded voluntary organisations is to provide training opportunities for managers of volunteers on the effective involvement of volunteers. In the case of Ireland it is interesting to note that training opportunities do not extend to volunteers themselves. In Cyprus the national voluntary organisation (PVCC) is state funded and offers a series of education and training opportunities for volunteers and voluntary organisations through its Training, Development and Research Centre. These are courses organised and provided on a regional basis and range from one day courses to seminars offered in the evenings over several weeks. Themes and

topics covered are responsive to the needs of the sector related to a target group (e.g. people with disabilities) or the sector as such (e.g. how to write a successful bid for funding).

In Germany, an 'Academy for Volunteering Germany' provides training for those who work in the voluntary sector, as well as for volunteers. Since 1998 the Academy has offered seminars, qualification programmes and workshops on volunteer management; organisational development; association management; volunteer coaching; fundraising and encouraging citizen competence. How much training takes place?

Though many countries have invested in volunteer management and in education and training opportunities, the research evidence suggests the level of available education and training opportunities in many Member States is not sufficient to meet the volume of high numbers of volunteers.

For example, in France a survey carried out among bénévoles in 2009 revealed that the level of training given to volunteers was overall considered insufficient. It is reported that only 39% of the volunteers received training when joining an association. Overall the type of training that volunteers receive depends entirely on the hosting organisation its strategy in the matter. In the UK Helping Out reports 79% of volunteers did not receive any training for their role. Interestingly the situation is markedly different in Germany. Though the survey was carried out in 1999, approximately 70% of all volunteers stated that they participated in training. In Spain, in 1999, 67% of the organisations trained their volunteers. In the region of Andalucía for example, the Andalucía Volunteering Agency has developed an Annual Training Plan for volunteers in order to complement the training provided by the organisations.

In a small number of countries there is a legal requirement in place for volunteers to receive education and training opportunities to carry out volunteering, however in practice, the reality is quite different. For example, in Spain, although the provision of training is a legal right for the volunteer (according to the National Law 6/1996 on Volunteering), the national administration does not provide training and this is left to the responsibility of the individual voluntary organisations.

In Hungary the Act on volunteering stipulates that the host organisations should facilitate the acquisition of all information, guidance and knowledge necessary for the performance of the tasks. In practice, there are no national standards regarding what training should be provided to volunteers and the level and quality of training volunteers therefore receive is variable.

One of the key issues highlighted by a number of countries is the general lack of education and training opportunities available to volunteers. This was highlighted by Latvia, Slovakia and Romania. Furthermore, concerns about the lack of information on training opportunities have been highlighted by Slovenia and Latvia.

Professionalisation of the voluntary sector

There is an important debate concerning the increasing professionalisation of volunteering and the voluntary sector. Recent years have witnessed the emergence of volunteer management and widespread development of training, volunteer job descriptions and the professional status of volunteers together with personalised volunteer programmes. Risk aversion and the fear of litigation have also increased the formalisation and professionalisation of volunteering and the requirement for

volunteers to be in possession of specific qualifications (depending on the nature of volunteering) or to undergo new education and training requirements – see Section 3.3 on Regulatory Framework.

As discussed in Section 3.2 on the Institutional Framework, recent years have also witnessed the increase of targets for the voluntary sector as one way of justifying significant levels of state funding and resources allocated to voluntary organisations which are increasingly expected to operate in a professional manner.

Conversely, the professionalisation of the voluntary sector has raised some concerns about the core values of the sector though there is a strong argument that by investing in education and training, those who manage volunteers and the volunteers themselves benefit from such investment. In summary, the research evidence points to investment in two main areas - volunteer management and education and training for volunteers. It is interesting to note that in Belgium, young people increasingly request opportunities to engage in volunteer education and training mainly to enhance their professional development and career opportunities.

3.7 EU policies and volunteering

3.7.1 Impact of EU policies on volunteering

The impact of EU policies on volunteering in the Member States are of two types: some limited impact of EU policies that are directly related to volunteering (to encourage voluntary activity, youth engagement, active citizenship etc.) can be perceived, in particular in the new Member States, and to a lesser extent in Member States where a long tradition of volunteering pre-exists. On the other hand, the indirect impact of EU policies, in particular Internal Market and Competition, that are not directly related to volunteering itself but affect the voluntary sector via rules such as public procurement and state aid seems to be significant in a number of Member States. Although the impact of such policies goes far beyond the topic of volunteering, the following sub-sections will review the main effects they have had (or will have) on volunteering at national level.

Impact of EU policies related to volunteering

Evidence of the impact of EU policies on volunteering at national level is mostly anecdotal and based on stakeholders' perceptions rather than tangible facts. In all Member States, stakeholders highlighted that there is no systematic data that captures the impact of EU policy on volunteering in the national contexts.

In terms of national policies related to volunteering, it seems that in a number of Member States (e.g. France, Cyprus, Denmark), EU policies clearly constitute a point of reference to which administrations in charge of volunteering pay close attention. The policy making process is consolidated by existing European guidelines, rather than being a direct response to them.

National policies and programmes therefore refer to EU policy for guidance and inspiration. In Hungary and Greece the general direction of government initiatives to

promote volunteering are shaped by the guidelines promoted by EU policies/programmes.

The impact has clearly been more tangible in countries which recently adopted laws in relation to volunteering, such as Latvia where the working group responsible for the development of the draft Volunteering Activity Law reviewed the relevant EU legislation.

Finally, in new Member States, EU funding has contributed to supporting volunteering in the country, where these have been used to support non-profit organisations, allowing them to develop their competence and activities. For instance, Lithuania's accession to the EU in 2004 had a profound impact on volunteering and NGOs that can now access Structural Funds. Similarly, through Poland's accession to the EU, third sector social services organisations dealing with employment policy became active social policy agents for long term unemployed clients of public social services.

In terms of policy areas, findings indicate that Youth, Active Citizenship and Education and training are those which have most influenced volunteering at national level.

Youth policy

Youth policy has had the most visible impact at national level. In a number of Member States important positive impacts on volunteering were reported through the implementation of the Youth in Action programme, in particular the EVS.

Thus, the most visible impact of EU policy in Czech Republic in relation to volunteering is that of the Youth policy. The EVS was also cited as having an important positive impact in Malta and Slovenia where the Youth in Action Programme brought about a new concept and framework of volunteering, inexistent beforehand. EVS is also increasingly popular among Polish volunteers. According to statistical data, the number of EVS volunteers grew from 47 people in 2000 to 1000 in 2009.

With specific reference to youth policy, the Swedish National Board for Youth Affairs is encouraging more organisations to use EVS in order to recruit more young people with limited opportunities. As a result of the Youth Programme and the EVS, volunteer activities have increased in scope and more young people are today interested in this area.

Active Citizenship policy

The most notable impact of EU policies related to Active Citizenship concerns the future 'potential' impact of the European Year in 2011. In many countries the Year is expected to raise awareness of volunteering, encourage Member States to push forward some regulatory changes, adopt volunteering strategies, and above all encourage the exchange of experience between Member States that do have good infrastructure and enabling environment for volunteering, and those in which some important obstacles still need to be removed.

The Luxembourg government in collaboration with the main national actors is now preparing for the European Year 2011 and a series of significant changes to the existing framework are foreseen to this end. In Italy, the European Year 2011 will take place in the same year of the publication of the Triennial Report on Volunteering.

Hungary is also preparing various policy reviews in view of the Year. Belgium and Hungary will hold the Presidency of the EU in 2011 and therefore the impact in these two countries is likely to be particularly visible.

Considering the huge impact the IYV 2001 had in a number of Member States, the potential for the European Year to foster positive changes in the existing legislation, policies and infrastructure related to volunteering is important.

Education and training

Impacts of EU policies related to education and training were identified in relation to the Lifelong Learning agenda, particularly in relation to Europass and the Youth Pass. The research shows that new Member States in particular are following EU practice in this field as they continue to develop their own education and training systems and arrangements for VNFIL. For example, voluntary and gap-year organisations are now able to record in the Europass Mobility document, the skills that an individual obtains during his/her experience. Programmes under the Lifelong Learning agenda (e.g. Erasmus, Leonardo da Vinci and Grundtvig) have also impacted indirectly on volunteering in a positive manner by supporting lifelong learning and increased mobility.

Impact of Internal Market and Competition policies

Member States are currently in the process of transposing Community legislation concerning public procurement, state aid and service provision in the internal market into national legislation. It is clear that the application of Community rules on competition, state aid and public procurement on social and health services of general interest presents a range of challenges for service providers and commissioners.

Internal Market policy is the area where the EU has the greatest impact on the voluntary sector, and it is generally not seen as a positive one by the voluntary sector, as the internal market policy is believed to inhibit the activities of the sector in a number of ways. In many instances, it seems that the negative effects of internal market rules are related to the lack of clarity regarding the application of these rules, and the narrow interpretation of EC law by public authorities (or 'anticipatory obedience').

Public procurement

Total public procurement in the EU – i.e. the purchases of goods, services and public works by governments and public utilities[96] - is estimated at about 16% of the Union's GDP or 1500 billion euro in 2002. Its importance varies significantly between Member States ranging between 11% and 20% of GDP. The opening up of public procurement within the Internal Market has increased cross-border competition and improved prices paid by public authorities.

[96] Procurement rules apply when public authorities wish to buy goods or services with public money from other parties. EU law defines the thresholds above which a formal tendering procedure needs to be launched (200,000 euro for services and 5 million euro for works) and the conditions for their application. The basic principles of European public procurement rules derive directly from the Treaty: equal treatment, non-discrimination and transparency ("how", not "what" to buy).

Public procurement is still a relatively new domain in the EU context[97].The implementation of EU public procurement rules have had an impact on the voluntary sector, because of the changes made by governments in the way they provide funding to voluntary organisations.

As a general principle, public procurement rules do not distinguish between for-profit and not-for-profit organisations: if a public contract was limited to NPO only, it would infringe EC law even below the threshold, as this would breach the principle of non-discrimination. There is however one exception for NPO following the ECJ's 'Sodemare' judgement. It foresees that a public service contract or concession might exceptionally be reserved to NPO if such a restriction is provided by a national law that is compatible with Community law.

In relation to procuring social and welfare services from voluntary sector organisations, Directive 2004/18/ CE is of particular interest as it consists of several dispositions stating that contracting authorities can impose conditions in order to promote social issues (so-called 'social clauses'), as long as those conditions respect the EU laws and are not directly or indirectly discriminatory[98]. These social clauses may be intended to favour on-site vocational training, the employment of people experiencing particular difficulties in achieving integration into the workplace, the fight against unemployment and protection of the environment. Nevertheless, there are some specific conditions or requirements and they are subject to interpretation (by lawyers and courts, including the European Court of Justice).

In Bulgaria, recent amendments to the Public Procurement Law allow non-profit organisations to compete for government contracts at the local and central levels. In addition to public procurement where NGOs are treated equally to business enterprises, there is a special procedure called social contracting which creates new opportunities for active participation of non-profit organisations in the development of social assistance policy and opportunities for state funding of social service providers.

Experience in a number of countries suggests that unless commissioning criteria include social clauses, the 'marketisation' of services can lead to negative consequences for communities, in particular the reduction in local social capital, the demise of individual, local suppliers, and ultimately the reduction in the quality of service delivery[99].

In Belgium, the 2004 Directives had to be transposed in Belgian law by 2006. The liberalisation of services has had an impact on social services through the introduction of new forms of competition from the private sector. Third sector social services providers are now facing competition from the private sector in tendering procedures as the level of contract being won by the private sector leaves little for the third sector

[97] In matters of public procurement, two directives were approved in 2004: Directive 2004/18/CE for public work contracts and public service contracts; Directive 2004/17/CE on the sectors of water, energy, transport and postal services.

[98] In theory social clauses allow public bodies to link their procurement strategy with their mission to deliver the public good/general interest. Benefits include a focus on the impact or long term outcomes of service delivery; achieving multiple aims at the same time (i.e. purchasing services and tackling employability issues); returns on money spent (economic benefits and advantages for the society as a whole).

[99] Third sector European Network, Lessons from Europe - A comparative seminar on Commissioning from the Third Sector in the EU, 2008

to deliver. The third sector also faces a reduction in subsidies due to a generalisation of the tendering process. Despite the opportunities presented in the legislation, the third sector in Belgium finds itself in the situation where public authorities are still hesitant to insert ethical or social considerations in public procurement.

In the UK, concerns have been raised about the impact of public procurement tendering processes on voluntary organisations. The public sector is highly dependent on volunteers yet little is known about how organisational change in response to new relationships with the statutory sector impact upon the commitment and well-being of people who volunteer. One of the most significant changes in the early 1990's for voluntary organisations followed the introduction of competition for social services contracts. The rationale behind elevating competition continues to be widely debated with deep rooted concerns that the voluntary sector and voluntary activities are perceived to be cheap, non paid labour. Voluntary organisations might become involved in competition with other voluntary and private agencies. Whilst the positive effects of the tendering process are recognised, as it allowed new organisations to come into the funding circle, providing incentive for change and performance, the harsh commercial reality of contracting is not aiding the development of a healthy voluntary sector. A balance has to be found between funding that is openly given and supports the organisation activity but also allows for robust business development.

Similarly, when applying European legislation, local authorities in Italy apply a principle of 'anticipatory obedience' where there are uncertainties regarding the applicability and application of EU-directives or regulations, public authorities apply the procurement rules everywhere and in every circumstance regardless of whether it is really needed and/or appropriate. This is essentially a consequence of the fear by local authorities that if they use existing social clauses and unsuccessful bidders complain about the process, they might be subjected to infringement procedures.

In the Netherlands, public actors and representatives of the voluntary sector believe that public procurement rules make it very difficult to provide the services contracted only to volunteers. There is a sense from many non-profit organisations that their 'way of working' is being put under pressure as a result of the EU public procurement rules. Likewise, some voluntary organisations in Denmark have started to pull out of tendering for SSGI type contracts as public procurement rules has made it much more difficult for them to compete.

In Romania, obstacles to the participation of NGOs to public procurement are related to the inflexible implementation of the competition principle even when it is considered detrimental to the provision of quality and prompt services to special target groups that can be better reached by local NGOs.

In France, associations are increasingly subject to market forces, with calls for tender increasingly replacing agreements or multi-year performance contracts. This development is seen by the voluntary sector as being unfavourable to developing long-term, sustainable and coherent service provision. There is a real risk of seeing the state and public authorities being transformed into contractors, and associations into ordinary service providers. There are positive aspects of this change in practice as competition obliges the administration to better define its needs, and on the other it requires the association to obtain results. However, this change does not go unchallenged. Associations criticise what they call the risk "of likening the world of associations to the world of business". Of the billion euro generated every year by

public procurement contracts, a tiny percentage is related to social clauses. The possibilities to include social, environmental, and ethical considerations are under-utilised.

Impacts of EU Internal Market policy on volunteering have also been identified in Germany. The privileged position that the 'subsidiarity' principle gives to parts of the non-profit sector is in conflict with the market-driven logic of the EU. In accordance with European rules, recent German legislation has already begun to loosen the rigidity of the subsidiarity principle in some areas. As a consequence, non-profit organisations were unable to capture significant market shares in the relatively new personal social care market.

Ultimately these developments might also impact on voluntary engagement. Indeed the commercial logic that is created by calls for tender is not adapted to the preservation and development of social networks that characterises volunteering. Potentially, the wider and less easily measured benefits (e.g. involving volunteers, the knowledge about local conditions and needs) that third sector organisations can bring might be lost.

Social Services of General Interest

EU public procurement law also provides for a simplified procedure within the concept of Social Services of General Interest (SSGI)[100], which means that public service contracts above the threshold are not subject to all the detailed rules of the Directive and that or for service concession contracts the Directive does not apply.

An increasing number of activities performed daily by social services are now falling under the scope of EC law to the extent they are considered as economic in nature (even though the debate is still open). This new situation has raised a number of practical questions, with many stakeholders from the third/non-profit and volunteering sector having difficulty in understanding and applying the rules, in particular state aid and public procurement rules.

A number of services provided by associations in France for instance could potentially enter in the field of application of the Directive (i.e. management of local social centres, of elderly homes, but also cultural, leisure and sport activities). In order to be exempt from the Services Directive (and thus avoid subsidies received being reclassified as State aid), these activities could be treated as 'social services of general interest' (SSGI) in the subcategory 'services of general economic interest' (SIEG) established by the Commission in 2006. However, the wording of the Directive is very restrictive since it provides not only for a specific field of action, but also for a compulsory *entrustment*: social services are understood to be those exercised in the areas of housing, childcare and support to families and persons in need which are provided by the State at national, regional or local level by providers entrusted by the State or by

[100] Services of general interest cover a broad range of activities, from the large network industries such as energy, telecommunications, transport, audiovisual broadcasting and postal services, to education, water supply, waste management, health and social services. Other services provided directly to the person such as social assistance services, employment and training services, social housing or long-term care. These services are typically organised at a local level and are heavily dependent on public funding. It is these services in which most volunteering takes place. There is no EU definition in place.

charities recognised as such by the state. The problem is that the concept of entrustment is largely foreign to the French concept of associations[101].

Competition policy

Impacts of competition policy were clearly identified in a limited number of countries, mainly Finland and Denmark.

In Finland, competition policy seems to have had a significant impact due to the fact that many voluntary organisations have had to privatise their 'service delivery' arm in order not to distort competition (because private companies could not compete against a voluntary organisation which pays no taxes and relies on voluntary work). It is also expected that the Finnish voluntary movement would suffer significantly if the gaming industry in Finland was opened to competition and the state was to lose its control in the gaming market. Funding of non-profit organisation would move from lottery proceeds to state budget and it is expected that the level of funding for the non-profit sector would reduce drastically and thereby weaken the non-profit sector and volunteering infrastructure in the country as a whole.

In Denmark, the main visible impact of EU competition policy on volunteering and the voluntary sector is the revision of the Gambling Act due to the current monopoly status of the national pools company has caused financial uncertainty for the sector.

In a number of Member States, stakeholders expressed concerns that the impact of EU competition policy could be to reduce the amount of funding available for voluntary organisations and to push these into a more regulated relationship with their public funders.

3.7.2 Contribution of volunteering to EU policies

In addition to the economic impacts highlighted in Section 3.4, voluntary activities have a variety of broader social impacts that deliver significant added benefits to society. The important benefits that volunteering brings to volunteers, the community and direct beneficiaries were highlighted in Section 3.5. Many of these impacts contribute directly to a number of key objectives set out in EU policies.

The following paragraphs present a brief illustration of the contribution that volunteering can make to EU policies.

Social inclusion and employment

Many voluntary activities and services involve the promotion of social cohesion, as well as social inclusion and integration, which are in turn often important elements of European social policy.

- Volunteer work provides important employment training and a pathway into the labour force;
- Volunteer work enhances social solidarity, social capital, and quality of life in a society;

[101] Generally the State does not delegate a task of general interest to an association - rather it provides financial support for associations' initiatives and does not commission their work.

- The role that volunteer work plays in giving individuals a sense of self-satisfaction that they are making a contribution to the progress of society. As such, it contributes importantly to the promotion of 'decent work', of work as a means of promoting human agency, dignity, and a feeling of self-satisfaction.

Active Citizenship

Volunteering leads to the direct involvement of citizens in local development, and therefore plays an important role in the fostering of civil society and democracy. The importance of youth volunteering for social inclusion and active citizenship has been evidenced in many Member States.

Youth

The importance of youth volunteering for social inclusion and active citizenship has been evidenced in many Member States. Volunteering can provide an important work experience opportunity, which can help with young people's education-to-work transitions. Volunteering is seen as a useful way for young people to test out potential careers and therefore make an informed choice about future education and training pathways.

Education and Training

Volunteering provides unemployed individuals with experience needed to integrate the labour market. Skills and competences gained through volunteering can be transferred into professional contexts. Many volunteers appreciate the opportunity that comes from volunteering to learn new skills, as well as practice existing competences. Volunteering is also seen as a useful way for young people to test out potential careers and therefore make an informed choice about future education and training pathways.

Sport

Voluntary organisations provide vital activities and services used by the community. Sport clubs are one of the best example this, as the sport movement mainly relies on volunteers throughout Europe.

External policies

Volunteering is a crucial resource for addressing the Millennium Development Goals. Recent efforts would not have been possible without the millions of volunteers mobilised for these efforts. Crucially, volunteering fosters inter-cultural dialogue and tolerance as volunteers sent abroad meet different groups and cultures.

Environment

Volunteering has emerged as a critical resource environmental problem-solving throughout the world. Policy-makers are increasingly looking to volunteers to supplement paid work in a wide variety of fields, in particular disaster relief and environmental conservation.

4 SECTOR STUDY ON VOLUNTEERING IN SPORT

This section of the report analyses the importance of volunteering in the sport sector in the EU. The analysis is **based on the main findings presented in the national fiches** on volunteering in sport (see Annex 5).

In addition, as part of the research, GHK prepared an **online survey** which was disseminated through ENGSO, the European Non-Governmental Sports Organisation, and its members (National Sports Confederations and National Olympic Committees) and which targeted sport organisations in all 27 Member States (see questionnaire in Annex 6). A total of 333 responses were received. The qualitative and quantitative data gathered through the analysis of the questionnaire responses is used in this section to complement and support the conclusions and recommendations formulated in the national fiches.

It is however important to note that the response rate varied significantly between countries. The majority of responses were received from Belgium (181), Germany (49), Austria (40) and the United Kingdom (23). A small number of responses were received by a small group of countries (France and Finland – nine, Ireland – seven and Hungary – five). Finally, the rest of the contributions received varied between two (Poland, Denmark and the Czech Republic) and one (Spain, Slovakia, Malta and Bulgaria) per country. Therefore, while the statistics produced on the basis of these responses and used throughout this section provide interesting insights, they cannot be considered as representative of the situation within the EU.

4.1 General information about volunteering in sport

This section reviews the main commonalities and differences between Member States in relation to the nature and organisation of national sport sectors and volunteering therein.

Firstly, it analyses the different traditions and contextual backgrounds within which volunteering in the sport sector has emerged. Secondly, it reviews the existence (or lack thereof) of a specific definition for volunteering in the sector. Thirdly, it presents an overview of the importance of volunteering in the sport sector in terms of the number and profile of volunteers (including volume of volunteering, educational and socio-professional level, age groups and gender). Fourthly, it describes the differences and commonalities in relation to the organisational structure of the sport sector across all Member States (including the nature and number of sport organisations engaging volunteers, proportion of volunteers in organisations' staff and main voluntary activities).

4.1.1 Different traditions and contextual backgrounds

A review of the different traditions and contextual backgrounds of volunteering in sport reveals three main trends.

Firstly, it appears that the **tradition of volunteering is generally different in former communist countries compared to non-communist ones** and this is also true for volunteering in sport. During communism, volunteering was 'obligatory' and involved a large number of 'volunteers' who were required to carry out a significant number of

hours of 'unpaid work' as part of their duty as citizens. Consequently, even after the fall of the communist regime, in countries such as Romania, Poland and Hungary, the term 'volunteering' still bears a negative connotation of 'working for free' which affects the occurrence of volunteering and how it is perceived. It is interesting to note that while in Romania and Hungary volunteering in sport is still mostly underdeveloped due to its negative connotation, in Poland the act of undertaking voluntary activities has been 'rebranded' and replaced in 1989 by the concept/idea of 'social activism'.

Secondly, **in the majority of non-communist European countries the emergence of volunteering in the sport sector is closely related to the emergence of the sector itself**; however, it seems to have stemmed from two distinct traditions. On the one hand, the sport sector is deeply rooted in a society-led tradition. Groups of people (e.g. farmers in Denmark, military in the United Kingdom and Sweden, political activists in Ireland) who practiced a sport gradually started dedicating part of their time to train other people in their communities; eventually, these sportsmen/women and trainers gathered together to establish sport clubs. Such grassroots movement is particularly present in the sport sector tradition of Northern European countries (e.g. Denmark, Finland, Netherlands, Sweden, Ireland and the United Kingdom), but it can also be found in countries formerly under authoritarian rule (such as Bulgaria and the Czech Republic) where the implementation of the freedom of association encouraged a number of grassroots movements to emerge. Such grassroots movements are also prevalent in Southern countries (e.g. Cyprus, Italy and Spain).

On the other hand, **in countries such as France, Germany, Latvia and the Slovak Republic, the sport sector finds its origins in a more government-led movement**. In France and Germany, the State has been playing an important role in the organisation of the sport movement through an active promotion of the role of sport in society (e.g. the 'sporting nation' in France). In these countries the presence of the State is particularly evident, as it encourages and regulates the sport sector. For instance, the 'Hilfen für Helfer' ('Help for helpers') law created in Germany in 2007 allocates 2.3 billion euro to voluntary organisations on an annual basis, and a large proportion of this fund is provided to sport organisations. In the Slovak Republic, the important role of the State originated in the fact that control of Slovak sports, until 1989, was centralised and oriented on a unified, nationwide sport programme. After the political changes of November 1989, a process of democratisation of sport organisations resulted in decentralisation of powers and an increase in non-governmental organisations. In Latvia organisations for the promotion of sport are given 'public benefit status'[102].

Finally, in a fourth category of countries, **volunteering in the sport sector has emerged, or has been reinforced through a new organisational structure as a result of international events**. In Greece, before 2004, volunteering in sport was no more widespread than volunteering in general, for which there is no significant tradition in the country. However, the Athens Olympic Games, which took place in 2004, relied heavily on voluntary activities and significantly contributed to emphasising the importance of volunteering in the sport sector in the country. Similarly, it is expected that volunteering in Poland will gain more importance in the political agenda through preparation for hosting the 2012 UEFA European Football Championship (hereafter Euro 2012) and the Polish EU Presidency during the European Year of Voluntary Activities Promoting Active Citizenship 2011. Finally, in Luxembourg, although the

[102] Fonovic K., *Le Bénévolat Sportif en Europe : un phénomène majeur mais peu étudié*, Réflexion sur le sport, le bénévolat et la citoyenneté active, SPES, p.3

sport sector has historically relied essentially on volunteers' participation, the issue of volunteering in general, and consequently volunteering in the sport sector, gained significant importance with the International Year of Volunteering in 2001; subsequent to 2001, national voluntary organisations and agencies were set up to promote volunteering in the sector.

In conclusion, it is worth noting that both in countries where the sport sector stems from grassroots movements and in countries where there is a strong government-led tradition, volunteering in sport is a phenomenon that originated in the late 19th century (however, this does not apply to the Slovak Republic). Conversely, in countries which were under communist rule, in addition to Greece and Luxembourg, volunteering in the sport sector has essentially evolved in the past decade (though in some cases volunteering is still largely underdeveloped).

4.1.2 Definitions

Overall, **no definition of volunteering has been drawn specifically for the sport sector.** The majority of countries either apply the same definition used for volunteering in general, where such definition exists, or use a non-official definition which generally defines volunteers as 'people who donate their time to sport organisations to carry out activities in a field they are passionate about' (this is the case in Austria, Bulgaria, Cyprus, Czech Republic, Denmark, Finland, Hungary, Lithuania, Malta and Poland).

Nonetheless, despite the lack of a specific definition, a number of countries (Czech Republic, France, Germany, Lithuania and Poland) appear to **make a distinction between different types of volunteers**:

- 'Regular' volunteers – in this case, countries refer to volunteers who dedicate their time to an organisation regularly and on a long term basis. This type of volunteering is usually related to positions such as managers of clubs or federations and other similar roles involving a certain share of responsibilities in the management of the organisation;
- 'Occasional' volunteers – this type of volunteering refers to people who dedicate their time to an organisation on an ad-hoc basis and/or people who volunteer mainly for the organisation and running of sport events.

Information and data in the sector study takes account of both types of volunteers where no specific distinction was made.

Finally, it is important to note that the term 'organisation' was used as a generic term to encompass bodies at both national or regional level as well as bodies on a lower tier of the pyramid structure of the sport sector (see also section 4.1.4), such as clubs and associations.

4.1.3 Number and profile of volunteers in sport

It is important to note that the **data gathered on the number of volunteers varies significantly between Member States**. Three categories can be identified:

- Detailed information – it is available for Austria, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Ireland, Lithuania, Malta, Netherlands, Sweden and the United Kingdom;
- Partial information or estimates – in Belgium, Denmark, Greece, Italy, Latvia, Luxembourg, Portugal, Romania, Slovenia and Spain, the data gathered in the

national fiche includes partial data, estimates from stakeholders and estimates based on volunteers' participation to specific events; and,

- No information – no data was found with regard to the number of volunteers in Bulgaria, Hungary, Poland and Slovakia.

Table 4.1 below summarises the data gathered in relation to the number of volunteers in the sport sector in a given year, their percentage of the total adult population in the country and the source of this information.

Table 4-1 Number and share of volunteers in the sport sector

MS	No. of volunteers	% of adult pop.	% of all volunteers	Year	Sample size	Method / source	Other information
AT	474,000*	6.8	15.7	2006		Struktur und Volumen der Freiwilligenarbeit in Österreich, Wien, Dezember 2008, study commissioned by Ministry of Social Affairs and Consumer Protection	
BE (NL)	313,170 in Flanders		28.6	2007		The survey on social-cultural trends in Flanders, which targets a representative sample of Flemish individuals and covers questions concerning regular/frequent volunteering	The share of sport volunteers over the total volunteer population was a result of the SCT survey in 2007. Because this is based on the total population of Flanders.
BG	N/A	N/A		N/A			
CY	12,500*	2		2006		Survey carried out by the Cyprus Sport Organisation (2006)	
CZ	240,000*	2.7		2009		Survey carried out by the Czech Sport Association	
DK	N/A	11	31.5	2006		Johns Hopkins Comparative Non-profit Sector project Boje, Fridberg & Ibsen, eds., 2006	11% of the population between 16-85 years of age in Denmark in 2006 based on the Johns Hopkins Comparative study
EE	12,000	1.1		2007		Survey carried out by Estonian Olympic Committee (EOK)	The actual number of volunteers in the sport sector is much higher as this figure only captures those who are actively involved in volunteering in sport clubs, committees and federations.
FI	532,000	16		2005/6	5,510	*Kansallinen Liikuntatutkimus 2005-2006: vapaaehtoistyö*, study carried out by TNS Gallup Oy	16% of adults aged 19-65 take part in volunteering in sport. The survey results are based on volunteering within the organised sport movement (e.g. in sport clubs, organisations, etc.); as such, the results do not encompass volunteering taking place informally in the sport sector
FR	3,500,000*	6.8	25	2006		French National Olympic and Sport Committee (CNOSF)	
DE	7,700,000*	10.9		2005		Federal Institute of Sport Science (2007): *Sportentwicklungsbericht* 2005/2006; Federal Institute of Sport Science (2009): *Sportentwicklungsbericht* 2007/2008.	This estimation was made on the basis of 7.7 million volunteers in sport in Germany (both "regular" and "irregular" volunteers), of a total population of 70.4 million aged 14 and above.
GR	45,000*	0.5		2004			This information is based on the number of volunteers who participated in the 2004 Olympic Games

Table 4-1 Number and share of volunteers in the sport sector							
MS	**No. of volunteers**	**% of adult pop.**	**% of all volunteers**	**Year**	**Sample size**	**Method / source**	**Other information**
HU	N/A	N/A		N/A			
IE	400,000	15		2005		Research presented by the Economic and Social Research Institute (ESRI)	Issue to consider is in relation to the overlap between volunteering and playing: many players volunteer and many volunteers play, but yet they are distinct activities and draw to some extent on different categories of the population. Research stated that in 2005, 15% of adults volunteered in sport in the previous twelve months (at least one occasion) – 18% among men, 12% among women. This equates to over 400,000 volunteers – 250,000 men, 170,000 women.
IT	1,078,000	2.2		1999		Nomisma, *Sport ed economia 1999 – studio sugli aspetti economici del sistema sportivo italiano negli anni 1994-1998*, Bologna 1999	This information is based on the number of volunteers donating their times to the 61,476 affiliated organisations in 1999.
LV	200-250*	0.01		2009			This information is based on the estimates provided by the Olympic Competitions Agency for the average number of people who would be involved in a sport event.
LT	3000*	0.1		2008		Sports Statistics 2008	It is most likely that such official data underestimates the extent of voluntary activities in the sport sector. Many main flagship events, organised by the national organisations which claim to have no volunteers, are in fact supported by volunteers.
LU	380		4.3	2001	9500	Lejealle B., *Le travail bénévole au Luxembourg en 2001*, CEPS/INSTEAD, 2001	This information is out of the total share of volunteers in the country in the associative sector: 17.9%.
MT	30,000*	9.2	84	2004		Culture Statistics programme launched by the National Statistics Office (NSO)	
NL	1,500,000		12-14	2009		NOC*NSF June 2009	The number and profile and volunteers is based on a survey published in NOC*NSF Press article
PL	N/A	N/A		N/A			
PT	200,000*	2.4		1997		Estimates of the European Council	
RO	4,500-5,000*	0.02/0.03		2008			This information is based on the estimates provided by stakeholders interviewed for the study.
SK	N/A	N/A		N/A			
SI	100,000*	5.8		2007			This information is based on an estimate provided by the Ministry of Education and Sports in Slovenia.
ES	35,000	N/A		2006			This information is based on estimations for the number of volunteers who would have been needed to host the Olympic Games of 2016 if Madrid had won the

Table 4-1 Number and share of volunteers in the sport sector							
MS	**No. of volunteers**	**% of adult pop.**	**% of all volunteers**	**Year**	**Sample size**	**Method / source**	**Other information**
							candidacy.
SE	615,000	8		2008		Olsson, Svedberg & Jeppsson Grassman, 2005. And Svedberg, Jegermalm and von Essen (2009) *Population Survey*, Ersta Sköndal University College (not yet published).	
UK	2,000,000	4.9		2007/8		The Active People Survey 2 conducted between October 2007 and October 2008	These figures are based on the results from the Active People Survey 2.

*NB: These figures should be treated with caution due to differences in definitions, methodologies and survey samples. The figures marked with a * (star) sign are calculated on the basis of the percentage or a number of volunteers provided by the national study/survey and Eurostat population figures for the population aged 15+, although a small number of studies are based on volunteering figures for an age group 15-64/75. The following Eurostat population figures have been used: 1997 (PT); 2004 (MT); 2005 (DE); 2006 (AT, CY, FR); 2007 (SI); 2008 (LT, RO); 2009 (CZ, LV). Some figures have been rounded for presentation purposes. In countries where a survey was carried out, only the figures given in those surveys were used; no additional calculation was done on the basis of the Eurostat data because surveys are based on samples and it would have distorted the data.*

The table above illustrates the significant differences between Member States with regard to the proportion of volunteers in relation to Member States' adult population for the same year. It appears that **volunteering in sport represents a significant share of the adult population in Finland (16%), Ireland (15%), the Netherlands (12-14%), Denmark (11%), Germany (10.9%) and Malta (9.2%)**. Conversely, **in Estonia (1.1%), Greece (0.5%), Lithuania (0.1%), Latvia and Romania (less than 0.1%) volunteering in sport does not appear to be a common practice**. These differences can partly be explained by the different traditions of volunteering in the sport sector. In countries where authoritarian or communist rule have given a negative meaning to the practice of volunteering, the number of volunteers remains particularly low (e.g. Romania); whereas in countries where the tradition of volunteering in sport is particularly strong, the share is much higher.

It is important to note however that, in addition to these assumptions, a range of other factors can affect the number of volunteers in sport e.g. economic crisis, changes in population lifestyles, data gathering methodologies etc.

The share of volunteering in the sport sector in relation to volunteering as a whole is difficult to calculate for most Member States: data gathered for both reports (national reports and sport fiches) varied in years and methodological approaches. A few countries' studies indicated this proportion and their data reveal that **volunteers in sport represent an important share of volunteering in general** for Denmark (31.5%), France (25%), and Malta (84%). It is less so in the Netherlands (12/14%) and Austria (15.7%).

Trends

The analysis of the national sport fiches reveals that there are three trends in the number of volunteers in sport:

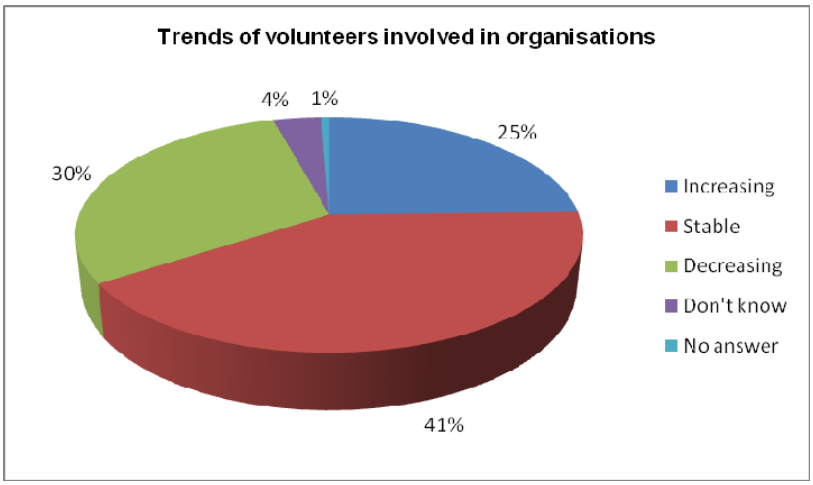
- **Increasing – the Czech Republic, Denmark, Estonia, Finland, France, Ireland, Malta, the Netherlands and Spain** indicated that the number of volunteers in sport in their Member States has increased in the past decade.

Some countries (e.g. Spain and Malta) indicated that this could be due to an increase of awareness amongst the population of the importance of sport. It is interesting to note that Finland pointed to the fact that whilst the number of volunteers is increasing, the number of organisations is increasing faster, thus leading to some organisations lacking the adequate support they need.

- **Stable** – this is the case for **Cyprus, Sweden and the United Kingdom**. No explanations for this trend were provided.
- **Decreasing** – the number of volunteers in sport has been decreasing in **Austria, Bulgaria, Germany, Luxembourg, Latvia, Romania, Slovakia and Slovenia**. It is interesting to see that this trend, in Austria and Luxembourg, is seen as a result in people's lifestyles i.e. working longer hours, spending more time with the family. Conversely, in Latvia, Romania and Slovenia this change is due to a combination of economic and political changes in the country that have been worsened by the current financial crisis.

Therefore, it appears that there is not one general trend for volunteering in the EU, although the number of sport volunteers seems to be increasing in a large group of countries. Results from the contributions received to the survey indicate that the majority of respondents (41%) felt that the number of volunteers in sport had been stable. It is nevertheless important to note that Figure 4.1 below was heavily influenced by the high number of responses from Austria, Belgium and Germany.

Figure 4-1 Trends of volunteers involved in sport organisations (past ten years)



Age

In the majority of the Member States, **voluntary activities in the sport sector are mainly undertaken by people aged between 30 and 50**. In **Hungary, Germany, Greece, Latvia, Poland, the Netherlands, Spain and the United Kingdom it appears, however, that the reverse phenomenon occurs: there are more volunteers amongst the 16 to 30 age group** than among the 30 to 50 and older group. It is worth noting that, where statistics are available, there is less of a significant difference between 16 to 30 and 30 to 50 age groups in this instance than in countries where the 30 to 50 age group dominates. Finally, the share of the 50 and older age group is generally smaller than the other two categories, apart for Romania.

Table 4.2 below presents an overview of the share of volunteers per age group by country:

Table 4-2 Share of volunteers in the sport sector per age group

Member States	Year	16 – 30	31 to 50	51 and older
AT	2008	15 – 19 years 6% 20 – 24 years 10% 25 – 29 years 8%	30 – 39 years 24% 40 – 49 years 26%	50 – 59 years 14% 60 – 69 years 9% 70 – 79 years 1% > 80 years 1%
BE		N/A	N/A	N/A
BG		N/A	N/A	N/A
CY	2006	16 – 24 years 5%	35 years and older represent majority	
CZ	2009	16-24 - 4% 25-24 - 14%	35-44 - 23% 45-54 - 25%	55-64 - 14% over 65 - 11%
DK	2004	16-29 year olds: 12%	30-49 year olds: 15%	50-65 year olds: 9% 66 year olds: 3%
EE	N/A	N/A	It is estimated that many volunteers are aged between 30 and 45 years	
FI	2005/6	19-25: 12% 26-35: 21%	36-49: 44%	50+: 24%
FR	2006	Under 36 : 15 %	36-45 : 25 % 46-55 : 27 %	56-65 : 21 % +65 : 12 %
DE	2004	14-30: 13%	31-45: 13%	46-65: 11.5% 66+: 5.5%
GR	2004	16 – 24 : 42%	25-34: 30% 35-44: 13%	45-54: 8% 55+: 7%
HU	N/A	the majority of volunteers in sport are estimated to be between 16 and 30 years of age		N/A
IE	2005		People in the 35 to 44 age group volunteer the most	Numbers drop off significantly in the 65+ category
IT		N/A	N/A	N/A
LV		Most volunteers providing assistance in sport events are 16-34 years old.		N/A
LT		N/A	N/A	N/A
LU		N/A	N/A	N/A
MT		N/A	N/A	N/A
NL	2007	16-19: 16% 20-34: 10%	35-49: 13%	50-64: 10% 65-79: 5%
PL		Domain dominated by young people (e.g. as pupils and students)		
PT		N/A	N/A	N/A
RO	2009	16-24: under 1% 25-34: approx. 10%	35-44%: 10%	80%
SK		N/A	N/A	N/A
SI		N/A	N/A	N/A
ES	2003	Young Spanish people volunteer more than any other age group	N/A	N/A

Table 4-2 Share of volunteers in the sport sector per age group				
Member States	Year	16 – 30	31 to 50	51 and older
SE	2008	7-14 4% 15-19 10% 20-29 12%	30-39 20% 40-49 28%	50-59 14% 60-70 11%
UK	2007/8	16-19 8.5% 20-24 5.3% 25-29 4.0%	30-34 4.0% 35-44 6.2% 45-64 4.9%	65 plus 2.9%

Gender

As illustrated in Table 4.3 below, in all Member States, except during the 2004 Olympic Games in Greece, the majority of volunteers in the sport sector are men. Generally, for countries where the share of male and female is expressed as a proportion of sport volunteers, the difference between the two shares is significant and varies between the male share representing two (e.g. Estonia) to nine (e.g. Malta) times that of female volunteers; only Hungary estimated that these shares are equal.

Table 4-3 Share of male and female volunteers in sport				
MS	Year	Proportion of...	Male	Female
AT		Sport volunteers	72	28
BE		N/A	N/A	N/A
BG		N/A	N/A	N/A
CY		Sport volunteers	88	12
CZ		Sport volunteers	80	20
DK		Total population	14	9
EE		Sport volunteers	65	35
FI	2005/6	Sport volunteers	58	42
FR	2006	Sport club managers	59	41
DE	2004	Total population	38.2	24.7
GR	2004	Sport volunteers	40	60
HU	2009	Sport volunteers	Estimated to be even	
IE		Total population	10	6
IT		N/A	N/A	N/A
LV		N/A	N/A	N/A
LT		N/A	N/A	N/A
LU	2001	Total population	6.4	2.2
MT	2000/2002	Sport volunteers	90	10
NL		Total population	13	8
PL		N/A	N/A	N/A
PT		N/A	N/A	N/A
RO		N/A	N/A	N/A
SK		N/A	N/A	N/A
SI		N/A	N/A	N/A

Table 4-3 Share of male and female volunteers in sport				
MS	Year	Proportion of...	Male	Female
ES			Tendency to include more men	
SE	2008	Sport volunteers	62	38
UK			Twice more men	

Additionally, France, Germany, the Netherlands and Sweden also indicated the proportion of men and women **volunteering in sport in relation to organisations' management positions**:

- In France, in 2006 there were 17% female presidents in sport organisations and 41% female club leaders;
- In Germany, in 2005/6 women occupied 9% of management positions, 27% of administrative/organisational positions and 36% of positions at operational level;
- In the Netherlands, 75% of association managers are men; and,
- In Sweden, 31.5% of executives of specialised sport federations are women, whilst 43% of district federations executive are women. It is worth noting that in Sweden there have been several initiatives to promote gender equality in volunteering.

It is therefore possible to conclude that **volunteering in the sport sector is largely dominated, at all levels, by men**. Although this gap may vary according to sport disciplines, such difference could be a result of the sport sector itself being traditionally more populated by men than women, especially in certain disciplines requiring specific skills. Finally, it could also be said that the gender inequalities perceived at management level reflect the current inequalities perceived in society as a whole.

Research on volunteering across all sectors revealed that the gender balance of volunteers varies considerably across European countries (see also Table 3.5 in section 3 of this report). In general however, most countries tend to have either a greater number of male volunteers than female (11 countries) or an equal participation between men and women (nine countries). Female volunteers tend to be more active in health and social services.

Level of education and socio-professional status

The level of education and the socio-professional status of volunteers are two factors often closely linked together. The majority of Member States indicated that most volunteers have medium to high skills; indeed, **generally people with higher education degrees or vocational training are more likely to volunteer in the sport sector** than people with lower education or vocational training levels.

It is worth noting however, that in Romania and Slovenia the opposite phenomenon is true: volunteers in the sport sector are usually low-skilled (e.g. in Slovenia, 70% of the volunteers are low-skilled whilst 10% are highly skilled and in management positions and the remaining 20% are medium-skilled and occupy different positions within organisations). In Romania, this could be explained by the fact that the majority of volunteers are 60 years old and above, corresponding to a share of the population that may not have had many opportunities to gain further education after secondary education

In relation to socio-professional status, Member States revealed that **the majority of volunteers in the sport sector are employed**. In some cases (e.g. the Netherlands) participation to voluntary activities is also related to high income groups of people. **In countries where figures were available, the share of unemployed volunteers was significantly low**: Austria (1.7%), France (4% not on the job market and 2% job seekers) and Germany (4.6%). Similarly, the share of students and retired people volunteering are small compared to that of people with full time employment: Austria (11.5% retired and 7.5% students), France (30% retired and 0% students) and Germany (13% retired and 13.8% students).

Consequently, it appears that the higher the level of education and skills, the more likely people are to be employed and the more they donate their time to volunteering in sport. Conversely, people who have lower skills because they are either studying to gain them or have not had such opportunity (e.g. Romania), are less likely to volunteer.

Volume of voluntary work

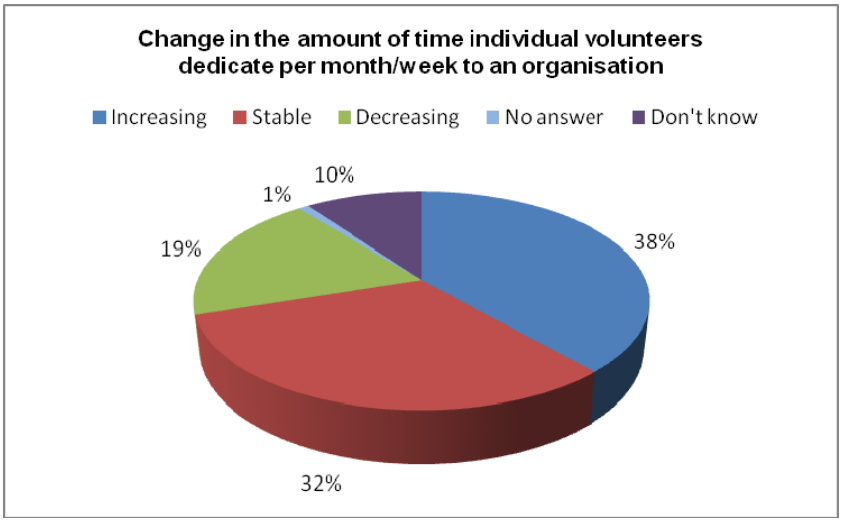
Table 4.4 below reveals that the **numbers of hours per week dedicated to sport by volunteers vary between Member States**. In the majority of countries, **the average number of hours dedicated to volunteering per week revolves around 4-5 hours** (e.g. France, Germany, Luxembourg, the Netherlands, Slovenia). It is slightly lower in Austria (3 hours) and can vary significantly in Estonia (2 to 6 hours) and Sweden (4 to 7 hours). In Sweden, this variation is a consequence of the different activities carried out by volunteers. For example, members of sport clubs dedicate more hours per week (6.8) than people involved as leaders/coaches (5.8) and volunteers in steering committees (3.9). Finally, the Czech Republic is the country with the highest number of hours contributed on average by volunteers weekly (7 hours).

Furthermore, in countries where volunteers' contribution was expressed in hours per month, it appears that Cyprus is the country where volunteers dedicate the highest number of hours (27). Similarly to the number of weekly hours dedicated to volunteering discussed above, there appear to be significant differences between countries, as volunteers dedicate 17 hours per month to their activities in Denmark and only 10 in Finland. In Finland, studies show that there are clear differences in the time dedicated to sport volunteering by gender, age, sport discipline and employment status. For example, men appear to spend around two more hours volunteering in sport each month than women; blue collar workers and 'lower level' white collar workers spend more time volunteering than white collar workers in high positions; and time dedicated to volunteering in sport decreases with age.

Table 4-4 Number of hours spent by volunteers in the sport sector								
MS	**Year**	**No. hours/week**		**No. hours/month**		**No. hours/year**		**Considerations**
		Per volunteer	**Total**	**Per volunteer**	**Total**	**Per volunteer**	**Total**	
AT	2008	3	1.42 million					
BE (NL)	2007	5	N/A	N/A	N/A	N/A	N/A	Survey participants may have referred to the hours per week during the sport season which only lasts 30-35 weeks
BG	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
CY	2006			27		320		
CZ	2003	7	1.89 million			280	75.6 million	Working year: 40 weeks
DK	2003/4			17			41.297 million	
EE	2009	2 to 6						This is an estimate by interviewees
FI	2005/6			10				
FR	2005	4					453 million	
DE	2005/6 2007/8	5		16.2			557 million 439.2 million	Based on persons involved in an organisation
GR	2004	N/A	N/A	N/A	N/A	N/A	N/A	12 to 15 days devoted to the Olympic Games per volunteer
HU		N/A	N/A	N/A	N/A	N/A	N/A	N/A
IE		N/A	N/A	N/A	N/A	N/A	N/A	N/A
IT	2008	5						
LV		N/A	N/A	N/A	N/A	N/A	N/A	N/A
LT		N/A	N/A	N/A	N/A	N/A	N/A	N/A
LU	2001	4.56						
MT		N/A	N/A	N/A	N/A	N/A	N/A	N/A
NL	2006	4 (Based on 500,000 volunteers active at club level)	2.098 million	13 (based on volunteers in sport as a whole)				
PL		N/A	N/A	N/A	N/A	N/A	N/A	N/A
PT	2001	5	N/A	N/A	N/A	N/A	27 million	Based on 45 weeks in a year
RO		N/A	N/A	N/A	N/A	N/A	N/A	N/A
SK		N/A	N/A	N/A	N/A	N/A	N/A	N/A
SI	2007	4 to 5						
ES		N/A	N/A	N/A	N/A	N/A	N/A	N/A
SE	2008	3.9 to 6.8						Members of sport clubs devote more time
UK	2005/6		1.8 million 90 million					Based on Active People 1 and Sport England

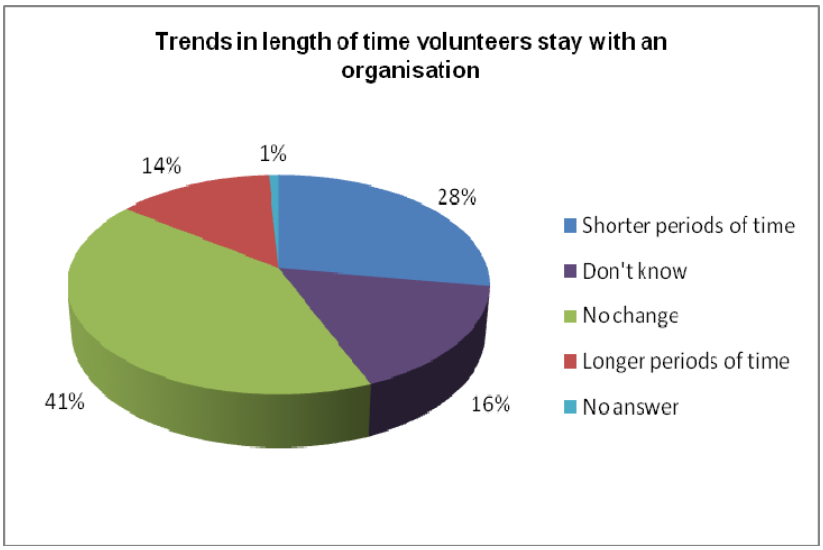
It is interesting to compare these results with the analysis of the contributions received from sport organisations to the Sport survey. As indicated in Figure 4.2 below, the number of hours sport volunteers dedicate to their voluntary activities appears to be mainly increasing (38%) or remaining stable (32%).

Figure 4-2 Change in the amount of time individual volunteers dedicate per month/week to an organisation



Finally, it is worth noting, as a result of lifestyle changes (e.g. longer working hours, desire to spend more time with family), sport organisations indicated that **today's volunteers are more interested in short-term, ad-hoc commitments which do not require them to take on too many responsibilities**, rather than long-term involvement within one organisation. This trend is illustrated in Figure 4.3, where respondents to the Sport survey indicated that there are more people spending less time in the same organisation (28%) than people committing to longer term involvement (14%).

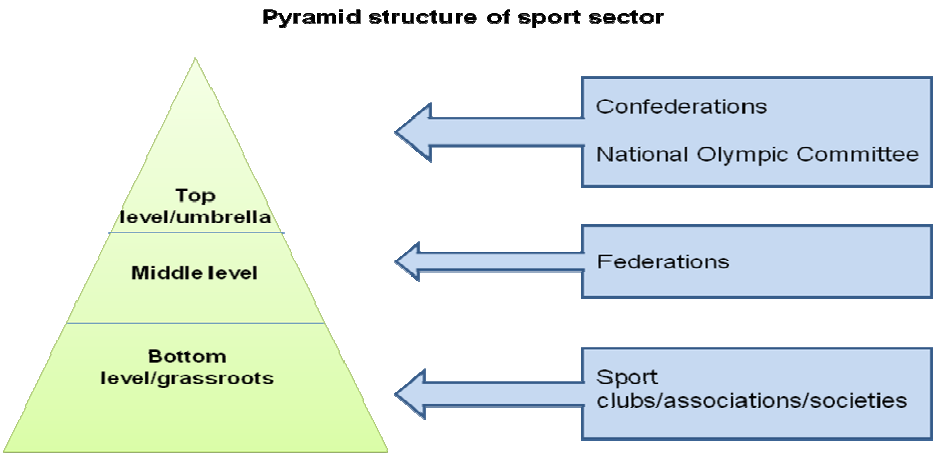
Figure 4-3 Trends in the length of time volunteers stay with an organisation



4.1.4 Number and types of sport organisations engaging volunteers

In the majority of countries, the sport sector's organisational structure is based on the pyramid model shown in Figure 4.4.

Figure 4-4 Structure of the sport sector in the EU



Traditionally sport is organised in a pyramid, with international governing bodies at its top and split up into continental structures. At European level, sport is not organised according to the EU-27 structure. It is coordinated and managed by European sport governing bodies such as the European Olympic Committee or a European sport federation (e.g. UEFA).

At national level, the organised sport sector is coordinated and managed by national umbrella organisations. There is generally one sport confederation per country and Olympic sports are represented and managed by a National Olympic Committee (NOC). In some countries (e.g. Denmark, Germany, France) the confederation and the NOC are merged into one body. In certain countries (e.g. Luxembourg and Italy) there is no confederation; instead, this role is being undertaken by the National Olympic Committee which covers the same responsibilities.

At the middle level, the sport sector is organised within federations. Federations can usually be found at both national and regional level, depending on the political structure of the country; i.e. in countries where there is a high level of decentralisation of power to the regions/communities (e.g. Germany), federations act at regional level. These bodies are organised by main sport disciplines and represent all the sport clubs and associations which are affiliated to it and operate within the same discipline. There is usually one federation per main national sport discipline. These federations regulate all general matters within their discipline and at the same time represent their branch in the European or International federations. They also organise national championships and act as regulatory bodies.

The lower tier of the pyramid is composed of smaller legal entities where people in the community can become members and practice their sport. They offer opportunities to engage in sport locally. The terms used for characterising these entities vary between Member States. For example, in some countries, such as Finland and Germany, they are known as 'sport clubs'; in other countries, for instance Denmark, they are called 'sport associations'; in Slovenia, these entities are referred to as 'sport societies' or 'sport clubs'.

In some countries, the sport sector is organised in a slightly different way. This is particularly the case in France, where the sport model is a specific one due to the position held by the State and to its great complexity resulting from the interaction between multiple actors in the public and private spheres. The organisation of the sport movement relies on the official recognition of federations by the State. Most federations, while keeping their status of autonomous and private organisations, were given a mission of public service, and, for some, prerogatives of a public authority. Sport associations, federations and their members are however represented by the CNOSF (French National Olympic and Sports Committee).

The following table presents an overview of the number of sport organisations per country:

Table 4-5 Number of sport organisations and members per Member State

MS	Confederation	Federations	Clubs/associations	Members
AT	Austrian Sports Confederation	59 sport federations	12,300 sport clubs 24,368 sport associations	3.4 million
BE	Belgian Olympic Committee	58 federations (FR) 88 federations (NL)	19,000 sport clubs in Flanders	N/A
BG	Bulgarian Olympic Committee (BOC)	94 federations and unions	9 sport associations 2 sport unions 3,197 sport clubs (registered)	N/A
CY	Cyprus Olympic Committee	48 federations	600 sport clubs	N/A
CZ		95 federations	9,240 sport clubs	N/A
DK	Sports Confederation of Denmark/National Olympic Committee (DIF) Danish Gymnastics and sport associations	60 federations 16 (regional)	10,580 sport associations 5,173 local associations	1.646 million 1.4 million
EE	National Olympic Committee	63 (national) 19 regional sport unions	30 sport associations 2,300 sport clubs	N/A
FI	Finnish Sports Federation (FSF)	76 federations 15 regional organisations 4 student organisations 2 fitness organisations 8 sport organisations for special groups 14 supporting sport organisations	6,000-8,000 sport clubs	N/A
FR	French National Olympic and Sports Committee (CNOSF)	120 federations 10,000 regional committees	175,000 affiliated sport clubs 78,640 non affiliated sport clubs	16 million
DE	German Olympic Sport Confederation (DOSB)	97 federations 16 regional associations	90,000 sport organisations	N/A
GR	N/A	N/A	N/A	N/A
HU	N/A	N/A	7,638 non-profit sport organisations	N/A
IE	Federation of Irish Sports	60 national governing bodies	2,595 clubs	N/A
IT	National Olympic Committee (CONI)	45 Federations 16 Associated Disciplines 12 Sport promotion Bodies	70,000 sport associations	N/A
LV	N/A	N/A	N/A	N/A

Table 4-5 Number of sport organisations and members per Member State				
MS	**Confederation**	**Federations**	**Clubs/associations**	**Members**
LT		N/A	1,715 sport organisations	N/A
LU	National Olympic Committee	61 federations	1,550 sport clubs	N/A
MT	N/A	N/A	1,000 sport organisations	N/A
NL	NOC*NSF, "Netherlands Olympic Committee * Netherlandse Sport Confederatie",	73 federations 12 provincial sport councils	27,000 sport clubs	N/A
PL	Polish Olympic Committee	57 sport federations	5,000 sport clubs	50,000
PT	Olympic Committee or Portugal (COP)	64 sport federations	10,000 clubs	2.1 million
RO	Romanian Federation "Sport for All"	68 national sport federations; 388 District Sport Associations	3,658 sport clubs	N/A
SK	Confederation of Slovak Sport Federations	N/A	4,000 sport clubs 39 Olympic sport associations 44 non-Olympic sport associations 4 sport associations for handicapped 5 sport organisations	N/A
SI	OCS-ASF (Olympic Committee of Slovenia and the Association of Sports Federations)	94 national federations 88 local federations	5,037 sport associations 7,200 sport clubs 7,232 non-profit organisations	Average of 190 members
ES	N/A	64 federations;	N/A	N/A
SE	Swedish Sport Confederation	21 district federations 67 specialised federations	22,000 sport clubs 7,000 clubs attached to companies	
UK	Sport England	46 national governing bodies of recognised and funded by Sport England	106,432 sport clubs affiliated	13 million regular participants

Share of volunteers and paid staff in the sport sector

As Table 4.6 illustrates, **in the majority of countries the sport sector appears to rely heavily on volunteers; the proportion of paid staff and volunteers varies** between being relatively small (e.g. Ireland 42% paid staff and 58% volunteers, Estonia 43% paid staff and 57% volunteers) to being significant (e.g. Austria 14% paid staff and 86% volunteers; France almost 80% volunteers; the Netherlands 13% paid staff and 87% volunteers; Portugal 90% volunteers). This trend can partly be explained by the fact that in most countries, sport organisations and federations are non-profit entities.

It is interesting to note however, that Germany is the only country where the share of paid staff (69.7%) is higher than the share of volunteers (30.3%). This trend could be a consequence of the fact that the majority of volunteers in German sport associations are found at managerial level (12.7% volunteers and 0.3% paid staff) and the share of volunteers then decreases with the level of responsibilities. Similarly, because volunteer contribution in Latvia is event-based, sport federations and associations do not have high numbers of volunteers within their staff.

Table 4-6 Share of paid staff and volunteers in sport organisations

MS	Year	Paid staff	Volunteers	Comments
AT	2001	14	86	
BE		N/A	N/A	
BG		N/A	N/A	
CY	2006	N/A	N/A	10 volunteers for every paid staff – all clubs in the country but 50 rely solely on volunteers
CZ	2009	N/A	N/A	Ratio paid staff/volunteers – 1/1000 (estimation)
DK	2004	19.02	80.08	
EE	2009	43	57	Based on example of sport coaches (estimates)
FI	2005/6	0.7	99.3	Based on share of people engaged in supporting the activities of sport clubs
FR*	2005	21	79	82% of organisations have no paid staff and 18% have at least one paid staff
DE	2004	69.7	30.3	
GR	2004	N/A	N/A	
HU	2009	50	50	
IE	1995	42	58	
IT		N/A	N/A	Volunteers represent the majority (sometimes the totality) of sport clubs
LV		N/A	N/A	Because volunteering in the country is event based, sport federations and associations do not have volunteer staff
LT		N/A	N/A	
LU	2001	N/A	N/A	
MT	2005	33	77	
NL		13	87	
PL		N/A	N/A	
PT	2009 (estimates)	10	90	According to IDP volunteers would account for 90% of total staff in the sport sector
RO	2009 (estimates)	2 10 50	98 90 50	District associations National sport federations Sport clubs
SK		N/A	N/A	
SI	2009 (estimates)	20	80	
ES		N/A	N/A	
SE	2008			The Sport movement remains reliant on the work of volunteers and only a few paid staff
UK		N/A	N/A	

***** In terms of full-time equivalents there are 275,400 volunteers and 71,700 paid members of staff. The proportion in FTE is therefore 79% volunteers and 21% employees.

4.1.5 *Main voluntary activities*

Level of volunteering in different sport segments

The analysis of the national sport fiches reveals that for the majority of Member States **voluntary activities are particularly undertaken at the level of amateur sport**. This is mostly related to the fact that a significant proportion of volunteers are believed to be people who either practice a sport in the same club/association they volunteer in or have children playing in that club.

Conversely, the level of volunteering decreases, at times significantly (e.g. Italy), as sports are played at a more professional level or require less technical support skills (e.g. golf, horse-riding). It appears nonetheless that, **for professional sports, volunteers are relied on for the organisation of events as they provide crucial support** in terms of transportation, refreshments, stewards etc. This was particularly clear in France during the football world cup in 1998 where more than 12,000 volunteers participated. Similar figures were found in Germany for the football world cup in 2006 (12,000 volunteers), in Greece for the Olympic Games (45,000 volunteers – this number is particularly significant since volunteering was not on the national agenda until the Olympic Games highlighted its importance) and in the United Kingdom (for the 2012 Olympic Games it is anticipated that the event will depend on up to 70,000 volunteers plus an additional 30,000 volunteers for the Paralympics).

It is worth noting that because of its particular situation, voluntary activity in Latvia is concentrated in the professional sport sector, where volunteers donate their time essentially to provide support for main sport events.

Level of volunteering in different sport disciplines

As Table 4.7 illustrates, **the highest level of voluntary activity across Member States is undertaken in football**. The second most popular discipline involving high numbers of volunteers is **basketball**. Aside from these two common sports, generally the third favourite sport for voluntary activities varies greatly between Member States, from **running** and **cycling** to **gymnastics** and **swimming**.

Thus, this table confirms that the highest level of volunteers can be found in sport practices that are popular in the country and which also involve high profiles and important international events, such as football and basketball.

Table 4-7 Main national disciplines involving volunteers

Member States	Three main sport disciplines involving volunteers		
AT	Cycling	Skiing	Running
BE	N/A	N/A	N/A
BG	N/A	N/A	N/A
CY	Football	Basketball	Volleyball
CZ	N/A	N/A	N/A
DK	Football	Gymnastics	Handball
EE	Football	Basketball	Athletics
FI	Football	Ice-hockey	Field and Track
FR	N/A	N/A	N/A
DE	Football	Gymnastics	Swimming
GR	Horse-riding	Swimming	Sailing

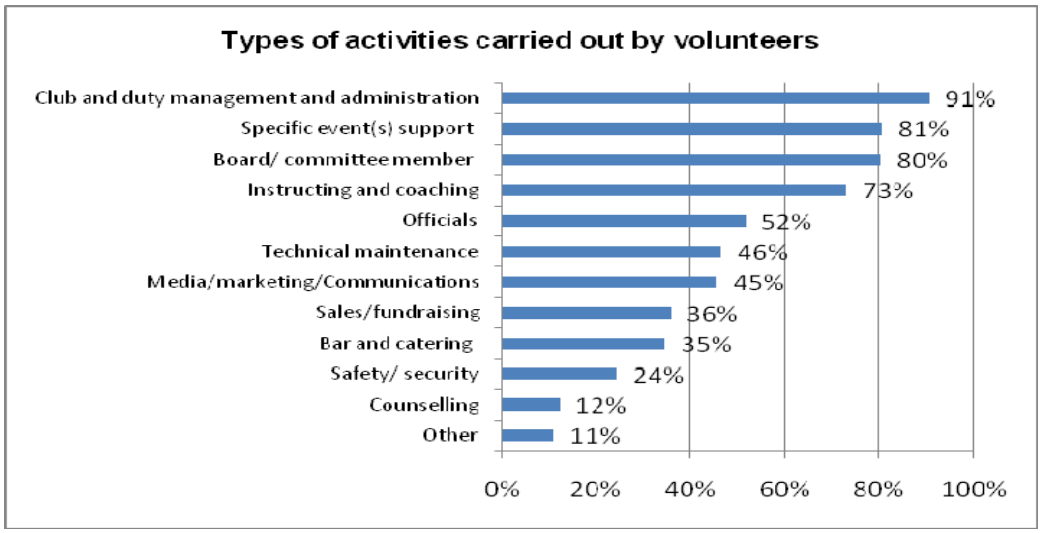
Table 4-7 Main national disciplines involving volunteers

Member States	Three main sport disciplines involving volunteers		
HU	N/A	N/A	N/A
IE	N/A	N/A	N/A
IT	Football	Basketball	Cycling
LV	Ice-Hockey	Basketball	Track and field
LT	Football	Basketball	Athletics
LU	Football	Basketball	Handball
MT	Football	Martial arts	Bodybuilding
NL	Football	Swimming/Diving	Tennis
PL	N/A	N/A	N/A
PT	Football	N/A	N/A
RO	Football	Handball	Basketball
SK	N/A	N/A	N/A
SI	N/A	N/A	N/A
ES	N/A	N/A	N/A
SE	It was suggested that the proportion of volunteers in each discipline is the same.		
UK	Football	Cricket	

Type of activities carried out by volunteers

The figure below illustrates the variety of responses given by respondents to the Sport survey to the question 'What are the types of activities carried out by volunteers?' It appears that the **most common activities carried out by volunteers are related to club/association management (91% management and administration; 80% board/committee member), events support (81%) and coaching/training (73%)**. An analysis of the national sport fiches further confirms that these are volunteers' most regular activities. It is worth mentioning however that **fundraising is also highlighted as a widespread voluntary activity in the sport sector** in a number of countries, such as Bulgaria, Cyprus, Denmark, Latvia and Malta.

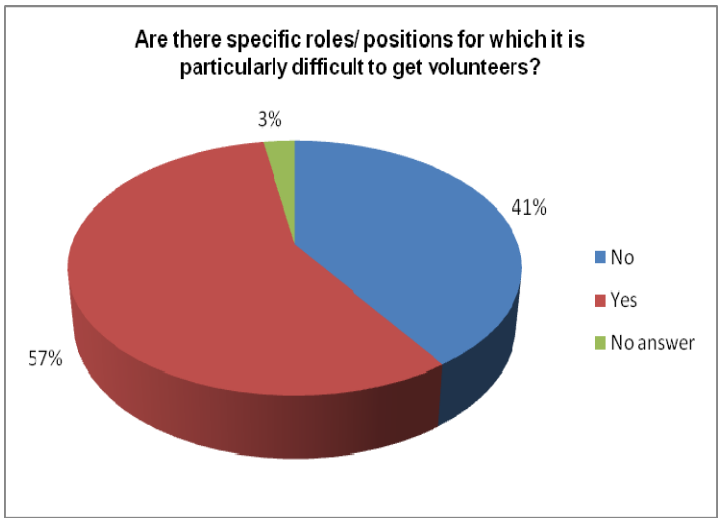
Figure 4-5 Types of activities carried out by volunteers



Generally, the level of **professionalisation in the sport sector is increasing**. This is believed to be as a result of legal and economic issues related to the quality of the service provided by sport clubs and associations becoming significantly more complex. Consequently, the **job requirements for volunteers, in particular volunteer trainers - in terms of skills and qualifications – have become much more demanding**; this is reflected in the fact that sport clubs and associations appear to be hiring an increasing number of paid staff as opposed to volunteers.

An analysis of the contributions to the Sport survey reveals that sport organisations are aware of these issues and are attempting to address them. Firstly, the survey asked if there are any particular positions which are difficult to fill: as Figure 4.6 shows, 57% of the respondents said 'yes'.

Figure 4-6 Roles and positions for which it is difficult to get volunteers

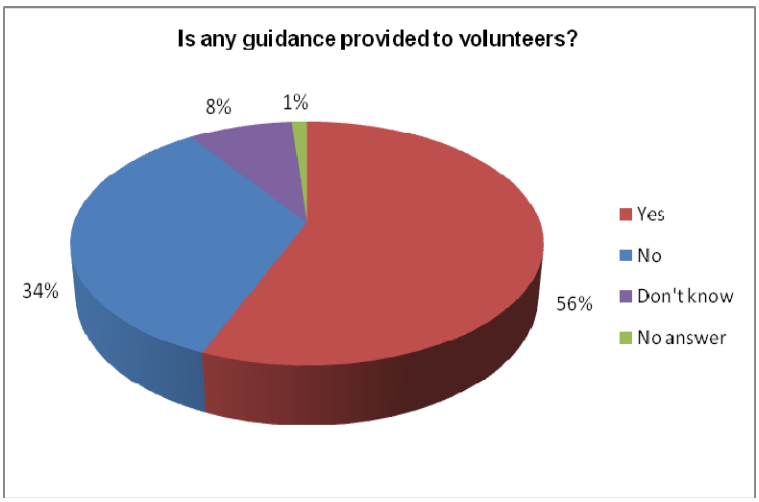


Two main types of positions were identified as more difficult to find volunteers for:

- **Management/administration** – for positions such as treasury, member of the management board/committee, president and receptionist, sport organisations argued that the level of commitment required from volunteers in terms of time and responsibilities, was too high and that a change in priorities and lifestyles means that volunteers prefer to engage on short-term basis and for tasks requiring less responsibility; and,
- **Trainers** – sport organisations indicated that this position is particularly hard to fill due to the new demand for higher skills and qualifications. Many volunteers do not meet these requirements and do not have the time to undertake the necessary training to acquire the skills needed.

Secondly, the survey asked if organisations provide any guidance to volunteers and 56% of respondents indicated that such guidance is provided, against 34% who indicated that it is not.

Figure 4-7 Guidance provided to volunteers



The following figures (4.8 and 4.9) illustrate the variety of issues for which guidance is provided to volunteers and the types of training delivered by organisations to this end.

Figure 4-8 Issues on which guidance is provided to volunteers

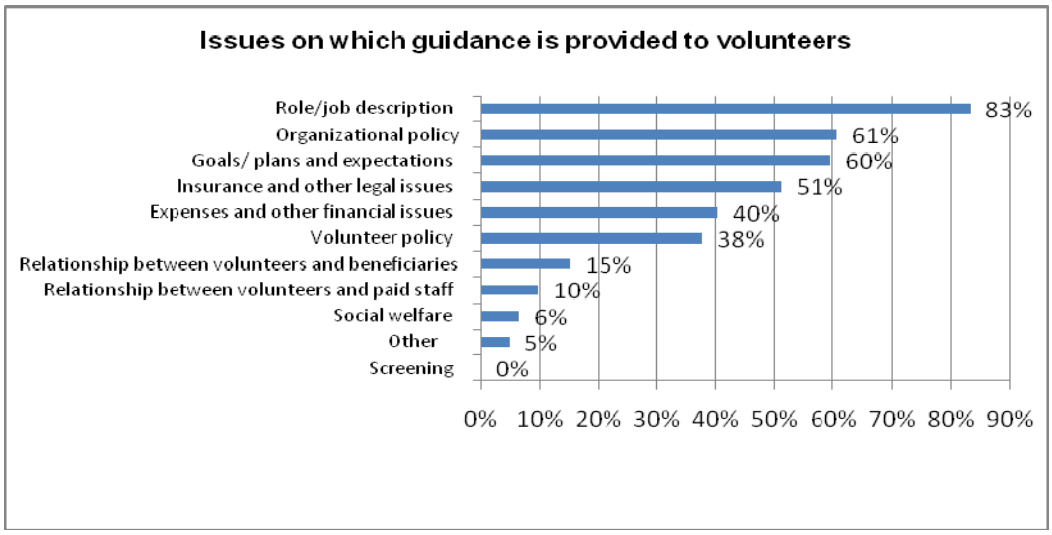
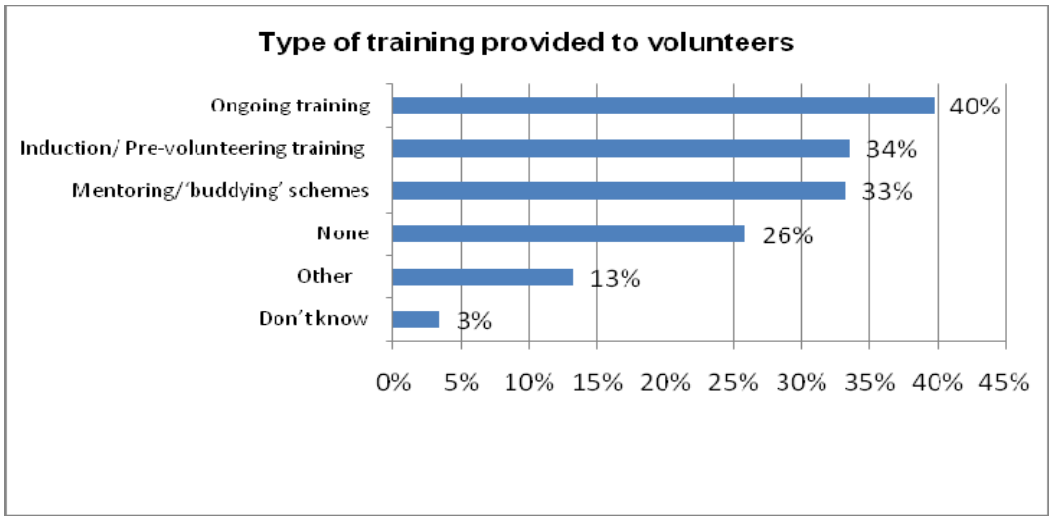


Figure 4-9 Type of training provided to volunteers



These figures reveal that the **type of support provided to volunteers is mostly focused on technical issues** such as specific tasks included in the job description (83%), organisational context (organisation policy - 61% and goals and expectations 60%) and administrative tasks (legal issues 51% and financial issues - 40%). The evidence therefore suggests that **sport organisations are attempting to equip their volunteers with the necessary skills to undertake their voluntary activities in an evolving and complex environment**.

Furthermore, it appears that the majority of this training is ongoing (40%), delivered during the induction phase (34%) or through mentoring schemes (33%). More specifically, the majority of sport organisations prepare a handbook which is distributed to all volunteers and/or provide information sessions to ensure that all volunteers are up to date with the latest changes. A few organisations, on the other hand, specified that rather than organising specific sessions and/or packs, long-term volunteers coach new volunteers on-the-job ensuring a more 'hands on' learning approach.

It can therefore be concluded that sport organisations are attempting to attract and retain volunteers by ensuring that they can regularly benefit from updated information sessions and receive an information pack which they can use as a reference throughout their voluntary involvement.

As a conclusion to this section, it is possible to affirm that volunteering in the sport sector in Europe presents two **main characteristics**. First, it is a **sector mainly constituted of non-profit organisations which depend heavily on volunteers** for their management and running. Furthermore, research highlighted that the **majority of volunteers can be found in the countries' most popular sports** (e.g. football, basketball) and have crucial roles in their clubs/associations such as being part of the management board/committee or being trainers.

Second, **both the sport sector and people's lifestyles are changing**. Whilst demands on volunteers in the sport sector are becoming increasingly specific, requiring higher skills and more qualifications, volunteers appear to be less willing to commit to one organisation for long periods of time and take on decision-making responsibilities. Instead, **volunteers prefer participating on a more ad-hoc basis or contributing to tasks/clubs that do not require high levels of skills and/or commitment**.

Nonetheless, contributions to the Sport survey and national reports have demonstrated that organisations are aware of these trends and are attempting to address them with more flexible and adequate training.

4.2 Institutional framework for volunteering in sport

This section reviews the institutional arrangements surrounding volunteering in sport, in terms of main authorities and other stakeholders involved, main policies and programmes.

4.2.1 Main public bodies and other organisations involved in volunteering in sport

None of the Member State has a separate or specific central public body which is solely responsible for volunteering in sport from a regulatory or institutional perspective. What tends to be the case however is that one or a number of government bodies, mainly those responsible for sport (e.g. France and the Netherlands), youth (e.g. Bulgaria and France), culture (e.g. Denmark, Greece and Sweden), education (e.g. Finland), internal affairs (e.g. Germany), finance (e.g. Germany) or social affairs and employment (e.g. Hungary) support volunteering in sport as part of their wider responsibilities which often includes volunteering in general.

A **common characteristic between nearly all Member States is that the responsibility for volunteering in sport is shared between different public bodies at all levels and between other organisational forms mainly concerned with either sport and/or volunteering**. An example of this is the National Strategic Partnership for Volunteering in Sport (NSP4VS) in the UK. The NSP4VS is made up of both sport volunteer-involving organisations and government departments which may be involved in or promote volunteering in sport.

It is important to note however that **in most Member States the public bodies take into account the autonomy of the sport movement**. They therefore focus on contributing in a subsidiary and complementary manner to the development of sport and to the achievements of its principal objectives rather than taking control over it. On the other hand, in some Member States, for example in France, the local authorities

are closely involved in supporting the sport movement and are responsible for looking after all sporting resources.

In a number of Member States (such as in Germany and the Netherlands) competencies concerning volunteering in sport are split between federal, regional and local levels which then have different responsibilities and tasks. The regional and especially the local authorities play an important role with regard to sport since they provide infrastructure and facilities. **The infrastructure and facilities are often owned and maintained by the authorities and used by sport associations and clubs. This constitutes an important difference with volunteering in general since the involvement of the local authorities in the provision of sport, and therefore volunteering in sport, is much closer**.

In addition to providing the physical structures, public authorities are also involved in other ways in the sport sector. In Spain, at regional or local level, the public administrations promote and organise events among the community as well as develop networking among the agents involved in volunteering in sport, such as the event organised by the Andalucía Public Company 'Volunteering in Sport in 2007'. In Denmark local authorities are involved with volunteering in sport at a local level through the support for education that they are required to provide according to the Danish Act on Popular Education.

In Finland municipalities also support the voluntary sport movement by promoting access to sport services and maintaining sport facilities: about three-quarters of sport facilities in the country have been constructed and are run by municipalities. In Ireland training courses are provided to volunteers in sport clubs by Local Sport Partnerships (LSPs).

Another **common characteristic between the Member States' institutional set up for volunteering in sport is the involvement of National Olympic Committees, sport confederations, federations, agencies and NGOs, in organising activities in relation to volunteering**.

The National Olympic Committees often play an important role, such as for example, in Italy, where CONI (the Italian Olympic Committee) is the main body responsible for volunteering in sport. In Cyprus, the Olympic Committee has facilitated and promoted volunteering in sport through organising, promoting and administrating volunteering drives for major events such as the 2009 Games of Small States of Europe and the 2004 Athens Olympiad.

In Latvia, the Olympic Competitions Agency (OSA) promotes volunteering in sport. The aims of OSA are: to promote the engagement of youth in sport by organising competitions based on the Olympic principles; to ensure the participation of Latvian youth teams in European, World Summer and Winter Olympic competitions; and to promote cooperation among various institutions in the field of sport. The development and implementation of volunteer education programmes at municipal level is one of the specific aims of the agency.

The Swedish Sports Confederation is the main body at national level which oversees volunteering in sport. In addition, the Confederation's partner organisation Sports Education is responsible for the education of volunteers.

In **some Member States, the responsibility and/or promotion of volunteering in sport falls within the mandate of a national body specifically designated for volunteering (in general)** such as the Bénévolat Agency in Luxembourg. In Denmark, the National Volunteer Centre is a self-governing organisation which increasingly is

becoming involved in volunteering in sport. In Lithuania, the Lithuanian Sport Volunteers Union, provides a forum for engaging volunteers and coordinates their activities with sport organisations.

Finally, as part of the institutional set up for volunteering in sport, **some Member States**, such as for example the Netherlands, **fund a knowledge or education and training institute for volunteering in general and/or sport**. The Dutch institute MOVISIE collects, validates and disseminates knowledge concerning well-being, care (including volunteering) and social security. Similarly in France, the Volunteer Information and Resource Centres (CRIB) were created in 2003. Today there are one or more CRIBs in each region. Running Sports is Sport England's education and training service to support volunteers. It provides workshops and resources on good volunteer practices.

4.2.2 Policies

Whereas the institutional set up for volunteering in sport shows some common characteristics between the Member States, **the importance on the political agenda and subsequently the existence of policies and programmes can differ significantly between countries**.

Importance on the political agenda and existence of a national strategy or framework for volunteering in sport

In some Member States sport is very high on the political agenda, something which is in most cases correlated to the existence of a sport/health policy. However, this does not necessarily mean that significant focus is placed on volunteering in this sector or that specific policies exist to promote and support volunteering.

In about ten Member States[103], volunteering in sport can be considered to be medium to high on the political agenda whereas in other Member States[104] it does not feature on political agenda. On the other hand, in three Member States[105], there seems to be a recent growing attention to volunteering in sport at the political level.

In several Member States, specific reference is made in recent policy papers, or in their national strategy for sport, to volunteering in this sector. However, **the vast majority of Member States does not have a separate national strategy or framework for volunteering in sport**.

Both Lithuania and Romania recognise the role of volunteering in sport in their recent National Strategy for Physical Culture/Education and Sport. In the Lithuanian Strategy the need for increased coordination between local municipalities, local sport organisations relying on volunteers and local communities, is recognised. The Strategy furthermore acknowledges the lack of financing. The following activities are foreseen in the Strategy to support volunteering in sport in Lithuania:

---

[103] Austria, Cyprus, Finland, France, Ireland, Lithuania, the Netherlands, Romania, Sweden and the UK.

[104] Especially the new Member States, i.e. Bulgaria, the Czech Republic, Estonia, Hungary, Latvia, Malta, Slovakia and Slovenia

[105] Germany, Italy and Poland.

- Improving the expertise of volunteers in sport and preparing their training programmes;
- Better coordinating activities of non-governmental and governmental sport organisations.

Similarly, the Romanian National Strategy for the Organisation and Development of Physical Education and Sport (2005-2008), specifies that actions for the recruitment, training and promotion of volunteers will be organised. However, there is no information regarding the implementation of action or an evaluation of its impact on current volunteering practices. In the Strategy, the District Departments for Sport were encouraged to involve volunteers in their activities and sign volunteer contracts with individuals. According to Ministry officials, this recommendation will be kept in the new 2009-2012 Strategy that is currently being finalised. Even though the Strategy does not specifically focus on volunteering or include any specific measures or targets to this end, the new Strategy should as a minimum include priority objectives which do refer to volunteering. The new Strategy should also follow the recommendations specified in the EU White Paper on Sport published in 2007. It should also ensure that better information on volunteer contracts and the total number of volunteers at the national and regional levels is collected.

In Ireland, the Department of Arts, Sports and Tourism also plans to integrate volunteering in their sport strategies and policies. At present, volunteering in sport is implicit within sport policy documents. For example, the Statement Sport Strategy sets out the Programme for Government which affirms the role of sport and recreation, amongst other areas, in Ireland's economic, social and cultural progress. This recognition constitutes an important commitment to volunteering. In the Netherlands, the importance of volunteering in sport is highlighted in the most recent policy paper entitled "For each other" (2008-2011) and similarly in the UK, volunteering is a feature of the Sport England Strategy 2008-2011, even though there is no UK-wide strategy for volunteering in sport.

In several Member States, such as Germany, Italy and Poland discussions are underway and/or initiatives are taking place to give volunteering in sport a more prominent place on the political agenda. These discussions are also taking place in the context of the planned European Year of Voluntary Activity Promoting Active Citizenship in 2011. In Italy, draft laws in the area of sport and volunteering in sport are being debated. Furthermore in Germany, the Ministry of Interior confirmed that in 2009, volunteering in general has a high priority and discussions are ongoing on a draft national strategy on volunteering. As a result of this prioritisation of volunteering, a multitude of different initiatives are being implemented, including competitions, commercials, round tables etc. to encourage involvement of new and existing volunteers. Sport is one of the areas concerned.

In Poland, the conference on the 'Role of Volunteers and Leaders in Physical Activity and Sport for All Promotion' organised in June 2009 by the Ministry of Sport and Tourism is perceived as a promising sign of the increased level of attention to volunteering in the sector. The main impulse for organising the event came from the planned European Year 2011 and from the Czech EU Presidency. Both gave rise to debates on the lack of organisational and regulatory solutions in volunteering in the sport sector.

Even though the Hungarian National Sport Strategy recognises that volunteering in the sport sector has an important role and should be supported by indirect economic incentives as well as 'moral' recognition, one of the aims expressed in the strategy is to enhance paid employment in the sector. The focus on professionalisation originates from a growing need for quality and long term development of the sport sector. As coaches typically are not paid, there are currently few professionals in federations. This has consequences on the international sporting scene, for example in the form of poor results in championships. In order to improve the results, it is considered that professional, paid coaches are needed in competitive sport, to train the national teams as well as locally in the clubs to achieve consistency and long term results.

Other key policies supporting volunteering in sport

Besides the support of volunteering in sport in some of the national strategies for sport discussed above, **no specific reference to volunteering in sport was found in Member States' other key policy areas.**

It is worth mentioning however that sport in general is increasingly seen as a means to achieving social policy objectives. This focus is particularly strong in the Netherlands and in Denmark. In 2007 the Dutch policy paper "Power of Sport" built on the "Time for Sport" memorandum of 2005 and sets out a number of new goals. The government primarily supports sport because it promotes social values. Because of its social function, sport is a highly desirable and effective way of achieving key government objectives in the fields of prevention and health, youth policy, education, promoting values and standards, integration, communities, safety and international policy.

Targets and monitoring

The large majority of Member States have not set any quantitative targets or monitoring in place for volunteering in sport. In the Netherlands, the government aims to increase the number of full-time jobs in sport with 1,250 new jobs by 2012. However, there are no specific targets for volunteering in sport.

Reporting and monitoring in the area of volunteering in sport are occasionally commissioned by the Dutch Ministry of Health, Welfare and Sport. Sweden and the UK are placing more focus on monitoring of sport, linking it to objectives. More specifically, in Sweden, the government has recognised the need to follow up the outcomes of activities funded through its grants. The government has given the Swedish National Centre for Research in Sport the responsibility for conducting regular and long term follow up of State support to sport. This will imply ongoing monitoring based on a number of indicators, in-depth analysis and supplementary research, and via monitoring of the research that is relevant to State support for sport. Similarly, in the UK, in an attempt to link funding to specific policy objectives and be accountable to central government, the government called upon non-governmental bodies to "have clear performance indicators and be funded on the basis of delivery". In Finland, qualitative targets have been established at national level with regards to removing barriers faced by non-profit organisations, including non-profit sport organisations, in their activities. Furthermore, the national sport federation has decided on some qualitative targets, which relate to the need to invest more in the training of existing and new volunteers in sport and the need to help sport clubs to manage their pools of volunteers and to deal with administrative issues associated with managing and leading voluntary sport clubs.

Germany does not have specific targets for volunteering in sport. Whilst information on the level of volunteering in sport has been collected as part of different studies; different indicators are used. Upon request from various stakeholders, including the German Olympic Sport Confederation, the preparation of biennial reports on the development of sport was initiated to address this issue. To date, two editions have been published, the first covering the period 2005/06 and the second 2006/07. The results are based on nation-wide surveys of sport organisations, carried out by the German Sport University in Cologne. The two existing reports present an analysis of developments in the sport sector, including information concerning volunteering in sport.

4.2.3 Programmes

A few Member States have national programmes specifically targeted at promoting volunteering in sport, whereas the majority has general sport programmes including volunteering efforts or having an impact on volunteering in sport. A few of these specifically target the education and training of volunteers in sport. For example in Estonia, a number of programmes have been implemented to allow sport organisations to develop training materials and courses that benefit both paid staff and volunteers in the sector.

National programmes targeted at volunteering in sport

Several programmes were funded in the UK with a specific focus on sport. They include:

- Step into Sport (SiS), led by the Youth Sport Trust. The scheme is aimed at encouraging young people aged between 14–19 years to become involved in school based volunteering and community based volunteering. Volunteers are given the opportunity to achieve either a bronze, silver or gold awards and can log their progress on the SiS Volunteer Passport through the Youth Sport Trust. Since the programme was launched in 2002, over 16,000 young people have been engaged in volunteering.
- Volunteer Investment Programme was established by Sport England and was set up to offer training and advice to improve opportunities for those who take part in sport in England. The focus of the programme was to help sport clubs, organisations and individuals plan for the recruitment of volunteers, and to increase the retention and recognition of volunteers.
- Sports Leaders UK works to provide two generic leadership awards for young people that are gained in sport volunteering.

  Running Sports is Sport England's education and training programme to sport volunteers. It provides workshops and resources on good volunteer practices.

Some initiatives to promote volunteering in sport are supported in Germany by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth. In particular the project "JETST! – Youth Engagement in Sport" by the German Sport Youth (part of the German Olympic Sport Federation) aims at encouraging people with migration origins and limited education to engage in voluntary activities in sport. Another initiative co-ordinated by the German Sport Youth is the 'Social Voluntary Day in Sport'.

The Netherlands implemented a specific national programme called Volunteers in Sport (VIS) in 2000 which aimed at reducing the volunteers' shortage in sport

organisations by encouraging them to conduct a volunteering policy and to provide an efficient support framework.

The Ministry of Education has set up a new programme to support sport club activities in Finland. The Fund for the development of sport club activity (*Seuratoiminnan kehittämistuki)* has been established to help sport clubs to employ one full time, paid staff for the period 2009-2011. The employment of individuals for leadership positions in sport clubs, which often have no or very few employees, is expected to increase the professionalisation of voluntary sport clubs, as paid staff can help to co-ordinate the club's sport activities and the work of volunteers. Funding has also been earmarked towards training of paid and voluntary staff in the sport sector.

In Malta, an incentive to involve volunteers in sport activities is the implementation of the "Sport for All" programme. The main idea behind this initiative is to open sport facilities at schools to everyone who is interested in an active lifestyle, regardless of their age.

Finally, from 2000 to 2004 the Portugal Sport Institute implemented a National Training Program for Volunteer Sport Administrators with the cooperation of local authorities and clubs/associations. Except for this small initiative, specific programmes focused on volunteering in sport have not been implemented. This is quite understandable, since Portugal has not yet defined a national strategy for volunteering in sport.

Other national programmes impacting on volunteering in sport

In Spain two programmes were mentioned in the Third Plan for Volunteerism (2005-2009): the Awareness Programme, created to inform society about the value of volunteering; and the Support for Volunteering Programme.

In the UK there are a number of government initiatives aimed at volunteering in general that have had a positive impact on volunteering in sport, such as the V-programme in England and the Millennium Volunteers programme in Wales, Scotland and Northern Ireland. In addition, the Step into Sport programme aimed specifically at engaging young people in volunteering in sport.

Another national programme including the promotion of volunteering in sport is the Olympic Education Programme run by the Cyprus Olympic Committee in association with the Ministry of Education and the Universities on the island. The main purpose of the programme is to introduce the Olympic movement and ideals to wider society, encourage participation in sport as well as in voluntary service in major sport events and sport clubs.

In Denmark, a number of programmes have been developed by the Ministry of Culture which were initially aimed at improving conditions in the sport sector. These programmes also affect volunteering in sport (e.g. working group "The Beating Team" set up in 2002/03 to look at barriers to volunteering and how to address them).

Regional and local programmes impacting on volunteering in sport

Some programmes affecting volunteering in sport have also been identified at regional and local levels. In Finland, a regional sport club development network is another initiative to support voluntary sport clubs. This means that each region has a regional co-ordinator, who sport clubs can contact to seek assistance on matters that affect them. Volunteering is usually one of the key issues discussed in the meetings with sport clubs.

In the context of Euro 2012, Polish regional and local authorities have also started to develop programmes to encourage voluntary engagement, particularly in the cities where the event will be held. They also plan to organise meetings with 'voluntary leaders' who were involved in the Euro 2008 finals.

Sport movement initiatives targeted at volunteering in sport

Furthermore, **there are also programmes and projects from the sport movement which specifically address volunteering in sport and more specifically the issues of access, education and training** (e.g. in Romania, Slovakia and Sweden). In France, specific programmes have been implemented that facilitate access to volunteering in sport (in particular targeting women and young people) and support volunteers with training. Initiatives such as the creation of the Volunteer's Life Notebook (Carnet de vie du bénévole), aim at supporting volunteers in recording their associative experience for their personal or professional advancement.

Also coming from the sport movement are **initiatives targeted at the recognition of sport volunteers' skills**. The Maltese Sport Council assists associations that wish to provide qualifications to volunteer coaches in line with specific European standards and levels. The initiative has been developed in line with the AEHESIS project (Thematic Network on Aligning a European Higher Education Structure in Sport Science) according to which all volunteers in sport need qualifications equivalent to Level 1 (i.e. obtaining a basic license). In the Netherlands, sport federations have their own system of training volunteers (trainers and coaches). This training system is built on a five level qualification system from a beginner youth sport leader up to a professional trainer.

In other Member States, such as in Slovenia, the sport movement focuses on **awareness-raising**. The Olympic Committee of Slovenia (OCS) and the Association of Sports Federations (ASF) have appointed a working group for volunteering in sport organisations. The main aim of the group is to inform Slovenian sport organisations about the potential of organised voluntary work, as opposed to the current use of ad hoc or improvised voluntary engagement. In 2007, the OCS implemented a pilot project, 'Voluntary work in sport organisations', which aimed to provide tools to facilitate the evaluation of voluntary work in sport clubs (such as monitoring the type, duration and value of voluntary work). The OCS provided clubs with information on how they can mentor volunteers and measure their work. However, as voluntary work in Slovenian sport organisations is very popular, the organisations do not see the need to implement more strategic approaches towards volunteering.

Other forms of promotion of volunteering exist through the **recognition of voluntary work, for example by organising special award ceremonies** to reward sport volunteers such as is the case in Austria.

4.3 Regulatory framework for volunteering in sport

4.3.1 General legal framework

In the majority of the Member States there is no specific legal framework covering volunteering in sport. **Volunteers in sport and sport organisations working with volunteers tend to be subject to the same legislation as volunteering in general, if such legislation exists**.

However, there seems to be a growing number of Member States (such as Hungary and Spain) **which acknowledge that a legal framework taking into account the particularities of volunteering in sport is needed**. In contrast, **for some Member States** such as Sweden **it has always been important not to regulate voluntary organisations** and all attempts to formalise volunteering in law have been abandoned. This is because the independence and autonomy of the sector are considered a priority by both the government and the relevant stakeholders.

A few Member States have some legislation relating to volunteering in sport, mostly as part of the legislation covering the sport sector in general.

For example, three pieces of legislation underpin the sport sector in Denmark and volunteering performed in it:

- The Danish Constitution of 1849, Paragraph 78 enshrines the right to form associations;
- The Danish Act on Popular Education of 2000 obliges local authorities to support voluntary and non-voluntary organisations working in the area of popular education;
- The Gambling Act of 2006 lays down the rules relating to gambling, including licence and distribution of the proceeds of gambling.

Spain is also rather unique as it has different legislation according to the region. The Autonomous Communities have their own legislation on volunteering in general and some regions even have legislation on volunteering in sport. Moreover some regions have developed legislation on training for volunteering in sport specifically, as is the case for Andalucía. The Decree No. 55/2004 of 17th February on Volunteering in Sport in Andalucía introduces training schools for volunteering in sport, where special training is regulated among other issues. Also the Law No. 11/1997 of 22nd August on Sport in Galicia includes the development of training for volunteers in the sport sector. There is also the National Law No. 10/1990 of 15th October that regulates the sport sector in which volunteering activities are mentioned as a way to improve the provision of information in sport events in order to decrease violence in the sport sector.

4.3.2 Legal framework for individual volunteers in sport

The legal framework for individual volunteers firstly relates to the existence of a legal status of persons who are volunteering in sport and secondly to any specific rights and benefits which are granted or specific obligations which are imposed on the individual when he or she engages in voluntary activities.

None of the Member States have adopted a specific legal status or wider framework for volunteers in sport. **In eight Member States** (Belgium, Cyprus, Czech Republic, Hungary, Poland, Portugal, Romania and Spain), **volunteers have a specific legal status, as part of a legal framework regulating volunteering in general**. The latter sets out, for example, the formal definitions and principles relevant to volunteering, as

well as the rights and obligations of the individual volunteer. In Portugal, in addition to the legislation regulating volunteering in general, Decree-Law no. 267/95 applies specifically to volunteering in sport and establishes the regimen of support for volunteer sport administrators.

In 19 Member States, volunteers do not have a specific legal status. This means that their rights and obligations derive from legislation in other fields, such as for example the specific professional sector covered, their 'professional' status (e.g. student, unemployed, employed) or the laws applicable to non-profit organisations, etc.

In fact, volunteers in sport are in a number of cases covered indirectly or directly by legislation in the area of sport. In a few cases these laws include specific provisions in relation to volunteering. For example, in Estonia, a new sport law which entered into force in 2006 does not make direct reference to volunteering but it does regulate several aspects that affect volunteering in the sector, including the organisational and legal basis of sport, the rights and obligations of athletes and coaches (many of whom are volunteers), and the financing of sport. The 2008 Lithuanian law on physical culture and sport specifies that a volunteer can assist in the organisation of a sport event and competition, and that a volunteer can referee in local and regional competitions.

Individuals who volunteer in sport organisations in Malta come under the 2003 Sports Act, which however does not regulate their specific involvement. In Spain, a national law refers to the potential of volunteering in improving the provision of information during sport events with the aim to decrease violence in the sport sector. At least two laws of the autonomous communities however regulate the development and provision of training to volunteers in sport. Luxembourg law allows high level sportsmen and women, as well as managers, organisers and referees to take up to 12 days leave per year to carry out their activities. Some of these could be volunteers. Even higher number of leave days can be granted in specific cases (e.g. Olympic athletes), but at that level the share of volunteers is much lower.

Many rights and benefits attributed to individual volunteers relate to tax relief or the provision of a specific insurance. Whilst in most cases these also apply to other types of volunteering (and are hence described in section 3.3.2 of the report), some are specific to volunteering in sport:

- *Tax reductions in relation to expenses incurred when volunteering*

  In France, volunteers who do not receive a reimbursement of their expenses incurred on behalf of an association are allowed to declare them on their tax return. Tax relief is 60% of the amount declared, capped at 20% of the taxable income. In Italy, volunteers in sport can be reimbursed for a maximum of 7,500 euro of expenses per year, which are not subject to taxation.

- *Coverage through a specific insurance scheme*

  In Finland, volunteers benefit from an insurance scheme which is jointly established by the Finnish Sports Federations and insurance companies. The insurance covers any damage caused to the volunteer, a third party or contents/facilities during the activities and during any travel related to the voluntary activity. In the Netherlands, the Municipalities provide a third party risks insurance for each volunteer.

The main legal obligations imposed on volunteers include:

- *The need to have specific qualifications and / or a license (especially when 'teaching')*

  In France, the requirement for teachers to have a specific qualification and a licence issued by the State also applies to sport volunteers involved in teaching activities. In Poland all persons leading sport groups and classes in particular for children and youth need to hold a professional licence, which can only be obtained when having a qualification as instructor, trainer or teacher. These strict provisions are contributing to a shortage of volunteers who can undertake such tasks and increased popularity of other types of volunteering, for example volunteering at events or undertaking organisational activities.

- *Requirements to have a background check (especially when working with minors)*

  In the UK, all persons working with minors and vulnerable adults are required to undergo a vetting with the Criminal Record Bureau. This applies to volunteers such as sport coaches who are in contact with this group of the population. ,

- *Restrictions on the type of volunteering activity*

  In France, sport volunteers can only be involved in activities pertaining to the social utility field, and not in profit-making activities.

The requirements linked to specific qualifications and licences can potentially be detrimental to the sport sector, as a very large share of volunteering in the sport sector (estimated 73% based on contributions to the Sport survey) is dedicated to activities such as instructing, coaching and training. In this context, a narrow interpretation of terms such as 'teaching', 'leading', etc can therefore automatically exclude a high number of people interested in providing such activities from volunteering. **A similar concern can be raised with regard to background checks**, which can act as a deterrent for potential volunteers too. There is evidence that in at least two other Member States (Denmark and Estonia) similar requirements are being put in place, which are raising deep concerns amongst sport organisations and volunteers alike.

4.3.3 Legal framework for sport organisations engaging volunteers

The legal framework for sport organisations engaging volunteers relates to the specific status awarded to this type of organisation in national law, to any specific rights and benefits granted to these organisations and to the specific obligations imposed on them. Table 4.8 below provides an overview of the situation in the Member States, highlighting whether any specific legal provisions exist in each country or not.

Table 4-8 Overview of the legal framework with respect to sport organisations

	Specific status, rights or obligations	General status, rights or obligations	Other
Austria		√	
Belgium		√	
Bulgaria	√		
Cyprus		√	
Czech Republic		√	

Table 4-8 Overview of the legal framework with respect to sport organisations			
	Specific status, rights or obligations	**General status, rights or obligations**	**Other**
Denmark		√	
Estonia		√	
Finland		√	
France	√		
Germany	√		
Greece		√	
Hungary			Specific legislation planned
Ireland		√	
Italy		√	
Latvia		√	
Lithuania	√		
Luxembourg		√	
Malta	√		
Netherlands	√		
Poland			Specific legislation planned
Portugal	√		
Romania	√		
Slovakia		√	
Slovenia		√	
Spain		√	
Sweden		√	
UK		√	

At least eight Member States have given a specific status to sport organisations engaging volunteers, whether directly, e.g. by specifying this in their laws, or indirectly, e.g. the status becoming an implicit consequence of the law. This has provided them with different rights and obligations for some issues, whilst for other matters they are still often subject to general laws applying to, for example, the non-profit or non-governmental sector. Such status in the majority of cases derives from national legislation focusing on the sport sector, or on a wider area also comprising education. In Portugal, for example, Decree-Law No. 144/93 establishes the concept of "sport public utility". This status is very significant for sport organisations, as it makes them eligible for public funding.

In most Member States (at least 15 countries), however, the legal framework surrounding sport organisations applies to a much wider group of organisations, e.g. the entire non-profit sector, the entire non-governmental sector, etc. At least two countries (Hungary and Poland), intend to develop specific legislation for sport organisations.

None of the specific rights and obligations identified concern volunteering directly. As they all have an impact on the sustainability of the organisation, they ultimately also influence the extent to which such organisations can involve volunteers and have sufficient resources to train such persons, or reimburse their expenses. The rights and obligations primarily relate to:

- The VAT regime applied to the organisation's services and income;
- Other tax benefits and incentives;
- Eligibility for State funding.

The VAT regime applied to sport organisations

Most Member States have applied VAT reductions and exemptions on sport organisations. In some cases, as further described in section 4.6 below, this has led to **tension with EU legislation in this area**.

In Sweden, for example, sport organisations do not fall under the VAT system and do not pay VAT on their income or on the rent of venues from local municipalities. Germany has recently exempted all large sport events (such as the football world cup) from VAT, whereas earlier legislation still required an assessment as to whether such events would lead to 'public benefits'. In Malta, the Sport Act requires organisations, associations and clubs to register with the Malta Sport Council. Such registration provides them with access to assistance and several other privileges, benefits and exemptions. Non-profit sport organisations have for example the right to apply for a VAT refund on capital projects.

In Bulgaria, the provision of services related to education, sport and physical education are free from VAT. Fundraising through such services is equally exempt from VAT. France did not apply the reduced VAT reduction provision on the use of sporting facilities as most sporting activities are traditionally practiced in associations which are already exempt from VAT.

In the Netherlands, lower VAT rates are applied to the sport catering industry. This means that drinks and foods cost for example less in a sport canteen than in a commercial bar. (See also section: 4.6.1.)

Other tax benefits and incentives

In Romania, all non-profit sport organisations are exempted from paying local taxes, including taxes on revenue. In France, corporate bodies governed by public law have to pay an 'entertainment tax' rate of 8% instead of the full VAT rate on their sporting activities. In Sweden, sport organisations are excluded from payroll taxes for salaries up to 21,400 SEK for 2009 (half of the minimum wage). If this amount is exceeded, the full taxes are to be paid. In the UK, sport clubs that provide facilities and promote civic participation in sport can make financial savings by registering as a charity, which subsequently makes their income from interest and capital gains tax-free.

In at least three countries, the government encourages individuals to make donations to sport organisations by making such contributions tax deductable. In Estonia, individuals who donate money to sport clubs included in the list of NGOs working 'for the public good' qualify for a reduction in their income tax. At the moment around 37% of sport organisations are on this list. Donations made to registered non-profit public benefit organisations in Bulgaria are also tax deductable according to the Physical

Persons Tax Law. In the UK, the Gift Aid scheme allows individuals to receive income tax relief on the donation which results in a refund of on average 23 GBP on every 100 GBP given. At the same time, the club also benefits from a tax refund of up to 28 GBP per 100 GBP donated.

In relation to taxation, the study also identified some problems. In Finland, for example, Finnish non-profit organisations that work for the public good do not need to pay income tax, property tax or VAT. However, if such organisation is engaged in a commercial activity, it has to pay taxes over that part. For many organisations the **distinction between these two types of activities and the taxation rules are not clear**. Some have therefore privatised their commercial service delivery, whilst others are simply not declaring such activities. An inter-ministerial working group has been established to clarify current rules. Another problem has been identified in Slovenia, where non-profit associations are actually more heavily taxed than private companies. This has led to a trend amongst sport clubs to set up a private business in order to benefit from the more favourable tax regime applied to the latter. However, this status does exclude them from receiving state support allocated to the non-governmental sector.

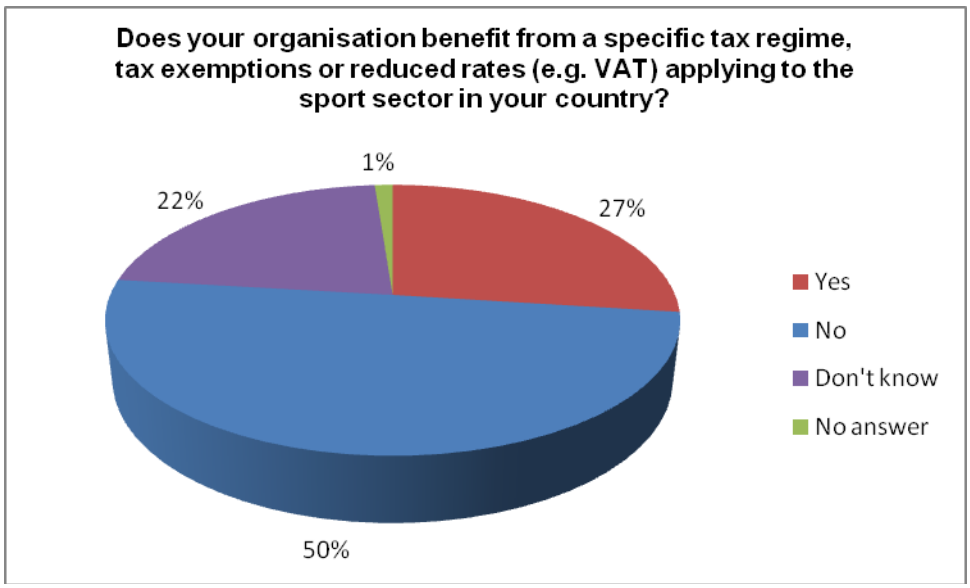
Eligibility for State funding

Several Member States have created a specific status for sport organisations, to ensure that they are eligible for state funding. As already mentioned above, Portugal, for example, grants sport organisations the status of “sport public utility”, which provides them access to public funding. Lithuania's new law on Physical Culture and Sport of 2008 regulates the participation of non-governmental organisations in the sport sector. NGOs are allowed to establish sport clubs, as well as national or regional sport associations (if no such association exists for the sport discipline addressed by the organisation). Following recognition by the Sport Department, they are considered eligible for funding by the State. In Romania, the law on Physical Education and Sport stipulates that non-profit sport organisations can benefit from public funds through contracts with local or national public authorities. Such contracts need to clearly specify the objectives of the sport activity, the roles and responsibilities of each part and the performance indicators agreed. Portugal has established the concept of “sport public utility” to determine whether sport organisations can be considered eligible for public funding.

Whilst it is promising that eight Member States have specific beneficial provisions in place for sport organisations engaging volunteers, it is however worrying to note that not all organisations appear to be aware of such opportunities. The survey held amongst sport organisations throughout the EU, presented in Figure 4.10 below, shows that nearly a quarter of the organisations that responded did not know whether they benefited from any specific tax regime applying to the sport sector in their country.

These low levels of awareness were endorsed by many of the confederations, federations and associations interviewed, who were concerned about the level of confusion amongst sport clubs as to the applicable tax rules and benefits. The fact that some Member States (e.g. Finland) are also applying different tax regimes depending on the type of activity (commercial or non-commercial) undertaken by sport organisations has further added to both the confusion and the administrative burden of these organisations.

Figure 4-10 Tax regimes applying to the sport sector in the EU



4.4 Economic dimension of volunteering in sport

This section discusses the economic dimension of volunteering in sport. It first looks at the public financing available to sport organisations engaging volunteers and then reviews the other sources of income of sport organisations. This is followed by a discussion on other types of schemes, support and benefits. Finally, the last part of this section explores the aggregate economic value of the inputs volunteers provide to the sport sector.

It is stressed that for all sub-sections, **the availability of concrete and comparable data is poor.** Most Member State stakeholders were able to provide **only estimates and tentative indications**. This suggests research in this area to date is scarce. It is also highlighted that the estimations included in this section, for example as to the level of public funding and the value of volunteering inputs, cannot be considered reliable. It is expected that the upcoming EU study entirely dedicated to the financing of the sport sector, launched by the European Commission and expected to be finalised by the end of 2010, will provide better and more consistent data.

4.4.1 Public financing of volunteering in sport

Table 4.9 below provides a summary overview of the information included in the national fiches with regard to the national budgets dedicated to sport and the various funding sources available to sport organisations (the latter are elaborated in section 4.4.2 below). On the basis of the information collected (that highlighted many gaps and inconsistencies), an attempt has been made at assessing the level of public investment for each country.

Table 4-9 Overview of national and other funding sources to sport organisations			
	National budget dedicated to sport	**Funding sources**	**Level of public funding***
Austria	The Austrian Gambling Act stipulates that 3% of the turnover of the Austrian Lotteries is dedicated to financing sport. This funding amounted to 61.2 million euro in 2007 and to 71.3 million euro in 2007. The Sport Ministry allocated an additional 16.3 million euro to sport in 2007. This leads to an annual total of 77,500,000. Public funding for sport has been increasing progressively due to the increased turnover of the Austrian lotteries.		Low (estimated at 0.03% of GDP)
Belgium	The federal government has allocated, for the year 2006, an amount of 850,000 euro.	Data available for the Flemish Community indicate that the sport federations, which are recognised and subsidised by the Flemish government, are on average financed as follows: ▪ 43% subsidies ▪ 29% other types of income ▪ 22% membership fees and licences; ▪ 6% sponsorship. The proportion that subsidies constitute in relation to the sources of income of sport clubs is lower. Membership fees together with fundraising make up the largest share of income sources.	N/A (No information available for the country as a whole)
Bulgaria	Sport organisations registered as 'non-profit public benefit organisations' are entitled to financial support from the state. This financing mainly derives from national and local authorities. In addition, sport lottery funding is also granted to sport organisations. The amendments proposed to the Law on Physical Education and Sport were meant to include a provision setting the national investments in the sport sector at 0.7% of the GDP, but eventually this text was not included in the final version.	Sport organisations also benefit from donations from Bulgarian and foreign physical and legal persons and entities.	N/A (Not possible to determine scale and share of public funding)
Cyprus	The CSO is a semi-autonomous governmental organisation and receives funding through the governmental budget (including through the state lottery) as well as revenues from athletic facilities which it owns. It issues subsidies to sport clubs and federations for the purpose of promoting and supporting amateur and professional sport on the island. For 2008, the CSO had allocated 20million euro in its budget for such subsidies which accounts for half of its total budget for that year (i.e. a total of 40 million euro). Additionally, it has allocated 7.5million euro for facility capital costs (new facilities and maintenance of existing ones) which are used by both professional and amateur sport clubs.	70% of funding for non-profit organisations comes from public financing.	Medium – high (estimated at 0.118% of GDP and 70% of total resources of organisations)
Czech Republic	N/A	N/A	N/A
Denmark	Team Denmark, DIF, DGI, DFIF, the Accommodation and Facilities Foundation and the Foundation for Horse Racing receive a share of the gambling profits. Approximately 94 million euro (700 million DKR) are allocated to the sport confederations DIF and DGI. Gambling profits are declining. Local authorities also support sport organisations through the provision of accommodation and facilities and through	N/A	High (estimated at 0.264% of GDP with increasing funds from local

Table 4-9 Overview of national and other funding sources to sport organisations			
	National budget dedicated to sport	**Funding sources**	**Level of public funding***
	subsidies. These are estimated to amount to 400 million euro per year (3 billion DKR). As a result of the declining gambling profits, local authority funding has gone up to compensate.		authorities).
Estonia	Local authorities contribute around 60 million euro to sport annually. Two-thirds of this is related to infrastructure and one third to directly support activities. Funding from local authorities has increased considerably over the past decade; from 8% in 1998 to 20-22% in 2008. The State supports the sector directly through relevant ministries and the Cultural Endowment of Estonia fund. It is estimated at around 19 million euro (The state budget is a calculation assuming that the contribution of local authorities which is the equivalent of 60 million constitutes 22% of the budget of sport organisations and the state's budget provides 7%).	Public funds make up around 30% of budget of non-profit sport organisations. The largest share of funding comes from local authorities and the organisations' own fundraising activities	Medium - high (estimated at 0.549% of GDP and at 30% of total income of organisations)
Finland	The state supports the sport sector by funding the activities of the 125 non-profit sport organisations and the national sport federation with around 30 million every year. Funding to national and regional sport organisations and federations come from the proceeds of the national lottery (Veikkaus). Under the new Lotteries Act (2002), 25% of the lottery money is allocated to sport. Overall, state funding for sport has increased since 2004, even in 2009, as proceeds from lottery have increased in recent. Local authorities also subsidise local sport clubs, including access to sport services and maintenance of sport facilities. Local authority support to sport clubs has been decreasing progressively in recent years.	Non-profit sport clubs are funded by: ▪ Households/families – 70% ▪ Local authorities – 20% (in decline) ▪ Other (own fundraising, sponsorship, state, etc.) – 10% The Finnish sport sector, which is valued at 2.6 billion euro a year, is primarily financed by households and consumers who buy sport services. Municipalities come second, followed by fundraising, sponsors and finally the state.	Low (estimated at 0.019% of GDP and a declining share of local authorities)
France	Public funding is estimated at 2.1 billion euro, of which 30% comes from the state (around 630 million) and 70% from local authorities (around 1.47 billion). The State provides assistance to the sport movement principally by granting annual subsidies to the Federations. State financial support for sport associations is given: ▪ At local level, through subsidies from the CNDS (Centre national pour le développement du sport) ▪ At national level through agreements on annual or multi-year objectives *(conventions d'objectifs*), entered into with sport federations. The subsidies are financed by Exchequer funding and the lottery.	The budget of sport associations was 6.2 billion euro in 2003. The budgetary resources of sport associations come from different sources, including members of the public (households), businesses and public sector organisations. Almost two thirds of club resources are of private origin, the remaining share is assumed to consist of public funding: ▪ Membership fees and donations from households represent one third of the budget of an association; ▪ The income generated by the association's activities represents over 25%; ▪ The patronage of business is approximately 4 % of the budget.	Medium (estimated at 0.122% of GDP)
Germany	Public funds are the most important form of financial support for sport organisations. The total amount of public funding, including grants from sport associations and federations, is approximately 500 million euro per year (some of these funding allocations come from lotteries such as 'lucky wheels' and Toto). In recent years there has been a reduction of public funds available for sport clubs, which has had a negative impact on the budget balance (only 63.3% of sport organisations had a balanced budget in 2007/08, compared to 70.6% in 2005/06).	The 10 sources which together make up most of the budget of sport organisations (89%) are: Membership fees at 30.7%, Federal state grants for sport promotion at 15.2%, Sport events at 9.8%, Donations at 6.5%, Advertising contracts: jerseys, equipment at 5.1%, Other at 5.1%, Advertising contracts: broadcasting rights at 4.9%, Social events at 4.4%, Self-run restaurants/bars at 3.6% and grants from sport associations at 3.1%.	Low (estimated at 0.021% of GDP and around 15% of public funding)

Table 4-9 Overview of national and other funding sources to sport organisations			
	National budget dedicated to sport	**Funding sources**	**Level of public funding***
Greece	No information on the level of state funding provided.	Organisations in sport are financed through state funding, sponsorships, memberships and the income generated through the organisation's own activities.	N/A (Not possible to determine scale and share of public funding)
Hungary	It is estimated that around one fourth of the funding allocated to the sport sector is provided by local authorities. State grants also constitute an important source of funding. This derives mainly from income generated by lotteries and gambling. The level of funding has been largely stable during the past years, with increases during Olympic years. It is estimated that Hungary invests around 0.32% of its GDP in sport.	Sport organisations receive funds from sponsors, company and private donations as well as the income generated by their own activities.	High (estimated at around 0.32% of GDP)
Ireland	Public expenditure on sport is defined by reference to the grants programmes funded by the Department of Arts, Sports and Tourism, either directly or through the funding it provides to the Irish Sports Council who in turn funds the NGBs, LSPs and Coaching Ireland.	N/A	N/A (Not possible to determine scale and share of public funding)
Italy	No information on the level of state funding provided.	The budget of voluntary sport organisations (like all voluntary organisations) is made up of membership fees; funding from international organisations; own commercial activities and donations. Private donations are mainly provided through people dedicating 5‰ of the amount declared in their taxes to the organisations of their choice.	Low
Latvia	It is stated that the budget of the responsible Ministry (of Education) is limited to providing ad-hoc and indirect financial support to volunteering in sport through support to sport federations. No specific mechanism has been put in place to otherwise fund volunteering in sport (either directly or indirectly). Overall, funding of the non-profit sport sector is presently decreasing significantly.	Volunteering in sport is funded on an ad-hoc event-by-event basis. The sources of funding are different, mostly state and private sponsors.	Low (public funding is however an important source)
Lithuania	Programmes funded by the national Sport Department amounted to around 24 million euro (82.3 million LTL) in 2008. One of these programmes, financed by the Fund to Support Physical Culture and Sports is especially aimed at promoting sport in society and its funds are accessed largely by sport organisations relying on volunteers. In 2008, the Fund spent 3.7 million euro (12.9 million LTL) or around 16% of the overall Department funding to the sport sector. The Department of Physical Education and Sports under the Government of the Republic of Lithuania provides financial support to the Lithuanian Sport Volunteers Union every year (Co-operation Agreement).	In 2007 the amount of support and charity received in Lithuania was 11.4 million euro (391.9 million LTL), which was 10.6 % more than in 2006. The major share of this support, 79%, was received from Lithuanian legal entities, 15.7 % from foreign legal entities and 5.3% from anonymous donors and physical persons.	Medium (estimated at 0.158% of GDP)
Luxembourg	In Luxembourg, the majority of public financial assistance in sport is allocated to federations and, more specifically, federations operating in the context of professional sports (i.e. where athletes compete at national and international level). This financial help is delivered through the Federations' technical and administrative personnel.	Sport federations receive financial support through sponsors. Sport clubs rely more heavily on financial support from local authorities. Other sources of income include sponsorship and	N/A (Not possible to determine scale and share of public

Table 4-9 Overview of national and other funding sources to sport organisations			
	National budget dedicated to sport	**Funding sources**	**Level of public funding***
		membership fees.	funding)
Malta	The total state budget that is received by sport sector is around 4 million euro, which is generated by gambling or lottery profits. A significant part of this amount is assigned to run the Malta Sport Council; around 400,000 euro is allocated to the Malta Olympic Committee to run the elite sport; and the remaining amount is distributed to other sport organisations through specific funding schemes (announced once a year).	Government subsidies accounted for 5.7% of sport organisation's income in 2002. On this basis, the total budget of the sport sector is estimated 70.2 million euro.	Low - medium (estimated at 0.089% of GDP and 5.7% of organisation's income)
Netherlands	At national level, funding to NOC and sport federations mainly comes from MVWS, gambling services and the Dutch lottery. In 2008 public funding for sport amounted to 120 million euro. Local authorities account for 90% of public spending on sport.	Sport clubs receive national funding, funding from municipalities, membership, sponsoring and private donations. Sport clubs depend for their income largely on membership fees (49% of income) and canteen sales (25%). The average income of sport club is 40,000 euro per annum.	Low (estimated at 0.020% of GDP)
Poland	Non-governmental organisations (NGOs) may apply for grants from the state budget for organising training courses for volunteers. It is relatively easy to receive financing for promoting volunteering in sport (e.g. the organisation of conferences or the creation of a database for sport volunteers). Over the past years the financial assistance provided to non-governmental organisations by local governments has been increasing in Poland. Also, the funds transferred by community councils to NGOs are on the rise (57 % more in 2008 than in 2003). The Physical Fitness Development Fund subsidises activities related to the development of sport among children and youth, including the purchase and distribution of sporting equipment, the training of teachers, instructors, animators and sport organisers, and volunteers.	Sport organisations are supported by the Ministry of Sport and Tourism and local authorities' budgets.	N/A (increasing in size but impossible to determine the share)
Portugal	N/A	With the exception of some major professional sport activities, the sport sector in Portugal depends mostly on the state in financial terms.	N/A
Romania	It is estimated that public funds account for 80% of the funding available to non-profit sport organisations.	The most common funding sources include revenues generated through the activities of the organisation; public national or local funds to finance sport projects by non-profit organisations; funds allocated by national or local public budget allocated to public sport organisations; and other sources. The level of funding for sport organisations, including non-profit ones, has increased, particularly because the "market value" of sport services has improved.	High (estimated at 80% of the organisations income)
Slovakia	The main source of financing derives from the tax revenues of lotteries and gambling, as well as the annual budget support allocated by the State.	N/A	N/A (Not possible to determine scale and share of public funding)

Table 4-9 Overview of national and other funding sources to sport organisations			
	National budget dedicated to sport	**Funding sources**	**Level of public funding***
Slovenia	Gambling and lotteries constitute the main source of funding for sport organisations. At present, public financial assistance represents 19% of the all financing allocated to the sport sector. Financial support for non-profit sport organisations appears to be stable. In addition, in its 2008 budget the State envisaged an 11 % increase in funds to promote sport for children and young people.	Around 59% of all the money allocated to the sport sector comes from donations and sponsoring.	Medium (estimated to constitute the main source of funding)
Spain	N/A	Sport organisations are principally financed through membership fees, charges for services provided and private donations.	N/A (Not possible to determine scale and share of public funding)
Sweden	The Swedish government has recently changed its funding system for sport. Until 2009, sport was mainly financed by the surplus from the State gaming company (AB Svenska Spel). From 2010 the funding will be sourced from taxes and the entire amount will be processed through the state budget. The government has introduced this change because the dependence on funding from the state lottery was not felt to be a stable source of income for the sector, making it difficult for sport organisations to plan their activities. From 2010, it is estimated that funding for the entire sector will be made up State grants of around 180 million euro (1,854 million SEK), regional funding of around 510 million euro and a small share of EU and private funding (16 million euro on average per annum in the past).	N/A	Medium (estimated at 0.237% of GDP)
UK	In the UK, the government has a high degree of funding influence over the voluntary sport sector, the principal means being exchequer grants (that is, direct from central government) to NGBs, and Lottery funding to NGBs and voluntary clubs. 22 per cent of exchequer and Lottery grants for sport in 2001–2002 were awarded to NGBs, and a further 12 per cent to voluntary clubs; in other words, a third of the total of £307 million (estimated around 115 million euro) went fully to the voluntary sector. In addition, local authorities provide a range of financial and in-kind assistance to voluntary sport	N/A	Low (estimated at 0.017% of GDP but with in kind contributions from local authorities)

As indicated above, **a first attempt has been included to identify whether the level of public funding to sport organisations is High, Medium or Low**:

- A Low funding level was considered a public contribution to the sport sector of <0.05% of the GDP and / or a share of public funding on the total income of sport organisations of <20%.
- A Medium funding level was considered a public contribution to the sport sector between 0.05-0.2% of the GDP and / or a share of public funding on the total income of sport organisations between 21-50%.
- A High funding level was considered a public contribution to the sport sector of >0.5% of the GDP and / or a share of public funding on the total income of sport organisations of >50%.

This categorisation provides the following comparative overview as presented in Table 4.10. The table shows that **in seven Member States, the level of public funding is considered to be relatively low.** One country provides a low to medium level of funding whilst **four Member States are considered to contribute a medium level of financing**. Two countries provide medium to high financial inputs whilst **in three countries the level of public funding is considered to be relatively high**.

Table 4-10 Overview of public funding levels

Low	Medium	High
Austria	Cyprus	
Finland		Denmark
Germany	Estonia	
Italy	France	Hungary
Latvia	Lithuania	
Malta		
The Netherlands	Slovenia	Romania
UK	Sweden	

Due to a lack of information on both the scale of funding and the share of public funding on the total income of sport organisations, it was not possible to provide any indications for the following eight Member States: Bulgaria, Czech Republic, Greece, Ireland, Luxembourg, Poland, Slovakia and Spain.

With regard to the distribution of public funding to the sport sector, the following types of financial resources have been identified:

- Lotteries and gambling
- State income from taxes
- Income of regional and local authorities (e.g. from local taxes, from national budget lines)
- Infrastructure of regional and local authorities (e.g. accommodation, facilities, etc.)

The ways in which this money is allocated and distributed to the various stakeholders in the sport sector also vary. Public funding is provided through:

- Direct subsidies down the organisational pyramid (redistribution). For example, the State provides funding to the confederations and / or federations, which in turn divide part of this amount amongst their members, e.g. the sport associations and clubs.
- Direct subsidies to confederations and / or federations which in turn make capital investments. In a number of cases, part of the budget is directly invested in new facilities (or in the renovation of existing ones) used by sport clubs and associations.
- Funding through specific agreements and programmes with confederations and federations.
- Grant programmes and funding schemes, for which sport organisations at all levels have to apply for through the submission of a project proposal.
- Direct financial support by regional and local authorities to sport clubs and associations.
- In kind contributions, including the provision of infrastructure, facilities and equipment (and their maintenance) by regional and local authorities.
- Financing of specific (ad-hoc) events.

Often Member States provide a mix of these different funding streams.

4.4.2 Sources of funding for sport associations

Information on the main sources of funding available to sport organisations was widely available, but little data was identified as to the shares of these different financial resources within the total budget of the organisation. The following funding sources are most common. For Member States[106] where such information was available, sport organisations mainly rely on:

- Membership fees (Finland, France, Germany, the Netherlands, Spain)
- Fundraising and donations (Estonia, Slovenia, Spain)
- Sponsorship (Slovenia)
- Public funding – state (Cyprus, France, Portugal)
- Public funding – regional and local authorities (Estonia)
- Other income (e.g. sales of tickets to sport events organised, bar and restaurant services, etc): Romania, Spain.

There are therefore quite **remarkable differences between EU countries**, due to various reasons. Firstly, the **'independence' and autonomy of the sector in some countries**, such as the Netherlands and Finland, **in combination with a range of additional measures (e.g. tax reductions), has helped to make most sport organisations more self-sufficient** and hence less dependent on state funding. They primarily attract 'private' means such as sponsorships, membership fees and donations.

There also seems to be a link between more recently developed sport volunteering 'cultures' (e.g. in several new Member States) and the share of public funding, which is

[106] When identical levels were reported, Member States have been mentioned more than once.

higher in many of these cases. **It appears that the development of volunteering in the sport sector first requires significant public support**.

In several Member States, an increase in public funding levels has been reported. The latter is often due to the increased turnover of lotteries and gambling (e.g. Austria, Finland), higher contributions made by regional and local authorities (e.g. Estonia, Poland) or a general increase in funding (e.g. Romania) because the sport sector overall has gained increased interest.

However, in some countries, it appears that current funding levels are in decline. Reasons for decreasing funding levels related to lower lottery and gambling profits (e.g. Denmark – which led to increased contributions by local authorities to compensate), lower support from local authorities or a general reduction in public funding available (e.g. Germany, Latvia). In Germany, sport clubs are increasingly struggling to balance their budget, which cannot be resolved through higher membership fees. In Sweden, the government is revising its approach to funding the sport sector to address the fact that lottery and gambling money is not a stable source of income. All funding is now directly processed through the state budget.

4.4.3 Other public support and benefits

One of the main alternative forms of other public support, namely the specific tax benefits for both sport organisations engaging volunteers and individual volunteers have already been discussed under sections 4.3.2 and 4.3.3 above. These sections also referred to other advantages which had been introduced at national level, such as the insurance schemes for volunteers and measures to help the sector to professionalise further. In this section of the study, a few other forms of support and benefits could be identified.

The additional schemes and other forms that have been identified include:

- *Increased focus on capacity building*

  For example, Lithuania is increasingly developing methodological and training support, for example by organising learning seminars or through the development of methodological literature for sport volunteers.

- *Additional schemes for specific activities*

  Malta provides, for example, specific assistance (funding) for registered sport organisations who are hosting an international event or other activity. The scheme also stipulates that volunteers can be involved as industrial personnel, administrative and clerical staff as well as first aiders. In Poland, the Physical Fitness Development Fund subsidises the development of sport among children and youth. The Fund includes the training of volunteers.

- *Promoting employment in the sport sector*

  France has introduced a series of important measures to boost employment in the sport sector. These include reduced social security contributions for employers to take into account the specific nature of sport organisations.

4.4.4 The economic value of volunteering in sport

In the vast majority of Member States, it was explicitly confirmed that the sport movement, or at least a very large part of it, **would simply not exist without volunteering**. Whilst most referred primarily to the functioning of grassroots sport associations and clubs, which, as indicated in section 4.1.4, mainly depend on volunteers for their daily operations, in several countries it was also highlighted that other sport organisations, such as federations, were also highly dependent on volunteer inputs.

Volunteering in sport, as discussed in section 4.1.5, requires a wide range of skills levels ranging from simple tasks to higher skilled tasks such as teaching and coaching and highly complex organisational and managerial activities. Furthermore, the proportion of volunteers against the share of employed persons in the sport sector is very high, as elaborated in section 4.1.4. Some sport clubs entirely depend on volunteers and have no paid staff in service.

Research evidence suggests that sport would become far less accessible without inputs from volunteers, as Member States would either have to substantially increase their financial contributions (which would not be feasible and may cause a displacement effect of decreasing funding to other activities for the public good) **or organisations would have to increase their membership fees to a level which a large share of the population would not be able to afford**. **The number of sport clubs and associations would also be likely to decrease drastically**, given that, in the absence of substantial additional funding, many would not be able to survive with their current budget if they had to hire professionals for most of the tasks.

The important value of volunteering in sport is increasingly being recognised by Member States. Countries such as France and Germany have already undertaken several studies aimed at estimating the economic value of the inputs provided by volunteers in the sport sector. Other Member States are also showing similar recognition, such as Denmark, Finland and Sweden. Very often, such recognition was linked to the extent to which public funding was made available, but as part of this study it was not possible to correlate high levels of public financing to high recognition of the economic value of volunteering in sport (see also Table 4.9 in section 4.4.1 above).

In other Member States, there are however concerns that governments are not (yet) fully appreciating the important economic value of volunteering in sport. Such concerns were expressed by the Czech Republic and Latvia. In other countries, such as the Netherlands, most attention is still focused on the social value of volunteering.

Data on the economic value of volunteering is scarce, and based on a wide variety of methods for calculating this value. As part of the study, attempts were made to collect, as a minimum, information on the number of volunteers and the number of hours they delivered. Specific focus was also placed on identifying the professional profile and skills levels of volunteers in sport, but this was only available for a minority of countries and can therefore not be used for estimating the economic value. As indicated earlier, it is however assumed that on average, the tasks carried out by volunteers in sport require medium to high skills.

Table 4.11 below presents, in the first column, an overview of the data provided by the Member States. As can be seen from this column, a few Member States already had figures available on the full-time equivalents (FTEs) that volunteering represents in the sport sector as well as the corresponding economic value. In the three columns on the right, however, the information provided by the Member States has been used to estimate the **FTEs, total economic value of volunteering and the share of this value on the GDP of the Member States** according to a single simplified method. On this basis, it was possible to provide **estimates for 13 Member States**. **The average contribution of volunteering in sport is estimated to correspond to 0.82% of GDP**.

Table 4-11 Economic value of volunteering in FTE time and as a share of GDP

	Data provided by Member States	Total FTE[107]	Total value[108]	Share of GDP[109]
Austria	Volunteers provide on average 3 hours per week 474,400 sport volunteers A total weekly input of 1.42 million hours	35,580 FTE	1,304,825,340	0.51%
Belgium	Data was only provided for Flanders and therefore cannot be used to calculate the national economic value. Volunteers provide on average 5 hours per week during the sport season (35 weeks). Approximately 313,170 volunteers. Total estimated value of these inputs is 462 million euro (based on minimum wage).	N/A	N/A	N/A
Bulgaria	N/A	N/A	N/A	N/A
Cyprus	Volunteers provide 320 hours per year per volunteer or just under 27 hours a month 2,500 sport volunteers	2,273 FTE	48,432,273	0.29%
Czech Republic	Volunteers provided on average 7 hours a week and 280 hours a year which is 75.6 hours a year (40 weeks are considered a working year). A most recent estimate (2009) refers to 240,000 volunteers A total weekly input of 1.89 million hours	38,182 FTE	316,313,455	0.25%
Denmark	Based on the average Danish wage level the economic value of voluntary work in the sector sport, exercise and dance is 8.031 billion DKr. A total volunteering input of 41.297 million hours.	23,464 FTE	1,048,662,230	0.56%
Estonia	Volunteers provide on average 2-6 hours per week (an average of 4 hours has been used) Around 12,000 sport volunteers There are about 12,000 volunteers involved in managing sport clubs and federations, or in practical activities as coaches and referees.	1,200 FTE	N/A (no wage levels available)	N/A
Finland	Volunteers provide on average 10 hours per month Around 532,000 adult volunteers	36,273 FTE	1,207,519,091	0.77%

[107] Based on 220 working days, 44 working weeks and 8 hours per day.

[108] Based on the 2007 average annual gross salaries per Member State. Where these were not available, the average salaries from the social sector have been used, or alternatively forecasts have been made based on earlier annual salary levels.

[109] Based on 2007 GDPs per Member State.

Table 4-11 Economic value of volunteering in FTE time and as a share of GDP				
	Data provided by Member States	**Total FTE[107]**	**Total value[108]**	**Share of GDP[109]**
France	Various figures provided: Volunteers provide an average contribution of 4 hours per week Volunteers in sport in 2006 represented about 3.5 million persons. Two million people volunteer in sport for an average of four hours a week, which corresponds to 167,000 FTE. The contribution to the country's economy is valued at a EUR 5 billion (based on an average hourly rate of EUR 10). Volunteers represent nearly 80% of employment in sport associations – estimated 275,400 FTE volunteers. Volunteers in sport invested 453 million hours in 2005.	Based on 3.5 million volunteers providing 4 hours each during 44 weeks (220 effective working days) 350,000 FTE	10,682,315,000	0.62%
Germany	Volunteers provided a total of 557 million hours per year in 2005/6 and 439.2 million hours per year in 2007/8 The economic value of the voluntary sector workforce in sport was estimated at 8.5 billion euro per year in 2005/6 and 6.6 billion euro per year.	249,545 FTE	10,031,727,273	0.42%
Greece	N/A	N/A	N/A	N/A
Hungary	N/A	N/A	N/A	N/A
Ireland	Over 400,000 volunteers in sport in 2005. The economic value for sport volunteering was reported as 267 million euro per annum, based on a calculation of 22,500 FTEs at the minimum hourly wage rate.	Existing estimate used due to lack of data 22,500 FTE	910,395,000	0.52%
Italy	Volunteers provide around 5 hours per week. It is estimated that there are around 1,078,000 volunteers in sport. The total number of hours is estimated at 225,000,000 hours. It is stated that this would correspond to a total economic value of 3.4 million euro, based on a 15 euro per hour average salary[110].	127,841 FTE	N/A Data on average salary not available	N/A
Latvia	N/A	N/A	N/A	N/A
Lithuania	In 2008 there were 3000 volunteers (unpaid staff) representing 25% of the total workforce in the sport sector.	N/A	N/A	N/A
Luxembourg	Volunteers dedicate an average of 4h56m per week to voluntary activities in the sport sector	N/A	N/A	N/A
Malta	30 000 volunteers in sport organisations on the Maltese Islands.	N/A	N/A	N/A
Netherlands	Volunteers provide on average 13 hours per month. There are approximately 1.5 million volunteers Based on these figures, this translates into 133,333 FTEs and 5.3 billion euro	132,955 FTE	5,145,340,909	0.86%

[110] In reality, the calculation would give 3.4 billion euro.

Table 4-11 Economic value of volunteering in FTE time and as a share of GDP				
	Data provided by Member States	**Total FTE[107]**	**Total value[108]**	**Share of GDP[109]**
Poland	N/A	N/A	N/A	N/A
Portugal	Volunteers provide on average 5 hours per week. There are approximately 120,000 volunteers. The Portuguese Confederation estimated that in 2001 the total contribution was 27 million hours which corresponded to 65 million euro (based on the minimum wage).	15,341 FTE	204,363,920	0.15%
Romania	N/A	N/A	N/A	N/A
Slovakia	N/A	N/A	N/A	N/A
Slovenia	Volunteers deliver between 4-5 hours per week. Estimated 100,000 sport volunteers The Slovenian Ministry of Education and Sport estimates that voluntary work represents around 4.4 % of the economic power of the sport sector, which in turn represents 0.102 % of GDP. .	11,250 FTE	181,158,750	0.67%
Spain	N/A	N/A	N/A	N/A
Sweden	Volunteers deliver between 3.9 to 6.8 hours per week. The total number of volunteers is around 600 000	Based on average weekly input of 5.35 hours 80,250 FTE	2,958,929,850	1.02%
UK	1,209,566,500 hours of volunteering in sport in the year, corresponding to 720,000 FTEs. The value is estimated at over £14 billion (£14,139,832,000), based on the average hourly earnings for all industries for 2002 of £11.69.	687,254 FTE	31,648,376,198	1.55%
EU average				**0.82%**

4.5 Social and cultural dimension of volunteering in sport

This section firstly presents the main findings in relation to Member States' perception of the added value in terms of social and cultural benefits of volunteering in sport for the wider community, the volunteers and the beneficiaries.

Secondly, it identifies common factors between Member States which motivate volunteers to donate their time as well as how and why they differ from the factors motivating volunteers in other sectors.

4.5.1 Key social and cultural benefits of volunteering in sport

This section identifies the added value of volunteering in the sport sector in relation to the benefits it has on society has a whole, on volunteers and on the direct beneficiaries within the sport sector. It is worth noting that the benefits for society as a whole and for beneficiaries and the community are very similar.

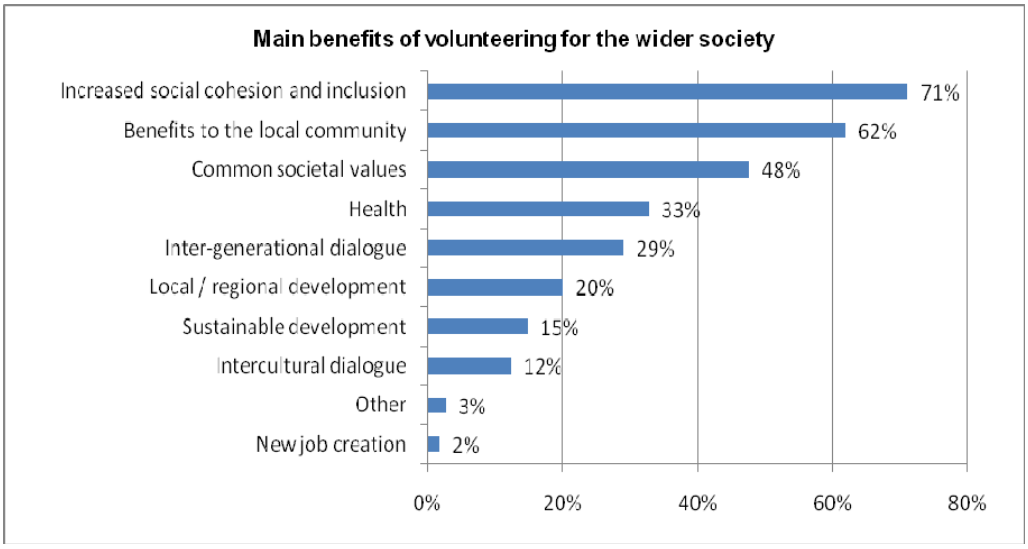
Benefits for society

In general, volunteering in sport was mostly perceived as a factor of social cohesion. Social cohesion in this context was perceived from two perspectives: on the one hand, it facilitates integration of foreign nationals in their new community; on the other hand it is seen as an opportunity for people from different social backgrounds to interact in a leisurely environment. In fact, because volunteering is open to everyone, it

presents an opportunity for foreign newcomers to introduce themselves to the rest of the community by contributing to its well-being whilst enabling them to meet new people. **Furthermore, this voluntary involvement allows sport clubs to maintain low costs and membership fees**, thus removing financial barriers to participation. Therefore, the interaction between these different groups of people promotes intercultural dialogue and fosters an environment of mutual understanding, tolerance and peace, especially in relation to foreigners.

This view was further supported by the responses submitted by sport clubs to the Sport survey and is illustrated in Figure 4.11 below: 71% of respondents believe that volunteering increases social cohesion and inclusion.

Figure 4-11 Main benefits of volunteering for the wider society



Additionally, **volunteering in the sport sector was also seen by national stakeholders as a factor promoting health within the community**. By contributing to maintaining and sometimes running (e.g. in Luxembourg, Italy) sport clubs, volunteers offer the opportunity to people in the communities they engage in to continue practicing their favourite disciplines and therefore maintain their health. As illustrated in Figure 4.11 above, 33% of the sport clubs that responded to the Sport survey believe that health is an important benefit for society. This contribution can also be seen as an act of active citizenship as volunteers contribute to maintaining a very important service of common good.

Finally, as seen in section 4.1.2, the profile of volunteers in the sport sector reflects an engagement in these activities by a wide variety of age groups. Thus, **volunteering in sport facilitates the interaction of** these **different age groups who may not have other opportunities to actively interact outside this context, therefore fostering inter-generational dialogue**. This view was also supported by one third of the respondents to the Sport survey who believe that inter-generational dialogue is one of the main benefits of volunteering in sport for society.

Benefits for volunteers

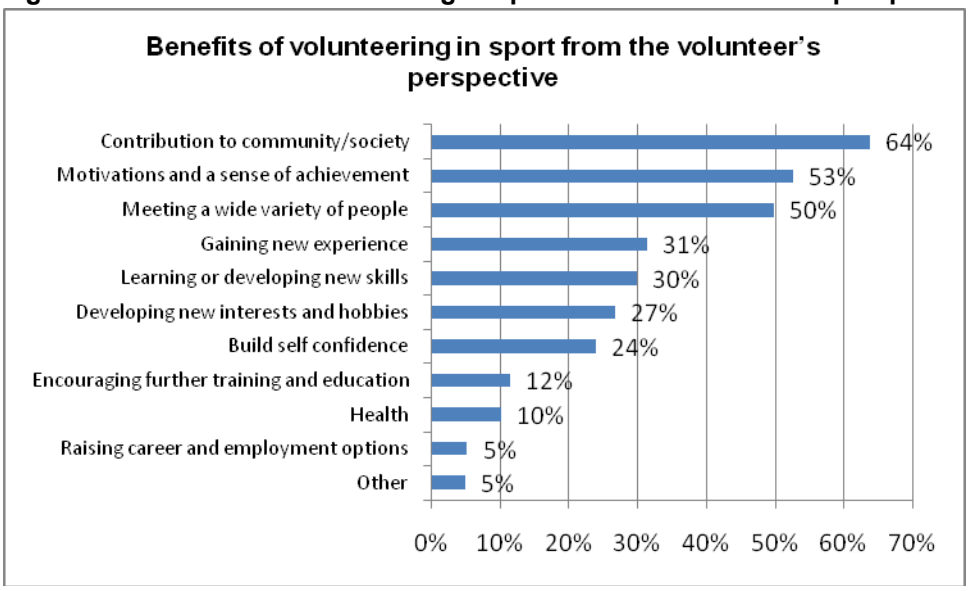
One of the main benefits of volunteering for volunteers is the contribution to society. The analysis of the country fiches indicated that **for a majority of volunteers**, the act of **donating their time to a sport club or federation was an opportunity for them to actively contribute to their community**. More specifically, it was also mentioned

that in the case of those who engaged in sport professionally and have returned as trainers, volunteering was a chance to give back to the community that supported them. Analysis of the responses to the Sport survey also reveals that 64% of respondents believe that contribution to the society is the main benefit of volunteering in sport for volunteers (see Figure 4.12 below).

Employability was also a common benefit expressed by national stakeholders. Indeed, in addition to the findings stemming from national research, contributions to the Sport survey revealed that 31% of respondents believe that volunteering enables volunteers to gain new experience and 30% believe it allows them to learn or develop new skills. Therefore, as people gain new skills and experience while they donate their time, they feel that these new skills will increase their employability in the future. This aspect of volunteering is **particularly relevant in the present economic climate** where opportunities to learn new skills, whether coming out of university or envisaging a career change, have become more difficult to find.

Finally, **volunteering in sport is highly characterised, more so than volunteering in other sectors, by the contribution of parents to their children's sport club**. These contributions take many different forms, including driving children to sport events and/or contributing to these events, and are seen as an opportunity for parents to participate more actively in the social life of their children as well as a chance to spend more time with them outside the house.

Figure 4-12 Benefits of volunteering in sport from the volunteer's perspective



It is also interesting to note that 'meeting a wide variety of people' was seen as an important benefit to volunteers by 50% of the respondents.

Benefits for direct beneficiaries

As mentioned previously, volunteering in sport is seen as an act of active citizenship as it **allows sport clubs to remain open and maintain lower running costs**. This benefit is not only important for the wider community, but it is seen in the majority of countries as playing an important role for direct beneficiaries as well. Indeed, **sport clubs are an important part of children's after-school activities**, especially in smaller cities or towns where there might be a smaller range of activities to choose from. Increasingly, providing after-school activities contributes to providing children with an organised and supervised structure within which they can express themselves

and use their energy in a channelled way. In certain circumstances, national stakeholders believe that this role is crucial in ensuring that some children, whose parents work late and cannot afford after-school activities, receive the additional attention they need outside their homes.

Additionally, concerns for obesity and health have increased in Europe in the past decade. Table 4.12 below shows the importance of the phenomenon in 22 Member States plus Switzerland, Turkey and Russia. **Sport is seen as playing a crucial role in preventing the likelihood of obesity in both adults and children**. As mentioned previously, another main benefit of volunteering in sport is the support it provides to sport clubs and federations and the opportunity for practicing the sport these clubs and federations offer to their communities.

Table 4-12 Share of obesity per age group and gender

	Survey year	Age range	BOYS %	GIRLS %
Austria †	2003	8-12	23	17
Belgium †	1998/99	5-15	28	27
Bulgaria	1998	7-17	19	16
Cyprus	1999/2000	6-17	25	23
Czech Republic	2001	5-17	15	13
Denmark	1996/97	5-16	14	15
Estonia *	2001/02	13 and 15	19	9
Finland *	1999	12, 14 and 16	17	10
France	2000	7-9	18	18
Germany	1995	5-17	14	14
Greece	2003	13-17	30	16
Hungary	1993/94	10 and 15	18	16
Iceland	1998	9	22	26
Italy	1993/2001	5-17	27	25
Malta *	2001	13 and 15	31	20
Netherlands	1997	5-17	9	12
Poland	2001	7-9	14	15
Portugal	2002/03	7-9	30	34
Russian Federation	1992	5-17	24	20
Slovakia	1995/99	11-17	10	8
Spain	2000/02	13-14	35	32
Sweden	2001	6-11	18	27
Switzerland	2002	6-12	17	19
Turkey	2001	12-17	11	10
United Kingdom - England	2004	5-17	29	29

Notes: *Body Mass Index cut off to define overweight and obesity from the International Obesity Task Force method, except for countries marked †, where the cut-off was based on the 90th centile (Austria) and the 85th centile (Belgium). See source for details.*
*Estimates for countries marked * are based on self report.*

Source: *International Obesity Task Force www.iotf.org. Accessed 11th July 2007.*

Source: European Cardiovascular Disease Statistics – 2008, European Heart Network[111]

Finally, sport clubs and federations are recognised as **offering a pleasant and leisurely environment for people from different backgrounds** (e.g. social, ethnic, etc.) to interact and foster mutual understanding and tolerance.

4.5.2 Factors that motivate individuals to volunteer in sport

The most common factor across all Member States motivating volunteers to donate their time to the sport sector was a **personal interest in a particular club**. Generally, it appeared that parents volunteering in the clubs where their children play was a significant motivation as it allowed them to participate more actively in their children's lives. It was also found that people who are part of, or started their career in a club enjoy volunteering in that club because they feel they are 'giving back'; it gives them a sense of responsibility and contribution in encouraging younger generations to pursue their passion and goals.

[111] http://www.ehnheart.org/files/statistics%202008%20web-161229A.pdf

Another common personal factor was also a **personal interest in the sport itself**. Volunteering in the sport sector enables people to spend more time in a leisurely context that allows them to feel useful whilst relaxing and enjoying themselves. It also provides them with the opportunity to interact with people sharing the same interests.

The **social benefits of volunteering in sport clubs** were widely recognised as the second most important factor stimulating people to volunteer. The **pleasant environment** the activities take place in offers people the chance, and the time, to build new relationships with 'co-workers' that share the same passion and, in some cases, the same attitude towards life.

A third motivational factor for volunteers was **social responsibility**. For many people, volunteering in their community sport club is an opportunity to contribute to keeping the sport club open and offering children the possibility of practicing sport. Moreover, through the benefits of the sport club itself on the community, such as social cohesion, integration and leisure, sport volunteers have a sense of participating in the strengthening of their community's social fabric. This is particularly relevant for older people who can regain a sense of belonging to their community and participation in its life.

Additionally, it is worth noting that the **acquisition of new skills and experiences** was also deemed an important motivating factor for volunteers. As seen in section 4.1.5, volunteers carry out a wide variety of tasks in the sport club where they donate their time. As a result, through their voluntary activities people have the opportunity to gain a wide variety of experiences and gain new skills which can then be very useful when looking for future jobs.

Finally, in some cases volunteering in the sport sector was also seen as an **opportunity to participate in big events**. The chance of being part of an important sport event (e.g. Olympic Games and world cups) and possibly of meeting famous sportsmen and women was indicated as a motivational factor for volunteers in these events.

In essence, volunteering in sport is about contributing to a sport club and community while enjoying oneself in a pleasant environment. **Motivational factors for volunteering in the sport sector are rather different from factors encouraging voluntary activities in other sectors such as health or environment**. This is mostly due to the leisurely and relaxing context that the sport sector provides to its volunteers. Volunteers may also be motivated by personal reasons such as having a child in the club. By contrast volunteering in other sectors such as social assistance and health is usually motivated by more selfless factors, for instance helping others and providing social services which are not covered by the State.

4.6 EU policies and volunteering in sport

European policies for the sport sector

The first step taken at European level towards recognising the importance of the sport sector and the role it plays in society was the Nice Treaty (2000) which requested Members States to encourage voluntary services in sport. Sport and voluntary activities were further reiterated in the Aarhus Declaration on Voluntary work in Sport (see Section 1.1.2 for more details on key European documents and initiatives)

The new Lisbon Treaty, which entered into force on 1 December 2009, incorporates sport in article 165 alongside education, vocational training and youth, thereby providing the EU with a supporting, complementary and coordinating competence for sport[112]. The article recognises calls on the EU to promote European sporting issues by taking account of the specific nature of sport, its **structures based on voluntary activity** and sport's social and educational functions. It also emphasises that "Union action shall be aimed at developing the European dimension in sport by promoting the physical and moral integrity of sportsmen and women, especially the youngest sportsmen and sportswomen".

So far, the EU has had no explicit Treaty competence for sport and its involvement in the sector has been based on existing policies and programmes. The new competence will help the EU add value by supporting platforms of exchange and debate, providing legal clarity and co-financing various initiatives.

Finally, the recent Prague Memorandum on Volunteering in Sport[113] can be considered a positive reaction by Member States to the acknowledgements and recommendations made at European level. It highlighted, among other points, the crucial importance of public funding for voluntary non-profit sport structures and the importance of including support for volunteering in possible future preparatory actions and an EU sport programme. The reference to volunteering in the Lisbon Treaty was also welcomed in the Memorandum, together with an invitation to the European Commission to interpret its legal and political significance.

EU VAT legislation impacting on sport

Council Directive 2006/112/EC, also known as the 'VAT directive', establishes a common system of VAT which is based, inter alia, on a uniform definition of taxable transactions. The VAT Directive provides for exemptions from VAT for certain categories of transactions. Article 132 provides for the following exemptions in relation to sport:

- (m) The supply of certain services closely linked to sport or physical education supplied by non-profit-making organisations to persons taking part in sport or physical education. Member States may make the granting of this exemption to bodies other than those governed by public law subject to one or more conditions mentioned in Article 133 of the Directive.

- (o) The supply of services and goods by organisations whose activities are exempt under the provisions of (m) in connection with fund-raising events organised exclusively for their own benefit provided that the exemption is not likely to cause distortion of competition. For the purpose of point (o), Member

[112] Treaty of Lisbon amending the Treaty on European Union and the Treaty establishing the European Community, signed at Lisbon, 13 December 2007. From 1st December 2009, date of entry into force of the Lisbon Treaty, the title of the 'Treaty establishing the European Community' is replaced by 'Treaty on the Functioning of the European Union (Treaty of Lisbon article 2§1).

[113] Informal meeting of EU Sport Directors Prague, 28-29 April 2009, PRESIDENCY CONCLUSIONS and ANNEX TO THE PRESIDENCY CONCLUSIONS "Prague Memorandum on Volunteering in Sport", http://www.sportetcitoyennete.org/version3/pdf/presidency_conclusions.pdf

States may introduce any restrictions necessary, in particular as regards the number of events or the amount of receipts which give entitlement to exemption.

Finally, according to Article 98 Member States may apply either one or two reduced rates of not less than 5% to supplies of goods or services in the categories set out in Annex III of the VAT Directive. While the standard rate of VAT must be at least 15% in each Member State, Annex III provides for reduced VAT rates concerning the "admission to sporting events" and the "use of sporting facilities"[114].

Member States have to apply VAT reductions and exemptions in line with these provisions. There are concerns that the interpretation of some Member States is too wide and not in compliance with Community rules.

The study confirmed divergence of views on the scope of the VAT exemption for sport activities. For example, in June 2008, the Commission formally notified Austria that it considered its implementation of the exemption under the VAT Directive concerning the supplies of certain services closely linked to sport or physical education by non-profit-making organisations to persons taking part in sport or physical education as too wide, since it was valid without restrictions for all transactions by associations of public interest whose aim was to exercise or to promote sports. In October 2009 the Commission formally requested Austria to change their legislation, as part of a formal infringement procedure. A similar procedure was launched against Sweden. At present, the government is reviewing current VAT arrangements with a view of increasing compliance with EU rules on VAT. Although some sport clubs might benefit from a change in the regulations (i.e. by being able to claim back VAT on goods purchased), it is anticipated that smaller clubs would suffer from a much higher administrative burden.

Some issues have been raised with regard to the application of the 0% VAT rate, which is considered more interesting than an exemption as it gives right to deductions. In some Member States (e.g. the UK), some activities of sport organisations are at present zero-rated, based on specific derogations negotiated in the past.

4.6.1 Impact of EU policies on volunteering in sport

EU policies related to sport

Overall, **the majority of the Member States consider that EU policies related to sport have relatively little impact on volunteering in sport in their country**. It was highlighted by stakeholders in almost all the Member States that it is difficult to find information on or evidence, if any, of the impact of EU policies on volunteering in the sport sector at national level. Moreover, **in those instances where impacts were identified, these were mainly the result of EU programmes rather than EU policies**. More specifically, EU programmes such as the European Voluntary Service and the European Social Fund are considered to be important because they offer support to volunteering in sport for example through financing the education and training of volunteers (e.g. in Estonia and Sweden). The EU has had a relative strong influence on the Finnish sport sector for instance. EU funds (ESF) are often used to co-finance projects in the field of sport. The European Council has continuously looked at questions relating to the 'moral' dimension of sport in Europe. These discussions have

[114] http://ec.europa.eu/sport/library/doc/b23/doc531_en.pdf

in turn affected sport policy in Finland and as a result the Finnish Sport Federation has prepared a set of Ethical Principles, *Fair Play – Ethical Principles for Finnish Sports and Physical Activities in a Nutshell'*, that affect anyone involved in the Finnish sport movement, including volunteers.

Whilst most of the stakeholders did not specify any reasons for this lack of impact, some pointed at the differences between the Member States' sport sectors as being too significant to have a general EU policy in this area. Others explained that a lot of the voluntary activities take place at local level and as such are not really influenced or brought in touch with what is happening at the EU level (for example in the Netherlands). In Germany, Romania and Slovakia, the White Paper on Sport was mentioned as influential but except for in Slovakia, where it had a limited impact on the legal framework in terms of compliance of the administration model, no concrete impact to national volunteering policies in the sport sector could be linked to this policy paper.

Other stakeholders considered that **more funding would be required to truly enhance the effects of EU policies in the area of volunteering (in general and in sport)**. Finally, a number of stakeholders believe that the recognition of sport as an EU competence in the Lisbon Treaty might lead to a greater impact.

As part of the study, specific issues which were discussed with the Member States as part of the sector study on volunteering in sport included taxation, state aid and procurement. They are briefly elaborated below. Some issues identified related to tension between EU legislation and the interpretation and implementation thereof by the Member States. **Stakeholders in a few Member States perceived the EU internal market and competition policies as onerous and causing a high level of bureaucracy and administrative burden**.

State aid / competition

EU State aid rules apply when the state gives a financial advantage to an organisation which carries out an economic activity, i.e. which provides goods and services on the market. The advantage also needs to have an effect on trade. There is a rather **grey zone** with respect to non-profit sport organisations, as many are carrying out an economic activity (e.g. sport events, catering, etc) but are non-profit by nature.

Whilst in several Member States it is quite common for public authorities to allow sport organisations to use infrastructure and facilities, in none of the cases identified was this raised as a problem. This appears to be mainly due to their 'open' interpretation of their functions, which are not being considered an 'economic activity' with a potential effect on trade. Countries consider either that no advantage is effectively given to the organisations, as infrastructure and facilities mostly stay in public hands, or that such organisations are not carrying out an economic activity.

The same applied to other advantages, such as grants and subsidies provided to sport organisations. In line with the argument above, such organisations are not aiming at carrying out an economic activity but are rather, due to their non-profit nature and exactly because they heavily depend on volunteers, undertaking activities for the public good. In Denmark, for example, sport is considered something individuals get involved in for their own benefit and not in order to make use of a service. The sport sector is therefore treated by public authorities according to what is referred to as the 'arms-

length' principle, contrary to the treatment of other parts of the voluntary sector. In several countries, some tension has been highlighted with regard to professional sport organisations. However, their commercial nature often cannot be subsidised by public authorities, even when these would be interested in doing so.

France was the only Member State in which other cases of tension were identified. These firstly concerned subsidies given to associations to run their training centres (Commission Decision of 25 April 2001) and secondly financial assistance provided to accredited federations to carry out their duties. The latter are now solely granted on the basis of agreements that are concluded between the State and the federation concerned (*conventions d'objectifs).*

Internal Market

In a number of Member States a wider issue has emerged, which relates to state-run or state-licensed lotteries and national measures concerning the cross-border supply of gambling services. In many Member States the income generated by lotteries is amongst the most important financing sources for the sport sector. Concerns expressed within this study related to the potential loss of income for the sport movement. To comply with the EU legal framework, some Member States are currently revising the regulatory context for gambling services. This is the case, for example, in Denmark, where a new law is currently being discussed to amend the Danish Act on Gambling which had so far provided a monopoly to *Danske Spil* as the games provider. It is difficult to foresee whether the new law will guarantee the same level of income to the sport sector. According to the Ministry of Culture, the partial liberalisation of the gambling market had also been launched to fully take account of internet providers who do not pay taxes and which cause the government, and the voluntary sector, to lose important revenues. In Finland, there are similar concerns that if the state would have to open up the gambling market to private operators, the non-profit sport movement would suffer significantly as it would lose an important source of income (25% of the proceeds of the lottery funds are allocated to sport). A similar issue was also flagged in France, where the government plans to open up the national betting market within the next two to three years and foresees specific measures to compensate sport event organisers.

Procurement

European public procurement rules set out procedures for the public purchasing of works, supplies or services by national and regional bodies. Simplified procurement procedures apply to social services of general interest (SSGI) – see section 3.8 for further information.

Public procurement did not emerge as a specific issue for the sport sector, as state funding in most Member States is generally allocated through direct subsidies and agreements with federations. The study did not identify any additional issues to the ones already explored by the working group on non-profit sport organisations.

5 CONCLUSIONS AND RECOMMENDATIONS

5.1 Main challenges and opportunities for volunteering

This section reviews the main challenges and opportunities that have been identified in the national reports, in relation to volunteering. Challenges cover problems and difficulties that are considered to be hindering the development of volunteering and creating barriers for people to engage in volunteering. Opportunities include examples of measures, initiatives and approaches that have been recently adopted or are being adopted, to facilitate the development of volunteering and address some of the barriers identified as 'challenges'.

5.1.1 Main challenges for volunteering

The challenges for volunteering naturally vary from country to country depending on the national context. However, an analysis of the national reports on volunteering highlights a number of common challenges affecting volunteers, voluntary organisations and the voluntary sector across Europe.

Main challenges related to engaging volunteers

Overall, this report has shown that volunteering has increased in the great majority of EU countries over the past decade. Countries such as Austria, Belgium, Czech Republic, Denmark, France, Greece, Italy, Luxembourg, Poland and Spain have seen clear increases and countries like Estonia, Finland, Germany, Hungary, Romania and Slovenia have seen increases too, albeit more modest ones.

Therefore, it seems that in most countries the main difficulty is not the decline in the number of volunteers, but the changes that are affecting the nature of voluntary engagement, as well as a mismatch between the needs of voluntary organisations and the aspirations of the new generations of volunteers. It does appear as if recruitment may not be as big a problem as one might think, and that it is an issue that organisations may have some time to develop their own strategies for. The reasons being that more rather than fewer people are involved in volunteering now than 10 years ago, and that the main threat may not be felt until a few years from now when some of the current volunteers finally get too old to remain involved.

For this reason, the main challenge does not concern the number of volunteers, but is rather about finding adequate persons with the competences needed. Stakeholders in many Member States note the inadequate knowledge of the needs of the voluntary organisations, and the mismatch between supply and demand.

In Ireland for instance, one of the biggest current challenges is related to managing and supporting the significant increase in the numbers of volunteers. The level of resources within voluntary organisations and their capacity to meet the needs of the recent demand for volunteering is of growing concern. The challenge is related to increasing diversity and the need to do more to broaden the base of volunteers by reaching out to those currently under represented in the volunteering population.

There does not appear to be a growing shortage across the board as a result of a declining willingness to carry out voluntary work. Rather, the shortages of volunteers appear to be due more to increased quantitative and qualitative demand and problems

in matching supply and demand. Representatives of civil-society organisations have the impression that the emphasis in volunteering is shifting more towards short-term projects with well-defined tasks and objectives.

There is evidence to imply that it is becoming increasingly difficult to find volunteers who are willing to commit to long-term voluntary positions of responsibility/leadership, for example, sitting on the board of a voluntary organisation. Busy working lives have negatively impacted on the time and energy people have to engage in long-term voluntary activities. As observed in Greece, it is not enough to promote temporary volunteering. While volunteering for major sporting events has been blossoming in Greece since 2004, NGOs in other sectors are not experiencing this growth in volunteering. What is needed is a stable, regular participation of volunteers in a variety of different sectors which will contribute to increased social cohesion.

Recruitment is also hugely dependent on social networks and social capital. However, for those with a lot of social capital the challenge is finding the time, as these individuals usually work fulltime and have children. The group with the most time tend to have fewer resources (social capital) and be less likely to be asked or be interested in volunteering. In some countries the main issue lies with the recruitment of senior volunteers, and ways to tap into the potential that the ageing population can bring. The challenge here is in developing strategies and incentives to keep people engaged in voluntary activities on a long-term basis.

In countries such as Cyprus, Belgium and France, the focus is on finding ways to attract more young people, as they are rather under-represented among volunteers. In Belgium the heavy demands placed on young people by education can be seen as an obstacle to their leisure time. Moreover, the available provision of voluntary opportunities has to compete with various commercial leisure activities. One of the reasons behind the low level of student's engagement in France is the fact that voluntary activities are not part of, or promoted in the education system as is the case in the UK and Germany for example.

Another important inter-related issue is that a majority of EU countries have seen significant increases in the number of voluntary organisations over the past two decades, which in turn means that volunteers are being spread across an ever larger number of organisations. Therefore, while survey findings in many countries have shown that the number of volunteers has risen, there is a feeling among some grassroots level organisations that the opposite is true. This requires innovative and effective strategies and campaigns and greater organisation on the part of voluntary organisations to identify potential volunteers and then engage them on a longer-term basis. Indeed, some countries have recognised that more needs to be done in a co-ordinated manner to advertise volunteer positions.

Professionalisation of the voluntary sector

The increasingly professional nature of personnel employed in the not for profit sector is also a challenge that voluntary organisations have to address: volunteers find themselves working side-by-side with newly employed paid professionals, recruited on the basis of specific competences. This means new challenges in terms of management of human resources. Many emphasise the effects of a shift in the way organisations are run, with an increasing reliance on recruited staff who are neither prepared nor trained to adapt to the organisation or on the commitment of activists.

Professionalisation also means that volunteers are confronted with increasingly demanding tasks that require specific competences and skills. There is therefore a tension between, on the one hand, increasing professionalisation and demands placed on volunteers and, on the other hand, the ability of volunteers to meet these demands and remain willing to do so in an unpaid fashion. This tension makes recruitment and retention increasingly difficult.

Voluntary leaders of grassroots level organisations who are now recruiting paid staff for the very first time are also faced with the challenge of having to be equipped with necessary competencies and skills to deal with issues concerning employment law and taxation.

Legal and regulatory framework

Lack of clear legal framework or clear rules

In at least six countries the lack of a clear legal framework and clear rule is considered as being a key challenge for the development of volunteering.

In Greece the most significant challenge is the absence of a clear legal and regulatory framework. The current legislation is fragmented and leaves key questions unanswered, causing contradictory interpretations (as for example, tax offices deciding on a case by case basis whether sponsorship is subject to VAT or not). Due to the many laws and regulations that non-profit organisations may refer to, many NGOs are not aware of certain advantageous provisions. A legal framework would also clarify the position of paid and voluntary staff in voluntary organisations. The same applied to Austria where statutory provisions provide for social protection of volunteers within voluntary service organisations. This contributes to the complexity of the legal landscape related to volunteering in the country.

To a lesser extent, practicalities such as insurance and protection for volunteers need to be addressed in Sweden. The lack of a specific legal framework for volunteers can create obstacles in relation to questions such as taxation, social insurance, unemployment benefit, health insurance and labour market issues. Having said that, In Sweden and France, it has been very important up to now *not* to regulate voluntary organisations, and any attempt to formalise volunteering in law has always been abandoned. This is because the independence and autonomy of the sector are considered a priority.

In Luxembourg, the priority on the agenda is to revise the legislation (bill 60/54) in order to redefine voluntary organisations and the definition of a volunteer. The lack of clarification stems from the fact that the foundation for the volunteer sector in Luxembourg is the law which defines non-profit institutions only, and not the volunteering sector. There are still ongoing debates at national level as to what criteria a volunteer should fulfil in order to qualify as a volunteer. Consequently, discussions are being held at national level to draft a more specific definition of the term.

In Estonia, the lack of a legislative framework is believed to create problems in relation to unclear rules concerning reimbursement of expenses. In Finland, rules regarding taxation are not clear, in relation to the growing number of voluntary organisations providing services to the public sector. In the Czech Republic certain restrictions

associated with the Law on Voluntary Service stops people from being a member of the organisation for which they volunteer.

Where legal frameworks are in place, in many cases their narrow focus and application create difficulties for volunteering. For example, the Romanian Law on Volunteering requires a written contract between the volunteer and the host organisation. This requirement implies the volunteer has a formal status and in turn creates ambiguity and tensions in the relationship between paid and unpaid staff.

The narrow focus of legislation adopted by a number of countries is further problematic in that it only recognises volunteering and volunteers within a narrowly defined legislative framework. As a result volunteers can and do exist outside the legal framework, but therefore fall short of any insurance, protection or legal support as a volunteer. Here, the narrow focus of legislation in Hungary, Spain, Portugal and the Czech Republic has been observed.

Increasing legislative burden

If some Member States seem to suffer from a lack of legislative framework, volunteering can also be impeded by an increase in the number of rules and laws applying to the voluntary sector.

Voluntary organisations in many Member States are confronted with increased legislation in various fields, and compliance with a wide range of rules (e.g. environmental legislation, copyright, legislation on health and safety, as well as other detailed regulations). In Denmark, the government brought about some improvements in the burden of administration (e.g. raising of the VAT threshold, developing standardised membership/participant reporting forms), but more rules keep cropping up. Currently, the new criminal record checks (Børneattester) are placing an administrative burden on associations, which have been threatened that a system of control will be introduced if they do not comply with the requirement. The way the issue has been handled has not shown the greatest awareness of or regard for the way voluntary associations operate. There is also concern that trainers will have to be registered in future.

In Slovakia where voluntary organisations and volunteers are required to comply with broader legislation, the Law on Youth is reported to have increased the legislative burden by making volunteering more complicated, bureaucratic and difficult for young people to access.

In the Netherlands, the tendency of giving more responsibility to the voluntary organisations together with the growth in rules makes it difficult for some organisations to function properly. The complexity of the legislation and regulations give uncertainty about how to apply and implement the rules.

Legal constraints that limit volunteering

In Denmark the rules regarding limits on the number of hours of voluntary work that an unemployed person or somebody on early retirement can perform (i.e. 4 hours per week) poses a significant restriction on recruitment among these groups.

In the Netherlands, although individuals are permitted to volunteer, existing legislation means that a person in receipt of benefits must dedicate their time to job hunting, and therefore volunteering is only permitted outside working hours, i.e. during evenings and/or weekends.

In Belgium, individuals in receipt of benefits who are under the age of 55 years old are not permitted to volunteer more than 28 hours a week.

Insurance

Specific concerns about the insurance of volunteers were raised in a small number of countries. In Germany, it is believed that the current statutory accident insurance and third-party liability for citizens who volunteer should be extended to further areas.

In Spain, there is no legal specification for provision of insurance for risk at work (*riesgo de trabajo*). In Romania, there tends to be a high turnover level among volunteers, which means that it can prove difficult for NGOs to provide an insurance company with a nominal list of the volunteers to be insured. As a result, research suggests that many volunteers in Romania remain uninsured. For the time being, there are no specific arrangements in place between NGOs and insurance companies from which volunteers could benefit.

In a number of countries the issue relates to the fact the insurance of volunteers is left to the discretion of the hosting organisations. In France, the law enables organisations engaging volunteers to insure them against accidents or illness resulting from the voluntary activity. However, this is left to the organisation's initiative; because the association has to bear the cost of this insurance, and in practice few associations contract such an insurance due to lack of funds.

In a small number of countries, in the absence of a legal framework for volunteering one of the key impacts of this is a lack of attention given to the insurance and protection of volunteers. This was reported to be particularly problematic for volunteers in Cyprus and Latvia.

Lack of information and data

Several observers at international and national level have identified the need for more accurate and detailed data on volunteering. As mentioned earlier, information and data relating to volunteering is rare and often unstructured and non-standardised even at national level. This clearly represents a major challenge in terms of accurately understanding volunteering within countries, in particular the impact of governmental support on volunteering in different European countries. Policy makers need more scientific studies on the effect of volunteering on unemployed people, or the impact of tax incentives on corporate volunteering.

Lack of information and statistics on volunteering was identified as a major challenge in Slovenia. In Greece and Spain, there is a lack of up to date official data on volunteering at national level, since there are no official statistics (e.g. national surveys) on this issue. Also some of the sources are contradictory or the methodology used varies.

The lack of information and data on volunteering also affects the number of individuals engaging in voluntary activities. People need to be informed about voluntary

opportunities, how to go about becoming a volunteer and how they can benefit from voluntary activities. In Belgium, the lack of information on the social value of volunteering also affects the knowledge of young people about volunteering.

Infrastructure

Several reports, such as van Hal et al (2004) have emphasised the importance of effective cooperation between national governments and stakeholders for the voluntary sector[115]. Conflicting ideologies and modes of operation can cause wide-spread confusion and an ineffective use of scarce resources. The European Youth Forum[116] indicates that there is a particular need for improved collaboration and coordination between different governmental actors.

There is a lack of national bodies/agencies to coordinate volunteering in several European countries, in particular in new Member States. The existence of a national coordinating body can improve access to information, improve monitoring capacity and ensure that volunteering is seen as a legitimate part of society by both national governments and the general public.

Problems at organisational level are impeding the voluntary sector in Romania. These stem notably from a fragmented non-profit sector and a lack of consolidation. Most importantly, there are no collaborative structures in place between NGOs and central and local administration.

In Hungary, the voluntary infrastructure is still under-developed as the national coverage of volunteer centres is not complete making it difficult to access information and volunteering opportunities in some regions and cities.

Volunteer centres are only an emerging reality in Portugal. This movement shall be strengthened and will surely lead to a better promotion and visibility of volunteering and also higher effectiveness. The example of Portugal shows very well that a lacking volunteering infrastructure leads to a relatively weak interest and participation of citizens in volunteering.

The voluntary sector in Italy is also very fragmented, resulting in the fact that voluntary organisations lose their ability to cooperate in drawing a clear and informed picture of the social needs of communities and country, thus hindering their own ability to influence decision-making on the basis of their grass roots knowledge.

In Greece, a new and more complete institutional framework is required for non-profit, non-governmental organisations. Clear and realistic definitions are required in order to clarify which organisations are non-profit or non-governmental, etc. The current institutional framework does not assure a clear separation of the non-profit NGOs from the state or the market.

[115] van Hal, T., Meijs, L. & Steenbergen, M,. (2004), Volunteering and participation on the agenda. Survey in volunteering policies and partnerships in the EU

[116] European Youth Forum (2006) Shadow Report on the implementation of the third priority of the Open Method of Coordination in the youth field, Voluntary Activities.

Funding

The 2007 final report of the European Volunteer Centre's General Assembly raised concerns over the lack of funding for those voluntary organisations which work with jobseekers and unemployed people to help improve their skills and employability[117]. It noted that the government needs to provide such voluntary services with the appropriate resources (financial or otherwise), as temporary work agencies and certain businesses receive substantial funding and financial incentives to employ disadvantaged individuals.

Findings from research at national level indicate that funding issues are a key concern of the voluntary sector.

In the past years voluntary organisations have witnessed a considerable change in their relations with public authorities (see Section 3.4.1 on funding). In France, public procurement procedures have disrupted these relations as subsidies are being increasingly replaced by contracts, awarded through calls for tender, calls for projects and the outsourcing of public services. Local authorities seem to partly use public procurement as an 'umbrella' to avoid any risks of subsidies being reclassified as state aid.

Consequences include increased competition between voluntary organisations, banalisation of the specific nature of these organisations by applying rules that are designed for the business sector, and the risk of driving away volunteers. Competition arises in two areas: between organisations in the same sector or field and between associations and businesses. Another consequence is that the associations, to be able to respond to the calls for tender, must have a solid legal and financial basis. These conditions only concern a minority of organisations in the voluntary sector.

Sustainable funding is a key issue for voluntary organisations in Romania. The number of active NGOs is believed to have dropped significantly between 2007 and 2009 as many are struggling due to the lack of sustainable funding.

As funding is not sustainable it is difficult to invest, both in projects and infrastructure. In Hungary, funding is often short term and on a project basis, resulting in organisations having to spend their time securing funding instead of developing their activities long term. This issue was also highlighted in Denmark, Italy, Malta, and Slovenia.

The government losing its control in the gaming market is seen as the greatest threat for the voluntary sport movement in Finland. In fact, sustainability of the current funding regime is seen as one of the key strengths of the sector as funding is based on gaming and lottery proceeds. Finnish actors feel strongly about the need for the Member States to be able to decide on their own gaming policies, which in the Finnish case is the backbone of the voluntary sector; profits from lottery and other games are used for the public good by funding the infrastructure / organisations that engage volunteers and by supporting activities and projects undertaken by voluntary organisations.

[117] European Volunteer Centre (CEV) (2007) General Assembly "Volunteering as a route (back) to employment" Paris, France. Final Report.

In Denmark, the past decade has witnessed an increasing instrumentalisation of the sector, in the sense that it has been seen as an instrument for tackling problems or providing services that the state cannot provide anymore. Local authorities tend to focus on results/output and want instant pay off on funding, and tend to forget the benefits relating to empowerment and democracy that spring from voluntary work. If this aspect is overlooked then the sector will lose its unique characteristics and simply become a new, and not very different, vehicle of service delivery.

The need for core funding rather than pots of project funding is a pressing issue as this narrow revenue structure makes organisations vulnerable to the absence of year on year funding, and to the frequent redirection in mission and tasks that have accompanied different funding streams.

In many counties, these difficulties are expected to increase due to the economic crisis, which means the organisations receive less funding but have more demand for their services. While the local authority funding for many voluntary organisations has increased in the last decade, this trend might have changed over the past year, or might do so in the next few years, as local authorities have been stretched by the impact of the financial crisis. Because of this, the capacity of the organisations to motivate and increase the number of volunteers is going to be the key to its existence in the future.

Perceptions and prejudices

Several reports, such as the European Volunteer Centre's Manifesto for Volunteering in Europe, have called attention to the role that prejudices play in discouraging individuals from volunteering[118]. For example, in Eastern Europe there still exist prejudices against volunteering in terms of its association with 'forced' unremunerated work during the communist regime. Although this is most likely to affect older members of the population, prejudices will ultimately slow down the development of a 'volunteering culture' in society and play a part in discouraging young people from volunteering.

This was definitely identified as a key challenge in former communist countries which are still struggling with stereotypes and negative connotations and where trust in civil society organisations is rather low (e.g. Hungary). In education institutions in particular, this might be related to the image of volunteering in the past with the pioneer movement under socialist regime. Since this time no 'youth' movement has developed. Similar issues were raised in Poland. Evidence also suggests that Romanians have a number of prejudices against volunteering, with 73% of the adult population thinking that 'volunteers would not be needed if the state was doing a better job'. Clearly, these negative perceptions need to be changed if volunteering in Romania is to gain the full support of the general public.

By contrast, in Portugal negative perceptions are related to the fact that volunteering was traditionally associated to organisations with a religious basis, mainly focused on charity work. Nowadays, volunteering starts to be connected with social support, solidarity, defence of rights and environmental issues. Although the attitude to volunteering in Portuguese society has been changing in positive terms, the country still has one of the lowest volunteering rates in Europe.

[118] European Volunteer Centre (CEV) (2006) Manifesto for Volunteering in Europe.

Lack of recognition

Several European reports, such as European Volunteer Centre's Manifesto for Volunteering in Europe, have highlighted the lack of national systems promoting recognition in volunteering[119]. According to the CEV, special attention must be paid to the recognition of skills and competences developed through non-formal and informal learning experiences. The role of volunteering needs to be actively recognised and supported in the lifelong learning strategies and activities, which seek to develop systems to officially recognise informal and non-formal learning opportunities[120].

Recognising voluntary activities and volunteering can play a big part in rewarding existing volunteers for their participation in voluntary activities and in attracting new volunteers. By publically recognising the importance of volunteering, validation and recognition systems can dramatically alter public perceptions of volunteering and ensure that it is seen as a proactive and fulfilling activity. The validation of non-formal and informal learning (VNFIL) provides important opportunities to recognise the skills and competences of volunteers. Opportunities for VNFIL are limited in at least eight countries that have not established arrangements for VNFIL to date. Whilst many of these countries have introduced alternative measures to recognise the skills and competences of volunteers, it should be noted that little attention is currently given to the issue of recognition in Greece, Latvia, Romania and Slovakia. As such, the skills and competences volunteers acquire through volunteering opportunities go unrecognised.

A further seven countries are in the process of developing arrangements for VNFIL, though their application to volunteering remains limited. Even in countries that have well established arrangements and policies in place for VNFIL there is evidence to suggest that it does not always apply to volunteering. This in part reflects common challenges associated with VNFIL that include lack of awareness, lack of information and resource constraints. For example, in Ireland, although there is a history of VNFIL, some difficulties have been identified with promoting and encouraging VNFIL due to funding and resource implications that act as a barrier.

Volunteers' skills and competences are neither accredited, nor recognised within the context of a national educational and training system in Greece for instance. Moreover, the role of volunteering is not expressly recognised in national policies and the role of volunteering is not really recognised at the different levels of the education system. The key challenge in Greece is promoting and embedding a culture of volunteering in Greek society. What is required is true awareness and systematic education promotion that will lead to a change of perception. .

In countries such as Finland, the Netherlands, Spain and Sweden some grassroots level actors feel that high level officials could pay more attention to acknowledging the work done by volunteers, for example, through awards or alternative measures to recognition, etc. The lack of recognition of volunteers and their economic value is another important challenge which needs to be addressed, in Slovenia for example.

---

[119] European Volunteer Centre (CEV) (2006) Manifesto for Volunteering in Europe; MOVE (2007) Conference on "Mutual recognition skills and competences gained through volunteering: Towards a European debate" Final Report; Employee Community Engagement (2008) CSR Laboratories: Bringing the European Alliance on Corporate Social Responsibility (CSR) to life. Ways in which CSR can help the European Union deliver the goals of the Growth and Jobs Strategy.

[120] European Volunteer Centre (CEV) (2006) Manifesto for Volunteering in Europe.

Economic crisis and difficult conditions on the ground

If in most Member States the number of volunteers is increasing, countries where economic conditions are particularly difficult encounter particular challenges related to the low motivation of the population to engage in voluntary activities.

At an individual level, the main challenge is the lack of motivation of Bulgarian citizens to participate in volunteering given their difficult daily economic reality. Looking at the day-to-day priorities under the current conditions in Bulgarian society, it is easy to understand why people do not have the time or energy to carry out voluntary tasks.

Similar issues were highlighted in Estonia, Hungary, Italy, Lithuania, Latvia and Slovakia where the economic crisis represents an important challenge for the voluntary sector.

Lack of government policy or strategy on volunteering

In total only six Member States have a national strategy in place for volunteering. In countries that do not have a national strategy for volunteering, the policy aims and objectives for volunteering are implicit within a wide range of broad policy discourses. As a result, there is a concern that many countries lack a coordinated approach to volunteering. The implication of a fragmented approach, considered to be the case in many countries, is thought to be problematic for a clear political and strategic direction for volunteering. In Lithuania in particular, volunteering is neither supported nor hindered by the state. This 'liberal' model means that volunteering is not specifically regulated apart from the general provisions of the Civil Code. In this way, the voluntary sector is left largely to fend for itself and find its own development course. Governmental activities in this field are inconsistent; there is no strategy on how to remove present obstacles for the development of volunteering and the volunteering experience.

In Bulgaria, the lack of a government policy stimulating and supporting volunteering and voluntary organisations is the most significant challenge according to the voluntary sector.

In the UK, the need for a national agenda (though not necessarily described or required in the form of a national strategy) for volunteering is considered important. This links to concerns that at both UK and EU level, volunteering is widely dispersed across a broad range of policy areas. The government's role in supporting volunteering could be improved significantly. While the benefits of government programmes and initiatives to promote volunteering are acknowledged, there are a number of deficits. These focus on the lack of synergy between volunteering programmes and policies, and programmes and policies in other areas.

The lack of concerted action promoting volunteering in Greece is also an obstacle to its development. Such concerted action could either come from a coherent government strategy to promote volunteering or from concerted action by NGO umbrella organisations in the country.

5.1.2 Opportunities for volunteering

Improving the legal environment for volunteering

The legal framework is only part of the social and institutional contexts that shape volunteering in a country. The level of volunteering also depends on such factors as

the economic and political situation, the stage of development of the third sector and its image, the culture of volunteering, and the labour market. The legal framework becomes important when it creates obstacles and impedes volunteering, as the experience of EU countries show.

Therefore, the countries of Central and Eastern Europe in particular have moved beyond publicly recognising volunteering to creating a legal environment that will promote volunteering. Several European countries have already adopted legal provisions governing volunteering, including Belgium, the Czech Republic, Hungary, Italy, Latvia, Lithuania, Luxemburg, Malta, Poland, Portugal, Romania and Spain.

In Belgium, important steps have been achieved through the introduction of the Law on Volunteering. The Law has introduced a legal framework providing some obligations for organisations to provide information to volunteers on their rights as well as subscribe for an insurance covering civil liability. The Law also facilitates volunteering for unemployed as well as pre-retired persons.

In Malta, initiatives of this type include the introduction of the Voluntary Organisations Act, which improved the visibility of Maltese voluntary organisations and which in turn made them more eligible to access grants, loans and funds issued by international bodies. By encouraging the registration of voluntary organisations it improved the transparency of the voluntary sector by making information readily available to the public and fostering professionalism among these organisations.

In the Netherlands, the government is working on removing existing practical obstacles in the field of volunteering. Regulations on allowances for volunteers have been broadened. Fiscal restrictions on financial rewards for voluntary activities have been relaxed considerably. There were also helpful changes in regulations on working conditions. Government taxations on so-called ‘good initiatives’ have furthermore been reduced. Since these initiatives are often activities of non-governmental organisations, run by volunteers, the measures have a positive impact on voluntary work.

In addition, a number of countries have taken steps to review their legislation and address shortcomings. In Hungary and Luxembourg these initiatives are clearly related to the preparation of the European Year 2011.

In Finland, the government has established a cross-ministry, multi-agency working group to clarify the situation concerning taxation of voluntary organisations when they provide services.

In Greece, the main volunteering agency has put forward proposals for a framework law on volunteering that will tackle many of the issues where vague or general provisions (not tailored to the volunteering sector) currently apply.

In Hungary, a review of the 2005 Act on voluntary activities is planned in order to monitor its effect, application and need for revision. The law imposes relatively constraining obligations in terms of administration and this might be one of the reasons why few NGOs have registered under the law so far. A revised law could also enable the Ministry to better monitor which NGOs register.

In Slovenia, some of the current challenges could be addressed by the draft legislation on voluntary work, which is expected to be passed in 2010. The law could make a

significant difference by creating a more efficient and successful voluntary sector in Slovenia – in particular concerning the lack of systematic data and statistics on volunteering; the lack of sustainable funding; the lack of recognition/awareness; and greater promotion of volunteering.

In Sweden, a government bill is currently being prepared which will address the tensions which may occur as a result of the fact that voluntary organisations receive grants from different sectors with different criteria.

In light of the European Year 2011, the Luxembourg government and main responsible agencies are working together to allow for more flexibility within the legislative framework for volunteering.

Finally, a new Action Plan, 'Simplifying Together' (*Same vereenvoudingen*), is to be produced in Belgium, providing an overview of the burdens placed on associations in relation to planning and rules. This will constitute the basis for the exercise of updating the charter between the Flemish Government and the United Associations.

Support to volunteers within organisations

As noted in Section 3.8.1, the retention of volunteers is an important challenge faced by voluntary organisations. Many volunteers have raised the issue of a lack of leadership/coordination within voluntary activities. They have indicated that they would like to see a specific person designated who is responsible for organising and coordinating their voluntary roles and activities. This could also help to ensure that volunteers are thanked and recognised better for the work they are doing from their own goodwill.

Some good practices have been highlighted regarding the disengagement of volunteers in Spain, in particular the development of the role of the 'collaborator' within organisations to support volunteers and to help the organisation during particular events.

In Finland, some government funded projects are in place to build the capacity of grassroots level voluntary organisations that rely fully on a voluntary workforce by helping them employ one member of staff for a specific period.

In the Netherlands, the *Free Flex project* has been designed specifically to address the fact that people are less inclined to make long term commitments as volunteers. The goal of this project is to encourage organisations to recruit volunteers for short term projects with a clearly pre-defined target.

There is evidence of many countries investing significant resources in education and training opportunities for volunteers. For example, in the UK the Cabinet Office has committed £3million investment in volunteer management. In many other countries the national voluntary organisations receive government funding to invest in volunteer management and in the education and training of volunteers. For example, in Denmark, the Volunteer Council funds a wide range of education and training opportunities for volunteers – courses include Evidence Based Coaching, Crisis Psychology, and Ethics in Voluntary work. In recent years, Ireland has also invested considerably in volunteer management primarily aimed at people in voluntary organisations tasked with managing volunteers and volunteering projects.

Improving perceptions of volunteering

A large number of initiatives have been identified that aim to improve the recognition of the work done by volunteers, as well as improving the accreditation of their voluntary experience.

In terms of recognition and awareness raising, which are particularly needed in countries where negative perceptions of volunteering prevail, a number of successful campaigns have been run and have raised the status of volunteering (Estonia, for example). There is also a feeling that the government recognises more the value of work carried out by volunteers - every year an event is held where volunteers are invited and the President thanks them personally for the work they do for free.

In Romania, measures have been implemented by the non-profit sector itself to help to raise awareness about the benefits and opportunities of volunteering, such as the launch of 'the week of volunteering' and 'portrait of volunteer' series by Pro Vobis. Campaigns to promote volunteering seek to address the negative attitudes and the lack of accurate information about volunteering amongst students and teachers – however, schools and pupils are rarely involved in fundraising campaigns.

In the Netherlands, in order to stimulate youth interest in volunteering and address what is perceived as a disengagement of young people, the National Youth Council has launched the 'I Am Great' campaign (*Ik ben geweldig*) to make youngsters aware of the positive aspects of voluntary work.

A special website on volunteering has been created in Austria. The site serves as an information tool on all aspects of volunteering. It covers volunteering policy, information about all Austrian volunteer centres, information about projects, awards, and other information on volunteering.

In addition to campaigns and information tools, experience in Greece shows that major sport events are a fantastic opportunity to raise awareness of volunteering, as during the Athens Olympic Games in 2004 where many people volunteered and others saw volunteers in action for the first time.

Recognition of volunteers' experience

Regarding the accreditation of volunteers' skills and experience, interesting practices are put in place in a number of Member States, many of them being influenced by the European agenda of recognition of non-formal and informal learning. For example, many countries who do not have arrangements in place for VNFIL have adopted the Volunteer Passport (or something quite similar) and YouthPass as part of the Youth in Action Programme. It is interesting to note that countries who have established arrangements for VNFIL have also adopted EU measures by way of good practice. In Spain some universities have shown good practice by providing credits for volunteering activities. This is also the case in Bulgaria, Hungary, France and Malta. In Finland, applicants to different education establishments can receive points for skills and experiences they have gained in informal and non-formal spheres, including volunteering.

Popularity of the European Voluntary Service was highlighted as an important factor in several countries as it has the potential to promote volunteering among young people.

Data collection and research

Evidence shows that there is a clear momentum towards improving knowledge and understanding of volunteering at national level through the collection of reliable, regular and systematic data. These are encouraging developments and important steps towards enhanced recognition of the social and economic value of volunteering. It is also a sign of a new awareness of the role that volunteering plays in giving individuals a sense of satisfaction that they are making a contribution to the progress of society.

Countries such as Belgium, Denmark, France, Germany and the UK have well developed data collection systems in place and produce regular statistical reports at national level.

In Germany, the National Survey on volunteering shows much progress has been made in the field of compiling statistics and comparative values about voluntary work since 1999. The survey was launched in order to examine all forms of volunteering, including civic engagement in informal organisations, and to facilitate comparative empirical data about the development of the voluntary sector.

Key developments include the following:

In Sweden, in terms of improving information and data, reforms concerning statistics are expected in the proposed government bill on civil society. In addition, the bill will describe the establishment of a new ten-year research programme on civil society, which adds to about 22 million SEK annually from 2010 onwards. The research programme will focus on the role of civil society and its conditions.

In Poland, research on the economic value of volunteering to reflect the financial contribution made by volunteers to the national account is being planned.

In Estonia, the Ministry of Interior has been funding the activities of the Tartu Volunteer Centre, which in recent years has commissioned the first two national surveys on volunteering.

At organisation level, it seems that there is now a growing consensus among voluntary organisations that measuring the economic value of volunteering can bring substantial benefits in terms of recognition and visibility, and that it does not necessarily reduce volunteering to purely financial terms. Measuring the economic value of volunteering can have a leverage effect for the whole voluntary sector.

In terms of a micro approach, several tools such as VIVA (Volunteer Investment Value Audit) are used to calculate the value volunteers create in an organisation and the return on investment. Stakeholders stressed that there is a need to promote such tools with organisations to make them easily accessible. Volunteer-involving organisations are increasingly interested in the economic dimension of volunteering. They are also under increasing pressure to become more efficient and accountable, with the demand for monitoring of the impacts of voluntary activity by funders.

Finally, at international level, JHU is working in partnership with the International Labour Organisation and a Technical Experts Group to develop the first-ever set of international guidelines for generating regular and reliable statistics on volunteering which will be comparable across countries and regions.

The proposed ILO *Manual on the Measurement of Volunteer Work* will make available a standardised mechanism for generating the comparative data needed to comply with this mandate through a regular supplement to existing labour force surveys. If put in place at country level, this will revolutionise the information available about the work of volunteers and help boost the visibility and credibility of volunteering throughout the world. It will also make it possible to measure the impact that non-profit organisations are having in boosting the levels of volunteer action and to track changes in volunteer effort over time.

The significant advance in the quality of basic information on volunteering around the world that should result from this exercise is expected to help considerably to increase awareness of the economic contribution of volunteering and to facilitate the formulation of appropriate and supportive policy frameworks.

Sustainable funding

In terms of improving sustainable funding and enabling voluntary organisations to adapt to the new funding environment, increasingly based on contracts rather than subsidies, a number of measures are worth highlighting. In many Member States the voluntary sector is calling for a modernisation of the relationship between the state and the sector, which should include a clarification of their 'funding' relationship.

To support voluntary organisations, the Learning and Skills Council in the UK has been working to make things easier for the third sector to work with them. Since 2007, the LSC has ensured that all regional commissioning plans specify where the third sector may be able to contribute to LSC's priorities. The LSC has also worked in partnership with the Quality Improvement Agency (since merged and is now the Learning and Improvement Service) to provide one-to-one support on the tendering process of 70 third sector organisations. Further work has been underway to launch a peer mentoring system to help the sector develop the systems required to deliver LSC contracts.

In Sweden, the Agreement between the Swedish government, national organisations in the social sphere and the Swedish Association of Local Authorities and Regions, is exemplary as it aims to ensure a growth in the diversity of providers and suppliers. Here, the voluntary sector is seen as a resource to develop welfare rather than a way of cutting costs. The agreement therefore clarifies the role of voluntary players in the social sphere and enables voluntary organisations to compete on equal terms. With regards to the involvement of voluntary organisations in the delivery of social services, the government has expressed a commitment to increasing the diversity of those performing and supplying services in publicly financed welfare in the future. This may present an opportunity to voluntary organisations wishing to join the service delivery sector.

The issue of voluntary organisations not having the right skills and experience to take part in tendering procedures, at national or EU level, is particularly problematic in the new Member States. In counties such as Cyprus, the Ministry of Labour and the NGO Resource Centre are providing training and guidance on applying and securing EU grants.

Developing strategies for volunteering at national level

There are clear indications that volunteering is increasingly appearing on the national agenda, which has led certain countries to adopt (or plan to adopt) full-fledged

strategies or policies on volunteering. This trend has clearly gathered momentum after the International Year of Volunteers (IYV) 2001 which has had a tremendous impact in some countries.

An example of a successful strategy design process is the way Germany set up a Study Commission on the Future of Civic Activities in 1999. With the aim of designing concrete political strategies and measures to encourage voluntary civic activities, the Commission had the task to analyse and assess the current situation of voluntary civic activities in Germany. Important recommendations were made in order to promote a volunteer oriented strategy, in particular the development of networks at federal, country and local level to create an infrastructure that brings together the government, the voluntary sector and civil society. The Federal Network on Civic Engagement (BBE) was founded in the follow up process of the Study Commission's recommendations in 2002.

The preparation of a national strategy (white paper) on volunteering is now being considered by the Federal Ministry for Family, the Elderly, Women and Youth. The Ministry has tasked the BBE with the preparation of an initial discussion paper. It is considered very important to create a common strategy in order for all levels (location, regional and national) to work together and coordinate their efforts in Germany.

When no strategy has been developed volunteering is increasingly included in strategy documents and programmes in various policy areas such as employment and the care of elderly people. The creation of volunteering agencies since 2001 has flourished and is also a positive sign. In Greece for instance, the fact that the government created a National Agency for Volunteering in 2005 is considered to be a signal that the promotion of volunteering is emerging as a priority on the political agenda. Priorities have been set for the national agency, in particular in relation to Youth.

It is important to note that adopting a strategy is in itself not sufficient to ensure that volunteering will be properly supported. In the UK, the introduction of the Compact and Volunteering Code of Practice was generally seen as a good thing, but implementation has been relatively poor and applicability is limited. Neither was legally binding and therefore lacked the authority to ensure compliance; as a result they could be ignored by government and partners when it suited them.

Improved volunteering infrastructure and coordination between Voluntary organisations

Experience from Germany shows how the setting up of an efficient, well structured infrastructure can drastically improve the environment for volunteering. The Study Commission's recommendations on building up infrastructure and organisations at local, state and federal level have already led to significant improvements in Germany. Notably, a specific department for volunteering has been introduced in the Ministry of Family (BMFSFJ), the regions have integrated voluntary work within the administration, and a sub-committee on civic engagement has been established under the auspices of the German Federal Parliament with the aim to develop the legislative process in the field of voluntary work. Furthermore, with the BBE there is now a national platform that brings together the various actors in the field.

Such networks and platforms are now being set up in countries where no such infrastructure existed.

In Bulgaria, voluntary organisations have started to cooperate with one another in drafting legislative and policy documents and lobbying government institutions in order to achieve not only concrete laws and policies on volunteering but also concrete mechanisms for enforcing them. The Law on Legal Entities with Non-profit Purposes governing the legal status and operation of NPOs enacted by the National Assembly in 2001 represents such a culmination of considerable efforts by various Bulgarian NPOs, lawyers and parliamentarians.

In Hungary, the infrastructure is under development with the setting up of 20 new volunteer centres to provide information, training and coordination services regionally for host organisations, and there are several organisations developing databases and providing brokerage services between volunteers and organisations. Some NGOs, such as the National Volunteering Centre Foundation, are actively working towards making volunteering more popular among the citizens and public institutions alike.

In Romania, the creation of platforms and of a representative body or federation that could stand for the non-profit sector in negotiations with the Romanian government was the focus of the 2009-2010 Pro Vobis project funded by the Charles Stuart Mott organisation.

5.2 Main challenges and opportunities for volunteering in sport

This section reviews the main opportunities and challenges that have been identified in the sector study on sport. It also presents some additional findings from the sport survey.

5.2.1 Key characteristics of Member States with high shares of volunteers

Based on the information presented in the earlier sections, an attempt was made to identify which specific national characteristics, in terms of tradition, policy, regulatory and institutional arrangements, funding and other features reviewed in the course of the study could possibly **explain why certain countries have a much higher share of volunteers in sport than others** (from 12.3% in Ireland to less than 1% in several other Member States). In short, what are the success factors and potential obstacles to volunteering in sport?

Table 5.1 below summarises the key characteristics that have been identified, set against the share of volunteers in sport in each Member State. The table starts with those countries with the highest shares of volunteers and puts those for which no data on the share was available at the bottom.

Table 5-1 Key national characteristics and links to high share of volunteers in sport

	Share of volunteers in total adult population and trend	Tradition / history with volunteering in sport	Specific features in national policy / institutional / regulatory framework facilitating volunteering	Specific features in national policy / institutional / regulatory framework inhibiting volunteering	Level of public funding	Other features of interest
Finland	16% - increasing	Yes	Yes – clear organisational structure, policy focus, specific programmes and initiatives	To some extent – applying different tax regimes depending on the type of activities carried out by sport organisations has led to confusion.	Low	Highly independent sport sector Municipalities and sport institutes contribute to the development and delivery of training to all people involved in sport, whether volunteers or paid employees. Good monitoring A regional sport club development network supports sport clubs and also covers volunteering. Volunteers benefit from an insurance scheme which is jointly established by the Finnish Sports Federations and insurance companies
Ireland	15% - decreasing[121]	Yes	Yes – increased policy and strategic focus on volunteering (plans to integrate volunteering in sport strategies and policies)		N/A	Local Sport Partnerships provide training to volunteers Good monitoring
Netherlands	11.1% - increasing	Yes	Yes – organisational structure, policy focus in recent policy paper, specific programmes and initiatives, various tax benefits and exemptions	To some extent – tension between public 'social goals' and autonomy of the sport sector	Low	Highly independent sport sector Benefited from a specific programme to promote volunteering in sport (now completed) Good monitoring Sport federations provide recognised education and training Municipalities provide a third party risk insurance for each volunteer
Denmark	11% - increasing	Yes	Yes – organisational structure, specific programmes and initiatives, legal framework (funding and local authorities support)	Yes – Requirement for background checks Some tension between public 'social goals' and autonomy of the sport sector	High	Highly independent sport sector Municipalities involved in provision of education and training Involvement of national volunteer centre Recognition of economic value of volunteering in sport
Germany	10.9% - decreasing	Yes	Yes – organisational structure, increasing policy focus, various tax benefits and exemptions		Low (being reduced)	Government involvement in the sport sector Good monitoring Recognition of economic value of volunteering in sport

[121] Though this figure is lower than in previous years, it should be noted that different measures have been used in the different data sets to determine participation in sport volunteering.

	Share of volunteers in total adult population and trend	Tradition / history with volunteering in sport	Specific features in national policy / institutional / regulatory framework facilitating volunteering	Specific features in national policy / institutional / regulatory framework inhibiting volunteering	Level of public funding	Other features of interest
Malta	9.2% - increasing	Some	Yes – specific programmes and initiatives, tax benefits and exemptions	To some extent – issues in accessing land and infrastructure	Low – medium	Good monitoring
Sweden	8% - stable	Yes	Yes – organisational structure, policy focus, specific programmes and initiatives, various tax benefits and exemptions	To some extent – a review of VAT rules is currently being undertaken which may negatively affect sport organisations Issues with accessing low-cost facilities	Medium	Highly independent sport sector, very low level of regulation Increased focus on monitoring, specifically of state support Provision of education and training to sport volunteers Recognition of economic value of volunteering in sport
France	6.8% - increasing	Yes	Yes – organisational structure, policy focus, specific programmes and initiatives, various tax benefits and exemptions	Yes – Complex organisational model Requirement for specific qualifications for volunteers considered to 'teach'	Medium Efforts are made to further diversify income	Government involvement in the sport sector Close involvement of local authorities Special traineeships for young club leaders provided by national Olympic and sport committee, as well as the creation of the Sport Movement's Education Institute. Good monitoring Involvement of national and regional volunteer centres Recognition of economic value of volunteering in sport
Austria	6.8% - decreasing	Yes	Yes – policy focus, specific programmes and initiatives, planned regulatory framework, tax benefits and exemptions		Low	Recognition of voluntary work, by organising special award ceremonies for sport volunteers
Slovenia	5.8% – decreasing	Yes – more recent after authoritarian rule	To some extent – specific programmes and initiatives	Yes – a lack of national policy focus Non-profit associations are more heavily taxed than private companies	Medium	Strong focus on awareness raising The Olympic Committee of Slovenia (OCS) and the Association of Sports Federations (ASF) have appointed a working group for volunteering in sport organisations.
UK	4.9% - stable	Yes	Yes – policy and strategic focus, specific programmes and initiatives, various tax benefits and exemptions	Yes - Requirement for background checks	Low	National Strategic Partnership for Volunteering in Sport(NSP4VS) which is a platform of government bodies and sport organisations Good monitoring, increased use of performance indicators
Czech Republic	2.7% - increasing	Yes – more recent after	To some extent – tax benefits and exemptions	Yes – lack of policy focus	N/A	Good monitoring Focus on social value of volunteering

	Share of volunteers in total adult population and trend	Tradition / history with volunteering in sport	Specific features in national policy / institutional / regulatory framework facilitating volunteering	Specific features in national policy / institutional / regulatory framework inhibiting volunteering	Level of public funding	Other features of interest
		authoritarian rule				
Portugal	2.4% - N/A	Yes	To some extent – regulatory framework	Yes – lack of policy focus, lack of funding	N/A	
Italy	2.2% - decreasing	Yes	Yes – policy focus (recent) and draft legislation, tax benefits and exemptions	Yes – lack of funding	Low	Promotion of volunteering in sport by national Olympic committee, mainly at large scale events
Cyprus	2% - stable	Yes	To some extent – increasing policy focus, specific programme		Medium – high	Good monitoring
Estonia	1.1% - increasing	No	Yes – specific programmes and initiatives, regulatory framework (rights and obligations of athletes and coaches), tax benefits and exemptions.	Yes – Planned requirement for specific qualifications and / or licensing	Medium – high	Good monitoring
Greece	0.5% – N/A	No		Yes – lack of policy focus	N/A	A boost in volunteering in sport as a result of the 2004 Olympics
Luxembourg	0.1% – decreasing	Yes	To some extent – specific programmes and initiatives	Yes – lack of policy focus	N/A	
Latvia	0% – decreasing	No		Yes – lack of policy focus	Low	
Lithuania	0% – N/A	Yes, more recent than in other MS	To some extent – policy focus (recent)		Medium	Good monitoring
Romania	0% – decreasing	No	Yes – policy and strategic focus, specific programmes and initiatives (recent), tax benefits and exemptions		High	Up to recently volunteering had a negative connotation
Bulgaria	N/A – decreasing	Yes – after authoritarian rule	To some extent – tax benefits and exemptions	Yes – lack of policy focus	N/A	
Slovakia	N/A – decreasing	No	To some extent – specific programmes and initiatives	Yes – lack of policy focus	N/A	
Spain	N/A - increasing	Yes	To some extent – depending on the regions, there are specific programmes and initiatives, regulatory framework (related to training of volunteers)	Yes – lack of consistency due to different regional approaches	N/A	Different arrangements are in place according to the regions.

	Share of volunteers in total adult population and trend	Tradition / history with volunteering in sport	Specific features in national policy / institutional / regulatory framework facilitating volunteering	Specific features in national policy / institutional / regulatory framework inhibiting volunteering	Level of public funding	Other features of interest
Hungary	N/A	No		Yes – lack of policy focus	High	Up to recently, volunteering had a negative connotation
Poland	N/A	No	To some extent – policy focus (recent)	Yes - specific qualifications required for volunteers	N/A	Up to recently, volunteering had a negative connotation
Belgium	N/A	Yes	To some extent – decree on recognition of sport services		N/A	Issue of undeclared work

From the above table, it is interesting to note that the 10 Member States with the highest share of volunteers in sport over the total population (all more than 5%), appear to share the following characteristics and **'success factors'**:

- Overall **long standing traditions** with sport and volunteering in sport;
- **Policy focus** at national level;
- **Well-defined organisational structures**;
- Various **tax benefits and exemptions** for volunteers and sport organisations;
- **Specific programmes**;
- Relatively **low dependence on public funding**;
- Several additional features to support volunteering in sport.

Several **inhibiting factors** and obstacles posed by the national policy, regulatory and institutional frameworks have also been identified as possibly affecting the shares of volunteers in sport (or affecting these in the future):

- Lack of policy focus;
- New requirements in relation to background checks, licenses and qualifications;
- Difficulties in accessing land and infrastructure;
- Tension between government 'social goals' and the autonomy of the sector.

Each of these is briefly discussed below.

It is important to note, nevertheless, that in the majority of countries with lower shares of volunteers, the role of volunteering in the sport sector is getting increased recognition and this is being translated, at the level of organisations, into a number of programmes and initiatives, political focus and organisational changes.

5.2.2 Success factors and opportunities

Overall longstanding traditions with sport and volunteering in sport

Of the ten Member States with the highest shares of volunteers in sport, nine (from high to low: Finland, Ireland, Netherlands, Denmark, Germany, Malta, Sweden, France and Austria) have a longstanding tradition with sport and volunteering therein. Slovenia is the only Member State of that group with a more recently developed context. There are positive signs in several new Member States that volunteering is losing its rather negative connotation related to the authoritarian regime.

Overall, **longstanding traditions contribute to higher levels of awareness of volunteering and a positive perception of being a volunteer**. On this note, several Member States expressed some **concerns that the sport movement is often being perceived as something specifically related to youth involvement, whilst increasingly 'older' volunteers are essential for the proper running of sport clubs**.

A longstanding tradition also often implies a more developed political and institutional framework, as these elements have had to time to evolve.

Policy focus at national level

As mentioned in section 4.2.2, none of the Member States have a specific policy in place to promote volunteering in sport, but many of the countries with higher shares of volunteers have produced policy and strategic papers, mainly in the area of sport in general, which include a clear recognition of the importance of volunteering in the sector. Others, such as Ireland, are planning to integrate volunteering in their sport policies and strategies. Other countries are developing legislation to support their policies and strategies, aimed in particular at removing some of the current barriers to volunteering. Whilst a regulatory approach may not always be the answer (countries such as the UK and Denmark have well developed forms of self-regulation and 'soft' law), it can be instrumental in promoting the sport sector especially in Member States with a less long tradition of volunteering in sport.

Well-defined organisational structures

Whilst the organisational setup varies greatly between the Member States, there are a few key elements that can act as 'success factors' in boosting the numbers of volunteers. These include the presence of the 'pyramid' model as described in section 4.1.4 which is indeed helpful, but the involvement of other stakeholders, such as regional and local authorities, is equally important, particularly for grass-root sport organisations. Volunteering in sport also benefits from stronger links to 'mainstream' volunteer centres and networks, as these can be very beneficial in terms of overall support, for example in the area of promotion, education and training, etc.

Various tax benefits and exemptions for volunteers and sport organisations

As highlighted in section 4.3, several Member States have a range of tax benefits and exemptions in place applying to individual volunteers and to sport organisations engaging volunteers. Indeed, the presence of such benefits and exemptions appears to have a favourable influence on the share of volunteers.

It is however important to note that taxation regimes in some Member States have led to uncertainty amongst sport organisations. Many commented on the high administrative burden and 'red tape' as a result of complicated rules on taxation.

Specific programmes and initiatives

In the majority of countries with high shares of volunteers, the state has launched a specific programme or initiative which helped to promote volunteering in sport, even if they had a more generic focus on promoting sport.

Relatively low dependence on public funding

It appears that the **level of public funding does not necessarily contribute to higher shares of volunteering in a country**. In fact, half of the Member States with high shares of volunteers receive low levels of public funding. Evidence seems to suggest that it is important, in particular for sport organisations at grass-root level, to have a diversified income which includes membership fees, revenue from events and other activities, donations and fundraising, etc. The extent to which it is possible for organisations to benefit from these different sources however varies between countries.

In France, for example, there is increased interest in developing more external revenue sources, also for the leading sport federations, in order to reduce the over-reliance on state funding. The economic crisis however makes it rather challenging to source alternative funding as private funding, such as sponsoring, is overall being reduced in the sport sector. Another concern is that non-public revenue is more subject to 'unexpected' change and may be less sustainable.

Several additional features that support volunteering in sport

Several other important factors have been identified that may contribute to higher shares of volunteers. These include:

- The development and provision of education and training by federations, municipalities and other stakeholders.

  Member States such as Finland, France, Netherlands, Denmark and Sweden have acknowledged the **need for specific skills in the sport sector** by creating new education and training opportunities for both volunteers and employees. France, for example, has created traineeships for young club leaders and approved the creation of the Sport Movement's Education Institute.

- The establishment of specific partnerships, platforms and networks (Finland, Slovenia, UK) to promote volunteering in sport.

- Recognition at national level of the value of volunteering.

  Putting volunteering higher on the political agenda has helped for instance in Poland to increase awareness on the role of voluntary action in sport.

- Support with practical issues, such as insurance (the Netherlands, Finland).

  As described in section 4.3.2, such insurances eradicated any uncertainties as to responsibility and liability and in addition have helped to reduce the costs incurred by sport organisations and volunteers.

5.2.3 Factors inhibiting the development of volunteering in sport

Lack of policy focus

Just as the presence of a national political focus on volunteering in sport can help increase the share of volunteers, a lack of such focus seems to inhibit people to engage in volunteering. National strategies and policies not only play an important role in creating a framework for volunteering, they also help to raise awareness overall of the positive effects of volunteering.

New requirements in relation to background checks, licenses and qualifications

As described in section 4.3.2, the recent requirements in several Member States (UK, Denmark, Poland) for volunteers to have **background checks, or to hold specific qualifications or a licence to work with young people, are adding an increased burden** on both individual volunteers and sport organisations. Whilst there is not a clear correlation between lower or decreasing shares of volunteers and these requirements (Denmark for example is the country with the fourth highest share of volunteers in sport and has background checks in place), Member States considering

to put in place such requirements (e.g. Estonia) should be invited to carefully consider the potential adverse effects.

Difficulties in accessing land and infrastructure

In at least two Member States (Malta and Sweden), sport organisations face problems in accessing appropriate venues, facilities and land to carry out their activities, or to access these at a reasonable cost. This may be worsened by the economic crisis.

Tension between government 'social goals' and the autonomy of the sector

In two more countries (the Netherlands and Denmark), some level of tension was identified between the state wishing to pursue specific social goals (and making this conditional in funding decisions), such as inclusion and integration, through the sport movement, and the sport movement considering that this may affect their autonomy. Whilst the two Member States both have very high shares of volunteers, there would be scope in considering whether such tension could potentially influence the number of people engaged in volunteering.

5.2.4 Other opportunities and challenges identified

In addition to those identified through the comparative analysis of the key characteristics of volunteering in sport at national level, there are several additional opportunities and challenges which have emerged from stakeholder consultation.

Opportunities

The main opportunities identified relate to:

- Increased interest in volunteering in sport
- Major sport events giving a boost to volunteering in sport
- New ways of funding
- Recognition of the economic value of volunteering in sport

These are briefly described below.

Increasing interest in volunteering in sport

In several Member States, significant increases in the number of volunteers in sport have been noted. This is a positive sign that people are increasingly interested in contributing to the activities of sport organisations. Many sport organisations rely heavily on the inputs of volunteers and are thus able to 'survive' even when financial resources are limited.

Major sport events giving a boost to volunteering in sport

Given that the "new" volunteer tends to be less interested in long term commitments, major sport events are very attractive and considered quite 'fashionable', especially because of the high media attention involved. In fact, sport events have helped to change the perception of many young people especially.

Greece is still benefiting from the Athens 2004 Olympics, which has led to a high increase in the number of volunteers and future prospects are more than promising in many sport disciplines. Poland expects upcoming events to have similar effects. Volunteers will play a major role in some of the big projects such as the European Basketball Championship for Men in 2009, the European Volleyball Championship for Women in 2009 and Euro 2012. Based on experience from the Euro 2008 tournament, an estimated 5,000 volunteers will be needed in Poland to prepare the same event in 2012. The first actions to attract volunteers have already been launched in the cities where the final games will be held.

New ways of funding

In several Member States, there is increased focus on creating and accessing new ways of funding the sport sector. Governments are putting in place new forms of tax relief or are providing support to the sector in exploring alternative sources of income. In Finland, for example, the Finnish Sport Federation and Teosto & Gramex have agreed to allow sport organisations and clubs to use music free of charge in their activities and events (for up to 15,000 people). This represents an important financial saving for voluntary sport clubs. The Swedish government has committed itself to provide a more stable form of funding which is no longer dependent on the revenue from gambling, as it considers that setting a fixed allocation will allow for better strategic planning and increased continuity.

Recognition of the economic value of volunteering in sport

The important value of volunteering in sport is increasingly being recognised by Member States. Countries such as France and Germany have already undertaken several studies aimed at estimating the economic value of the inputs provided by volunteers in the sport sector. Other Member States are also showing similar recognition, such as Denmark, Finland and Sweden. There is a growing consensus that this recognition can have a positive leverage effect for the voluntary sector.

Challenges and obstacles

The challenges and obstacles identified tend to vary by country. Nevertheless, a number of **commonalities** have been identified. These include:

- **Professionalisation of the sport sector**
- **Recruitment and retention of volunteers**
- **Education, training and recognition**
- **Monitoring and data collection**
- **Information on volunteering in sport**
- **Gender equality**

These are presented in turn below.

Professionalisation of the sport sector

The growing professionalisation of the sport sector is also affecting volunteering. Increasingly, **sport organisations require that both employees and volunteers have specific skills and qualifications.** This ranges from specific managerial skills to help run the organisation and ensure its financial stability, specific organisational skills to run successful events, to specific educational skills to work with young and sometimes vulnerable people. **Whereas the number of volunteers is increasing in most Member States, the professionalisation of the sport sector is in some cases giving rise to 'mismatches' between the offer and demand for volunteers**. In a few cases, it was considered that some functions strictly required paid staff, as having volunteers would be very close to job substitution.

Recruitment and retention of sport volunteers

Linked to the professionalisation of the sector, the recruitment of volunteers is one of the main common challenges sport organisations in the EU are faced with. However, the issues identified go beyond the specific skills and qualifications required. In sum, they relate to:

- The specific profile required

  Linked to the increased professionalisation of the sport sector, in a number of Member States (e.g. the Netherlands) sport organisations are placing high demands on the skills and qualifications of volunteers. There is a risk that this will deter a large share of persons from becoming volunteers, as they either consider that they do not have the right profile or are unable to invest time in continuous education and training.

- The time volunteers are willing to invest

  Whilst overall, the number of volunteers is increasing, the number of hours they are committing to volunteering seems to be decreasing. Several stakeholders considered that this was one of the consequences of modern hectic life and the heavy demands of full-time employment. In addition, volunteers appear to be more interested in participating in ad-hoc activities (e.g. big sport events) rather than committing to an organisation on a long-term basis (e.g. assisting in the management of a sport organisation). Sport organisations therefore struggle to ensure 'continuity' in their day-to-day activities.

- The type of activities volunteers wish to undertake

  Finally, volunteers have also 'emancipated' and are no longer interested in undertaking any random activity. Volunteers are more articulate about the activities they wish to become engaged in, whether these are relatively 'mainstream' and easy tasks or leadership functions. Sport organisations cannot always accommodate these wishes, or do not know how to.

Education, training and recognition

Both the professionalisation of the sport sector and the increased need for volunteers with a certain set of skills and competences have contributed to the **increasing need for specific education and training for volunteers**. It is positive to note that a number of Member States (e.g. Finland, Netherlands, Sweden and France) have

placed emphasis on developing and providing such education and training opportunities, but in many other countries no such initiatives exist. Another important issue is the recognition of experience gained by volunteers, which, like for volunteering in general, has been formalised in only very few Member States (e.g. through specific or mainstream validation and recognition frameworks of non-formal and informal learning).

Monitoring and data collection

As highlighted in section 4.1.3, in nearly two thirds of the Member States data collection on volunteering in sport is scarce, and in some cases even close to non-existent. **Insufficient monitoring of the trends and developments makes it difficult to identify the socio-cultural and economic value of volunteering in sport.** Many stakeholders argued for more data collection and research in the area, especially given that the sport sector in nearly all Member States could not survive without volunteering. Such research should also focus on the benefits of volunteering on the individual and society at large.

Information on volunteering in sport

In several Member States, **information on volunteering opportunities in sport is scarce**. Even when people are interested in volunteering, they do not know where to apply or where to find more information. Low awareness levels are detrimental for the influx of new volunteers.

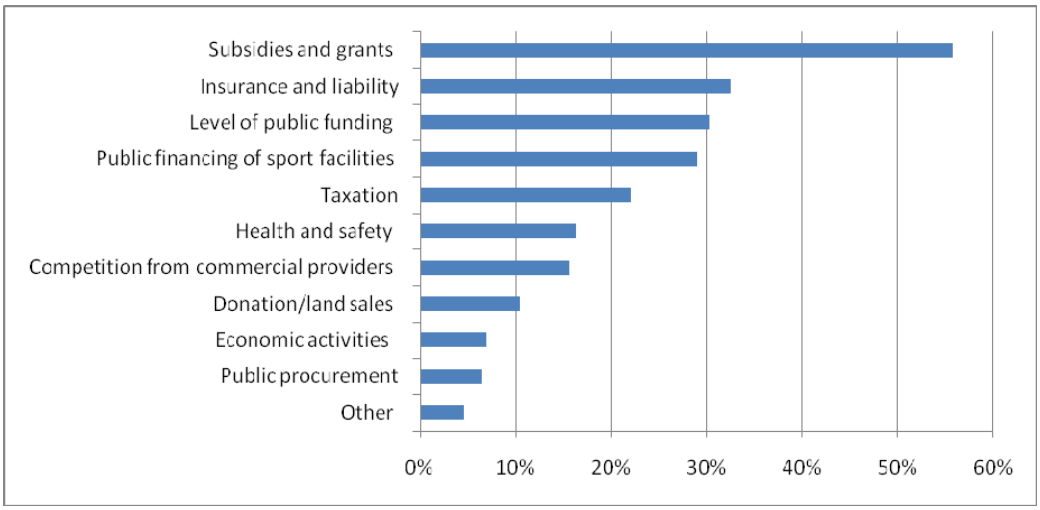
Gender equality

Whilst not necessarily perceived as problematic, the **lack of women** active in volunteering in sport (see also section 4.1.3) and especially at managerial level, possibly implies a 'missed opportunity'. Women may well have the necessary skills and competences to be leaders in the sport sector, but they may be refrained from applying for such functions especially in disciplines which are heavily dominated by men. Evidence shows that where specific initiatives to promote gender equality in the sport sectors have been launched (e.g. Sweden), women are indeed more inclined to participate in the running of sport organisations.

5.2.5 Concerns raised by sport organisations

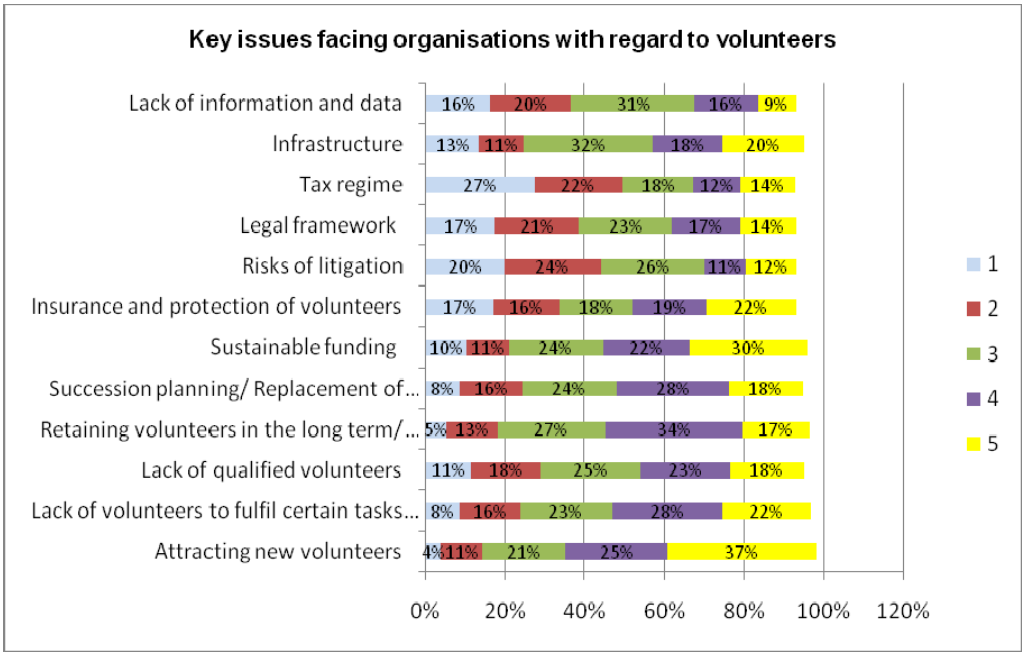
The GHK sport survey included three questions with regard to the main challenges sport organisations face in relation to volunteering. A first question concerned the issues encountered in the development of volunteering. The results are shown in Figure 5.1 below. Subsidies and grants are the main challenge encountered for the majority of respondents (56%). Specific comments concerning this challenge included that **applying for grants and subsidies is a complicated and lengthy process which places a high administrative burden on organisations**. Second and third most important challenges cited are insurance and liability (33%), and the level of public funding (mainly it being too low) (30%).

Figure 5-1 Challenges encountered by sport organisations in the development of volunteering



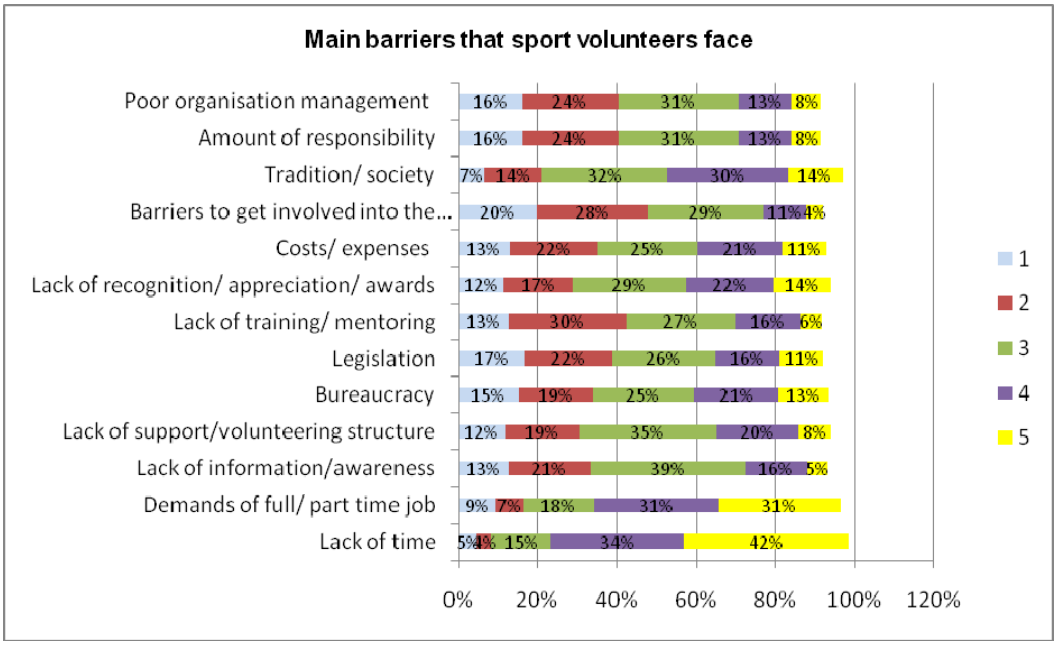
In a second question the respondents were asked to rate the key issues organisations face with regard to volunteers from not important to very important. The results are shown in Figure 5.2 below. Attracting new volunteers is considered the most important issue (37% of respondents rated this issue as very important). The second most important key issue concerns sustainable funding, which confirms the responses to the first question above (30% of respondents rated this issue as very important). When asked to indicate which issues were "not important at all", respondents referred to the tax regime (27%) and risks of litigation (20%). This may indicate that such issues do not really obstruct the daily functioning of the organisation, compared to the issues that were mentioned as very important.

Figure 5-2 Key issues facing sport organisations with regard to volunteers (with "1" being "not important" to "5" being "very important").



The third question asked the respondents to rate the main barriers that sport volunteers face. Figure 5.3 presents the results. Almost the majority of respondents (42%) indicated that lack of time is the most important issue sport volunteers face, followed by a similar problem, namely the demands of their full- or part-time job (32%). Both in third place are "tradition/society" (14%) and "lack of recognition/appreciation/awards" (14%). On the other hand, 20% of respondents do not consider that that there are many barriers to getting involved in the management of the organisations as an obstacle, or that legislation (17%); poor management (16%) and level of responsibility (16%) are important barriers faced by volunteers.

Figure 5-3 Main barriers that sport volunteers face (with "1" being "not important" to "5" being "very important").



5.3 Recommendations

This section provides a set of recommendations on how the voluntary sector could be further promoted at EU and national levels and how the challenges and obstacles highlighted could be addressed. A summary is presented in Table 5.2 at the end of the section.

5.3.1 Recommendations at EU level

The European Year 2011 is considered across the board as an opportunity to promote volunteering and voluntary organisations across Member States. Stakeholders believe events throughout the year will give the EU an opportunity to raise awareness on the importance and scale of poverty within the EU and to then demonstrate the importance of volunteering within the EU and the crucial role it can play in helping to reduce poverty and social exclusion.

Events throughout the year are also considered to present an important opportunity to promote the role of voluntary organisations, de-stigmatise volunteering in certain countries and show volunteering can contribute towards improving social cohesion and achieving social policy goals. Finally, these events are expected to highlight the importance of volunteering not only for social cohesion but also for certain sectors of the economy (e.g. sport).

Findings from the study indicate that more could be done by the EU to support volunteering. There are a number of areas where EU action could significantly impact volunteering at national level, in particular in terms of promoting legislative changes at national level, improving data collection at European and national levels and clarifying rules that are currently considered as creating legal uncertainty for the voluntary sector.

Promoting legal and policy frameworks to support volunteering

The Communication from the European Commission to the Council recognises that traditions and practices of voluntary activities vary, which should be considered when regulating volunteering. As noted when discussing definitions and regulatory frameworks, EU Member States do have specific understandings and approaches to volunteering, due to their tradition, history and legal basis.

A comparative study carried out by the European Centre for Not-for-Profit Law (ECNL)[122] suggests that countries should, where necessary, revise laws or enact separate legislation in order to promote volunteering, protect volunteers, and remove legal impediments. The EU could consider promoting guidelines for countries who wish to adopt legislation, regarding aspects such as:

- How volunteering could be distinguished from other types of legally recognised or regulated relationships. The key issue here is that the role of volunteers should be to complement or add value to the work of paid staff and not replace paid staff;
- How volunteers could be entitled to reimbursement of expenses;

[122] European Center for Not-for-Profit Law (ECNL), Comparative Analysis of European Legal Systems and Practices Regarding Volunteering, Katerina Hadzi-Miceva

- How volunteers could be protected while they are performing voluntary activity (e.g. insurance coverage);
- How to prevent volunteering having a negative effect on entitlement to unemployment benefits;
- How additional support schemes (e.g. validation of experience) could be provided to volunteers; and
- How international volunteering could be facilitated.

This is also in line with the recommendations of the Council of Europe, which, in a 2001 recommendation, called on Member States to seek to "identify and eliminate, in their laws and practice, any obstacles which directly or indirectly prevent people from engaging in voluntary action, and to reduce tax pressure which penalises voluntary action" and "give voluntary workers legal status and adequate social protection while respecting their independence, and removing financial obstacles to volunteering."

The EU could strongly recommend to Member States to adopt specific strategies / frameworks on volunteering. As seen in section 3.8.1 the absence of a clear policy framework can be detrimental to the development of volunteering, especially when the various policy areas which influence volunteering are not coordinated.

Measuring the economic value of volunteering

In most Member States there is an increasing awareness of the importance of measuring the economic value of volunteering. Measuring the economic value of volunteering has a leverage effect for the whole voluntary sector. A major barrier to improved understanding of the non-profit sector is the lack of basic statistics on the scope, structure, financing and activities of this set of organisations. The lack of information reflects, in part, the way non-profits are treated in the System of National Accounts (SNA), the set of international guidelines for compiling national economic statistics. This makes it difficult to gain a comprehensive view of the scale and contribution of non-profit organisations.

At international level, the UN Non-Profit Handbook Project seeks to improve the treatment of non-profit, or civil society, organisations in national economic statistics, to make the contribution of the volunteering to national economies visible. The UN Handbook was published as a response to widespread concerns about the lack of reliable data on the growing civil society sector around the world.

At EU level, Eurostat could play a role in supporting the collection of statistics on volunteering, to comply with ILO and UNV recommendations on the measure of volunteering, satellite account and labour force survey. As Eurostat collects data from national statistical institutes, which often do not have this information, it is therefore important that Eurostat asks national offices for this data to instigate a change.

A related issue regards considering how volunteering could be taken into account when measuring the social well-being of Member States, stemming from the Stiglitz report and developments regarding ways to measure 'social well-being' alongside raw economic growth (GDP).

In 2007, the OECD, the European Commission, the Organisation of the Islamic Conference, the United Nations, the UN Development Programme and the World Bank affirmed in a declaration their commitment to measuring and fostering the progress of

societies in all dimensions, with the ultimate goal of improving policy making, democracy and citizens' wellbeing[123]. Initiatives to measure societal progress through statistical indicators have been launched in several countries and on all continents. They reveal an emerging consensus on the need to undertake the measurement of societal progress in every country, going beyond conventional economic measures such as GDP per capita. Indeed, the United Nation's system of indicators to measure progress towards the Millennium Development Goals (MDGs) is a step in that direction.

The Commission on the Measurement of Economic Performance and Social Progress was created at the beginning of 2008 on the French government's initiative, following increasing concerns about the adequacy of current measures of economic performance, in particular those based on GDP figures[124].

The commonly used statistics may not be capturing some phenomena, which have an increasing impact on the well-being of citizens. The report recommends GDP growth be used simply to measure market activity and that new systems take into account environmental health, safety and education. Another key message is that the time is right for measurement systems to shift emphasis from measuring economic production to measuring people's well-being.

In particular, Recommendation 6 states that steps should be taken to improve measures of people's health, education, personal activities and environmental conditions. Social connections, sometimes subsumed under the heading of 'social capital' are important for people's quality of life. A related approach measures the activities assumed to be the result of social connections, such as altruistic behaviour. Thus, some research has used blood donations, membership in voluntary organisations or charitable giving as proxies[125].

The need for taking account of these 'social indicators' beyond GDP to measure the wealth of a society could be recognised by Eurostat and reflected in data collection at EU level.

Clearer EU rules concerning public procurement and the Services Directive

Research at national level has clearly shown the need for a clarification of the definition of Social Services of General Interest (SSGI) and the use of procurement rules applied to services provided by voluntary organisation (e.g. use of social clauses).

The position of SSGI within Community law is still unclear. Due to this concept being established much more recently than those of services of general interest and services of general economic interest, it was not established in primary law by the Lisbon Treaty

[123] OECD 2nd World Forum was held on 27-30 June 2007 in Istanbul, Turkey and it focused on "Measuring and Fostering the Progress of Societies".

[124] The Commission was chaired by Professor Joseph E. Stiglitz, Columbia University. Professor Amartya Sen, Harvard University, is Chair Adviser. Professor Jean-Paul Fitoussi, Institut d'Etudes Politiques de Paris, President of the Observatoire Français des Conjonctures Economiques (OFCE), is Coordinator of the Commission. Members of the Commission are renowned experts from universities, governmental and intergovernmental organisations, in several countries (USA, France, United Kingdom, India). Rapporteurs and secretariat are provided by the French national statistical institute (Insee), OFCE, and OECD.

[125] http://www.stiglitz-sen-fitoussi.fr/documents/rapport_anglais.pdf

and is therefore subject to lesser legal guarantees[126]. The clarification concerning the scope of SSGI could include:

- **A review on the status of implementation of the current legislation in all Member States**. An overview is needed in order to clarify the patchwork of partially contradictory initiatives. In particular, reviewing the extent to which the possibility of introducing social criteria is actually used in the different Member States. In Member States where this possibility is under-used, identify reasons why, and encourage authorities to take advantage of this possibility.
- **A contribution to more legal certainty by a review of the recent European case law regarding public procurement**;
- **A clarification of whether certain practices are acceptable** (i.e. use of a 'simplified regime' for public procurement in Germany during the economic crisis)[127].

Greater certainty could be introduced to avoid the consequences of litigation and over-caution by all parties. The EU could therefore consider addressing the lack of clarity and uncertainty both in procedural and content-wise requirements of national and Community public procurement rules. While it is possible to apply social criteria this possibility is not put into practice in all Member States in an equal manner.

Secondly, it could promote the recognition of the added value of the voluntary sector in the provision of SSGI. The market for public procurement in the Member States amounted to 16% of EU GDP in 2006. The possibilities to include social, environmental, and ethical considerations should not be under-utilised. The evolution of public procurement procedures towards more socially responsible practices means that criteria such as: the evaluation by the partners of the action financed; the support to the functioning of the association; looking at the funding in terms of duration; and sustainability should be increasingly taken into account.

Networking to promote volunteering: encouraging research and exchange of good practices

The European Year 2011 will be an excellent opportunity to put volunteering on the national agenda, raise awareness about volunteering, and promote exchange of good practices. There is a strong need for sharing lessons and identifying regulatory and policy frameworks that work. The EU has a role to play in enhancing recognition, and encouraging Member States to avoid legislative barriers to volunteering.

There is also a view that the European Year will and should identify issues around diversity in volunteering. It may also raise broader issues about what different countries perceive volunteering to be - i.e. the difference between what some local communities

[126] Protocol No 9 on services of general interest states "the importance of services of general interest". In Article 1 of the Protocol, the following is established in particular: "the essential role and the wide discretion of national, regional and local authorities in providing, commissioning and organising services of general economic interest as closely as possible to the needs of users". Article 2 of the Protocol adds that "the provisions of the Treaties do not affect in any way the competence of Member States to provide, commission and organise non-economic services of general interest". Since no mention is made of social services of general interest, it is very unclear which regime should be applied to them.

[127] European Parliament. Meeting of the Committee on the Internal Market and Consumer Protection. Brussels, 6 October 2009

believe to be culture, tradition and history and what others believe to be volunteering. Because of this is makes it almost impossible to collect statistics at a national level not least at a European level. At a European level and indeed national level it is best to avoid making volunteering semi institutional as this does not allow for the history, values and principles that individuals have for volunteering. It is important to recognise that people volunteer for the love of it and to helping others. In that sense the diversity of volunteering should be celebrated.

There is also a demand from new Member States who are keen to see other governments encouraging their own governments to pay attention to this issue. New Member States have concerns about the way NGOs are perceived and civil society in general. By showing that volunteering is important the EU could help these countries to build bridges between civil society and governments.

Encourage recognition and validation of experience

Research has shown that the impact of EU policies in the field of VNFIL is important. Member States are following EU practice in this field as they continue to develop their own arrangements for VNFIL. The EU should disseminate good practices in the area of VNFIL, highlighting the need for its application to voluntary experience.

5.3.2 Recommendations to Member States

Adapting/improving legislation

A Comparative study from the European Centre for Not-for-Profit Law (ECNL)[128] suggested that when regulating volunteering, governments should set clear policies and goals, which will help determine the type of volunteering they want to regulate. Local traditions of volunteering must also be considered. Otherwise, laws might discourage spontaneous initiatives, burden small organisations, and have a adverse effect on the general culture of volunteering by giving advantages to one form of volunteering over others. In France for instance the voluntary sector is generally against the adoption of a 'legal status' for the volunteer, that would denature the core principles of *bénévolat* as it is perceived in France (i.e. based on individual, private initiative). In countries such as Sweden, France and the UK, the absence of legislative framework is seen as an advantage.

In countries with a lack of volunteering framework and where there is a weak tradition or culture of volunteering, adopting a law can support the development of volunteering. In some Eastern European countries for instance there is still a misunderstanding about the notion of volunteering, which is sometimes seen as hidden employment or assimilated to apprenticeship. The establishment of a legal framework for undertaking voluntary work (that would resolve the uncertainty concerning volunteers' expenses, work conditions and insurance) would represent considerable opportunities for developing the voluntary sector in Latvia for instance. The efforts to promote volunteering in the country and the need to secure the legal basis for volunteering seem to go hand in hand, as a bigger number of volunteers would entail a need for better regulation in the field.

[128] European Center for Not-for-Profit Law (ECNL), Comparative Analysis of European Legal Systems and Practices Regarding Volunteering, Katerina Hadzi-Miceva

There is a need to be very clear about the purpose of the legislation and the policy aims it tries to pursue, which need to be developed in partnership with voluntary organisations. In countries such as the UK where a long-standing tradition exists, there is no clear need for legislation on volunteering. This applies to some other countries too. For example, in Sweden, it has been very important up to now not to regulate voluntary organisations and any attempt to formalise volunteering in law has always been abandoned.

Findings from the ECNL study, supported by evidence from the national reports suggest that there are a number of elements that should be taken into account when drafting new laws on volunteering:

- First, it is important to recognise that volunteering can take many forms, from spontaneous, ad-hoc neighbourhood initiatives to organised, formal, and even contract-based engagement on a regular and ongoing basis. Consequently, it may be difficult and even dangerous to regulate all conceivable forms of volunteering. Legislators should ensure that laws with specific purposes do not restrict opportunities for the enhancement of an enabling volunteer environment. Otherwise the whole concept will be distorted. Therefore, governments and voluntary organisations should set clear policy goals and objectives setting out what they want to achieve through regulating volunteering, and ensure that the regulation of one form of volunteering does not prohibit the existence of other forms, especially informal or ad-hoc volunteering initiatives
- Second, the legal framework should facilitate rather than control volunteering. The law should ensure that volunteering is protected and promoted and that the legal requirements do not discourage volunteering. Excessive regulations may impede spontaneous initiatives, burden small organisations, and dampen the volunteer spirit. Legislation should not create new burdens.
- Third, every country should decide whether and how to regulate volunteering based on its social, cultural, and economic conditions. At the outset, governments, in partnership with voluntary organisations and other stakeholders, must comprehensively analyse their legal systems and identify how local laws affect volunteering, so as to determine how legal revisions can best serve local needs. If the legal framework inhibits volunteering, then the next step is deciding how to remove the obstacles: through a separate law (e.g. Hungary), an integrated component of another law (e.g. Latvia, Poland), or amendments to current legislation.
- Finally, draft laws should be developed through close cooperation among governments, voluntary organisations, experts, and other stakeholders. Multi-stakeholder participation will ensure that the legislative initiative meaningfully addresses real needs of the volunteer community.

Supporting volunteering among senior and young people

Volunteering should be promoted among specific sectors of the society, such as pensioners, young people and the family. At present, many pensioners are younger than 10 or 20 years ago, they are active people in their 50s, professionals and people with plenty of free time; they also have knowledge and skills.

Some countries have implemented long term policies to involve different age groups: young people, with the involvement of educational institutions, people active on the

labour market, with the increasing involvement of companies, and retired people, with the involvement of public bodies in charge of pensions. Given the demographic trend and the increasing share of elderly people in the population, the increasing involvement of senior people in the voluntary sector will be essential for the vitality of the voluntary sector and to address the needs in terms of voluntary work.

Experience in other countries showed that people rarely start volunteering when they enter retirement. The development of volunteering amongst the elderly will require a promotion of voluntary engagement at an early stage (before retirement), as well as proper support structures to accompany this target group.

This relates to the importance of promoting volunteering among young people, through curricular and extracurricular education. The promotion of volunteering in the education system and its more systematic integration into the education pathway could increase young people's engagement.

At national level, the European Youth Forum highlights that certain countries are promoting the European Voluntary Service (EVS) as a national action to encourage volunteering and are therefore not implementing specific national government programmes[129]. It is important to note that the EVS is designed to encourage young Europeans to take part in voluntary activities in a foreign country within or outside of the EU. As such, it does not promote volunteering in a broader context.

Increasing recognition of volunteering

Overall, volunteering is finding its way into the fabric of society even in countries with 'recent' volunteering traditions. But findings at national level indicate that a large 'recruiting' potential for voluntary organisations, could be captured by well-targeted information campaigns.

A key opportunity for volunteering lies in strengthening marketing, raising awareness and promoting positive images relating to volunteering. This is linked to the increasingly important need to channel practice towards policy makers. The benefits for individuals, organisations and communities need to be publicised and celebrated. This could increase the public's appreciation of the sector and make people realise that there is a limit to what can be asked of volunteers, who are already contributing a huge amount of time and energy to an activity. It is however noted that the word 'volunteering' itself is problematic for some members of society - in that sense it is important to use the right language with the right images in relation to different situations.

Moreover, public bodies should continue to finance awareness raising campaigns on the rights and responsibilities of volunteers. It is very important to provide volunteers with updated and accurate information.

Developing VNFIL procedures applicable to volunteering

One of the most dynamic aspects of volunteering today is the recognition of competences and skills gained in volunteering. The recognition and valorisation of the time that volunteers dedicate to volunteering is essential as a motivation factor, in particular among younger generations and as a bridge between voluntary work and

[129] European Youth Forum (2006) Shadow Report on voluntary activities.

education. As countries continue to develop arrangements for the VNFIL, raising awareness of the possibility to apply VNFIL to volunteering together with the appropriate level of resources to ensure VNFIL is carried out is essential. The practice of applying VNFIL to volunteering to enable individuals to work towards achieving qualifications, together with the allocation of credit as introduced by many educational institutions is commended.

Enhancing knowledge about volunteering and improving data collection

One important recommendation to have emerged from the IYV was to integrate volunteering into national development planning[130]. However a major constraint today continues to be a limited availability of specific data on volunteer contributions.

To measure the value of volunteering at national level there is a need for reliable, comparable, data collected regularly, on the state of volunteering. The importance of collecting data is also related to the possibility of evaluating the effects of the policies/measures/initiatives taken to promote volunteering (e.g. effect of volunteering on unemployed people). The efforts that have been made to measure volunteer work have been sporadic and frequently uncoordinated, leaving Member States without up-to-date, reliable data on the scope of volunteering. This not only limits the understanding of volunteering but poses problems for the more general understanding of the labour market.

Member States should enhance the knowledge base about volunteer work and attempt to establish the economic value of volunteering. The United Nations Handbook on Non-profit Institutions in the System of National Accounts includes guidelines for national statistical offices to prepare regular 'satellite accounts' on the non-profit sector and volunteering as part of their official economic data gathering and reporting[131]. Twenty-eight countries in the world have committed to implementing these guidelines and Belgium, France and Czech Republic are the first countries in the EU to have regular satellite accounts.

Member States should therefore work towards integrating the UN satellite accounts into their economic data gathering and reporting, as well as cooperating with the ILO initiative to integrate a measure of voluntary work into national Labour Force Surveys. To complement the data gathered through ILO surveys, the voluntary sector – as well as decision-makers – should try to estimate the economic value of work done by volunteers at the national, regional, local and organisational level. The ILO seeks the concurrence of member statistical offices in the further development of this system[132]. The significant advance in the quality of basic information on volunteering around the world that should result from this exercise is expected to help considerably by increasing the awareness of the economic contribution of volunteering and facilitating the formulation of appropriate and supportive policy frameworks.

---

[130] Statement of the Secretary General of the United Nations, May 2005 (A/60/128, 2005).

[131] The Non-profit "Satellite Account" calls on national statistical offices to prepare a "satellite account" on the non-profit sector and philanthropy as part of their regular economic data gathering and reporting. These satellite accounts will pull together a much more comprehensive and reliable picture of the civil society sector than has ever been available. As part of this process, statistical agencies are also called on to estimate the scale and value of the volunteer effort these organisations mobilize and to include this in estimates of economic activity.

[132] Proposed Manual on the Measurement of Volunteer Work, ILO

Establishing Volunteering observatories could help assess the trends of the voluntary sector and collect both quantitative and qualitative data on volunteering.

Clarifying public procurement rules and ensuring sustainable funding

Member States should promote the adoption of adapted rules for the funding of voluntary organisations and accompany the change in the type of funding relationship between the state and the voluntary sector as contracts are becoming a more important mechanism for the transfer of resources. Since EU rules on social services are founded on a concept of outsourcing of public services and on entrustment, national legal instruments should be adapted so that they meet this new vision.

The transposition of the Service Directive should help to clarify the exemptions to the application of public procurement to a number of activities of associations. For those which will still fall under the public procurement procedure, the adapted use of the public procurement rules should favour the implementation of public tenders respecting the specificity of voluntary organisations.

Member States should ensure that public authorities (in particular at local level) look for ways of maintaining provision of good quality services rather than automatically follow a narrow interpretation of procurement rules, particularly if the service is provided by the voluntary sector. The quality of a service is also influenced by the extent to which a service is embedded at local community level and the involvement of volunteers. Therefore, Member States should take advantage of the possible application of social clauses in national procurement law which provide flexibility to allow social considerations to figure more highly in procurement processes.

To further clarify the role that voluntary organisations are expected to play in the increasing provision of services, it would be helpful to highlight the importance of the complementarities between public services and services provided by these organisations. By adopting instruments such as Charters or Agreements, public authorities would be able to clarify the role of voluntary players in the social sphere – the voluntary sector should be seen as a resource to develop wellbeing in society rather than as a way of cutting costs.

To support voluntary organisations and help them adapt to the new funding environment, Member States could set up support schemes/programmes to equip voluntary organisations with the practical tools to meet the challenges associated with public procurement arrangements. Support could include the creation of structures to accompany and support voluntary organisations in the changing legal environment, the training of managers in technical matters to be presented to local elected officials, the pooling of resources (skills development) from the point of view of networks and cross-disciplinary partnerships.

Setting up volunteering infrastructure

Various actions could be taken to improve the infrastructure at national level, in Member States where it is poorly developed.

- Provide a central platform for information on volunteering where citizens can learn about opportunities and ways to get involved (and whom to contact);

- Further develop and strengthen networks at local, regional and federal levels, and enable the bundling of resources, exchange of best practice among actors, and the development of appropriate funding strategies;
- Use of service bureaus which could help with giving advice in technical, juridical and financial areas, ensuring good information provision on the opportunities for funding;
- Stimulating local volunteer brokers;
- Promoting a discussion platform between voluntary organisations and the State.

Support corporate volunteering

Though the research suggests support for corporate volunteering is increasing, incentives should be provided to companies to encourage greater opportunities for corporate volunteering. Member States should provide the regulatory environment that encourages this type of volunteering (e.g. tax relief) and ensure the infrastructure is in place to encourage partnerships with the voluntary sector to establish corporate volunteering schemes.

5.3.3 Recommendations to organisations engaging volunteers

Better management of volunteering resources

Changes in demography and the labour force suggest that in many Member States large reservoirs of potential volunteers remain 'untapped'. Findings suggest that the main challenge for the sector is not the decline in the number of volunteers but rather increased competition between organisations, changes in the way people volunteer, and a mismatch between the expectations of today's volunteers and what hosting organisations can offer.

Voluntary organisations should set up volunteer policies (firstly, to identify their needs in terms of number of volunteers and positions to fill and then recruitment, communication etc), to provide a more favourable environment for volunteers. Many volunteers raise the issue of a lack of leadership/coordination within voluntary activities and have indicated that they would like to see a specific person designated who is responsible for organising and coordinating their voluntary roles and activities.

Practices in the management of volunteers must be improved. Voluntary organisations should be encouraged to make better use of Human Resource Management tools, which are too often considered as belonging to companies. Professionalisation of HRM practices is therefore needed to improve the recruitment and management of volunteers. In particular, the specific needs of the various groups involved (elderly, young people, etc.) must be better taken into account.

Voluntary organisations need to do more to promote themselves in order to attract more volunteers, by putting in place efficient, targeted and sustained volunteer management to recruit, train and retain young volunteers.

As the share of paid staff seems to increase in many voluntary organisations in the EU, this issue of the professionalisation of the sector should not be ignored. A balance needs to be found between paid staff and volunteers which would meet both professional standards and the requirements of volunteers (who often require/demand flexibility).

Encouraging the use of recognition/accreditation tools (VNFIL)

Organisations engaging volunteers should be more involved in the implementation of such procedures and support their volunteers in using tools such as Portfolios/Volunteer Passports or Cards. This could be done, for instance, by identifying key competences required for each position or by undertaking a review of the competences and resources needed in the organisation and a mapping of the competences and skills available. This would support a better management of their human resources.

This is particularly relevant when seeking to engage young people, who are increasingly aware of the importance of the skills they can gain through volunteering. When seeking to attract young people, voluntary organisations should pay attention to available tools to recognise competences and valorise voluntary engagement.

Providing adequate training to volunteers

Additionally, voluntary organisations, with the financial and administrative support of the public sector, should ensure that volunteers' training is consistently done on a structured and regular basis. This would not only promote volunteering through generic training sessions organised by the Volunteering Service Centres, but would also show a renewed commitment of voluntary organisations to their original mission, thus increasing motivation amongst existing and potential volunteers.

As volunteering is getting more popular, volunteers' demands are increasing in terms of experience, training and support. Host organisations should pay close attention to the way they meet these expectations.

Increasing transparency

Voluntary organisations should ensure that budgets and expenditures are circulated to the stakeholders in order to allow for constructive criticism and transparency. They should also have more regular evaluations in order to be able to better determine what impact their projects have had, not only in the present but also in terms of sustainable impacts.

Especially in former communist countries, where trust in the civil society organisations is still rather low and where the media have focused on scandals, corruption and fraudulent activities of a few NGOs, organisations engaging volunteers should pay attention to the image they convey.

Improving the coordination of the voluntary sector

It would be useful to build bridges between different organisations that work on related issues in order to avoid duplication and promote mutual learning and project development. Organisations and volunteers should be given a bigger role in identifying how to address the problems that we as a society wish to see addressed, instead of the public sector specifying the methods and intended outputs and outcomes beforehand.

The role played by voluntary organisations in influencing social policy makers is pivotal for the needs of vulnerable groups to be adequately addressed. In countries where coordination of the voluntary sector is weak, it is therefore crucial that organisations make a conscious effort to create a platform for communication, best practice

exchange and for together prioritising the social needs of the specific country/region/province.

Table 5-2 Summary of recommendations to EU institutions, to Member States and to organisations engaging volunteers

	Recommendations to EU institutions	Recommendations to Member States	Recommendations to organisations engaging volunteers
Adapting/improving legislation	The EU could consider promoting guidelines for countries who wish to adopt legislation, considering aspects such as: - How volunteering could be distinguished from other types of legally recognised or regulated relationships; - How volunteers could be protected while they are performing voluntary activity (e.g. insurance); - How to prevent volunteering having a negative effect on entitlement to unemployment benefits; - How additional support schemes (e.g. validation of experience) could be provided to volunteers; and - How international volunteering could be facilitated.	In countries where there is a weak tradition or culture of volunteering, adopting legislation can support the development of volunteering. The law should ensure that volunteering is protected and promoted and that the legal requirements do not discourage volunteering. In other countries where a long-lasting tradition exists, it has been very important not to regulate voluntary organisations and any attempt to formalise volunteering in law has always been abandoned. Avoiding over-regulation has emerged as a key concern on the voluntary sector's side.	N/A
Monitoring and data collection	Eurostat could support the collection of statistics on volunteering, to comply with UN recommendations on the measure of volunteering. A related issue regards considering how volunteering could be taken into account when measuring the social well-being of Member States, alongside raw economic growth (GDP). The need for taking account of 'social indicators' to measure the wealth of society could be recognised by Eurostat and reflected in data collection at EU level.	Member States should work towards the United Nations guidelines for national statistical offices to prepare regular 'satellite accounts' on the non-profit sector and volunteering as part of their economic data gathering and reporting. The ILO initiative to integrate a measure of voluntary work into national Labour Force Surveys should also be supported. Volunteering observatories could help assess the trends of the voluntary sector and collect data on volunteering.	N/A
Public procurement rules and sustainable funding	Research at national level has clearly shown the need for a clarification of the definition of Social Services of General Interest (SSGI) and the use of public procurement rules applying to voluntary organisations. The implementation of the legislation in Member States could be reviewed (e.g. to what extent the possibility of introducing social criteria is actually used). Greater certainty should be introduced to avoid the consequences of litigation and over-caution by all parties. Finally, the EU should promote the recognition of the added value of the voluntary sector in the provision of SSGI.	Member States should promote the adoption of adapted rules for the funding of voluntary organisations and accompany the change in the type of funding relationship between the state and the voluntary sector as contracts are becoming a more important mechanism for the transfer of resources. The adapted use of public procurement rules (e.g. inclusion of social clauses) should recognise the specificity of voluntary organisations. Member States could also set up support schemes to equip voluntary organisations for the new funding environment.	N/A
Awareness and information	The European Year 2011 will be an excellent opportunity to put volunteering on the agenda of Member States, raise awareness about volunteering, and promote exchange of good practices. There is a strong demand for sharing experience and identifying regulatory and policy frameworks that really work. The EU has a role to play in enhancing recognition, and encouraging Member States to avoid legislative barriers to volunteering.	A key opportunity for volunteering lies in the strengthening of marketing, raising awareness and promoting positive images relating to volunteering. The benefits for individuals, organisations and communities need to be publicised and celebrated. Moreover, the public bodies should continue to finance awareness raising campaigns on the rights and responsibilities of volunteers.	Organisations engaging volunteers should pay attention to the way the image they convey and ensure transparency, especially in former communist countries, where trust in civil society organisations is still rather low and where the media have focused on scandals, corruption, and fraudulent activities of a few NGOs.

	Recommendations to EU institutions	Recommendations to Member States	Recommendations to organisations engaging volunteers
Engaging and retaining volunteers	N/A	Given the demographic trend, the increasing involvement of senior people in the voluntary sector will be essential for the vitality of the voluntary sector. The development of volunteering amongst the elderly will require a promotion of voluntary engagement at an early stage (i.e. before retirement age), as well as proper support structures to accompany this target group. This relates to the importance of promoting volunteering among the active population and among young people. The promotion of volunteering in the education system could increase young people's engagement.	The main challenge is not the decline in the number of volunteers but rather the increased competition between organisations, changing the way in which people volunteer, and a mismatch between the expectations of today's volunteers and what hosting organisations can offer. Voluntary organisations should set up volunteer policies to provide a more favourable environment for volunteers (e.g. providing training). In particular, the specific needs of the various groups involved (elderly, young people, etc.) must be better taken into account.
Recognition of volunteering	Research has shown that the impact of EU policies in the field of validation of non formal and informal learning (VNFIL) is important. The EU should disseminate good practices in the area of VNFIL, highlighting the need for its application to voluntary experience.	As countries continue to develop arrangements for the validation of non-formal and informal learning (VNFIL), raising awareness of the possibility to apply VNFIL to volunteering. The recognition and valorisation of the time that volunteers dedicate to volunteering can be an important motivation factor, in particular among younger generations.	Organisations engaging volunteers should be involved in the implementation of procedures and arrangements for VNFIL and support their volunteers in using tools such as Portfolios/Volunteer Passports or Cards.
Volunteering infrastructure	N/A	Various actions could be taken to improve the infrastructure at national level, in Member States where it is poorly developed. - Provide a central platform for information on volunteering where citizens can learn about volunteering opportunities; - Further develop and strengthen networks at local, regional and federal levels, to enable the bundling of resources and exchange of best practice among actors; - Use of service bureaus which could give advice in technical, legal and financial areas, ensuring good information provision on the opportunities for funding; - Stimulating local volunteer brokers; - Promoting platforms between voluntary organisations and the government.	It would be useful to build bridges between different organisations that work on related issues. The role played by voluntary organisations in influencing social policy makers is pivotal for the needs of vulnerable groups to be adequately addressed. In countries where coordination of the voluntary sector is weak, it is therefore crucial that organisations make a conscious effort to create a platform for communication, best practice exchange and for together prioritising the social needs of the specific country/region/province.
Corporate volunteering	N/A	Incentives should be provided to companies to encourage greater opportunities for corporate volunteering. Member States should provide a regulatory environment that encourages this type of initiative (e.g. tax relief) and ensure the infrastructure is in place to encourage partnerships with the voluntary sector.	N/A

5.4 Specific recommendations for volunteering in sport

This section provides a set of recommendations on how to 'capitalise' at EU and national levels on the success factors and opportunities for volunteering in sport and on how to address the challenges and obstacles identified. Recommendations are made for EU level action, for action by Member State public authorities and for stakeholders / the sport movement. There are presented in Table 5.3 below.

Table 5-3 Recommendations to EU institutions, to Member States and to the sport movement

	Recommendations to EU institutions	Recommendations to Member States	Recommendations to the sport movement
Policy focus	The EU should encourage Member States to include volunteering in sport in policy making, for example as part of policies and strategies focusing on sport, health, education or, where such exist, on volunteering in general. This could include the dissemination of good practices.	Member States should include volunteering in sport in their policy making, fully recognising the social, cultural and economic benefits. Member States with relatively shorter traditions in volunteering in sport may need to provide a legal basis to clarify arrangements for volunteering (rights, benefits, insurance, etc).	The sport movement should actively lobby for recognition of the value of volunteering in sport, emphasising the dependence of sport organisations on volunteer inputs.
Organisational structures	Whilst no 'perfect' organisational structure exists, the EU could disseminate different good practice approaches identified in the Member States. Specific EU programmes could promote the exchange of such good practices, as well fund the development of stronger links between the sport movement and 'mainstream' volunteering.	Where necessary, Member States could take stock of the organisational structure of the sport movement and put in place initiatives to further support its development. Initiatives could also serve to promote stronger links between the sport movement and authorities and agencies dealing with volunteering in general.	Sport confederations and federations should improve their overall organisational setup, where necessary, to fully take the importance of volunteering into account. This could include developing or strengthening cooperation with 'mainstream' volunteering centres, networks and other agencies, to both attract new volunteers and to better deal with practical issues such as education and training, insurance, etc.
Tax benefits and exemptions	The EU should provide further clarifications to Member States as to the application of EU regulated taxation (VAT) to the sport movement. It could also map tax benefits and exemptions in the Member States and disseminate good practices.	Member States could both clarify existing tax benefits and exemptions and consider adapting current rules where these are clearly putting unnecessary barriers to the sport movement. Emphasis should be placed on reducing bureaucracy and addressing perverse effects.	The sport movement could support Member States in identifying important obstacles and barriers, as well as providing suggestions for improvements.
Programmes and initiatives	The EU should use current and future funding streams to enable the exchange of good practices and information in a variety of areas, discussed as part of these recommendations, and to further promote volunteering in sport in general.	Specific programmes to promote volunteering in sport, including education and training, recruitment, and succession planning have proven to be highly beneficial. Member States should learn from successful initiatives undertaken in other EU countries. In countries with low and / or decreasing share of volunteers, Member States should consider launching a programme or initiative. These should allow for measuring of performance (e.g. clear objectives and related indicators).	The sport movement should be involved in the development of specific national programmes and initiatives to promote volunteering in sport and to increase their effectiveness and relevance. Where possible, the sport movement should also launch their own programmes and initiatives.

	Recommendations to EU institutions	Recommendations to Member States	Recommendations to the sport movement
Sustainable funding of the sport sector	The EU could take stock of the funding structure of the sport movement in the Member States and disseminate good practices.	Member States should both ensure that stable funding schemes are in place and support the sport movement in accessing other stable sources of income. Other ways of generating cost-savings (linked for example to tax benefits and exemptions) should also be explored.	Sport confederations and federations should support grass-root organisations in ensuring sustainable budgeting, for example through the provision of guidance on existing funding streams and ways to generate income, etc.
Education and training	The EU could identify and disseminate examples of good practice in the area of education and training of volunteers in sport. It could also consider putting in place guidance for education and training at various levels (management, organisation, coaching, etc) for volunteers in sport.	Member States should, in cooperation with the sport movement, promote education and training for volunteers in sport, for example through financing relevant initiatives, supporting the creation of specific institutes, and providing guidance and minimal requirements, etc.	The sport movement will be instrumental in identifying education and training needs of volunteers in sport, which can inform future initiatives. It will be important to ensure that any education and training will not act as a deterrent to volunteering, thus taking account of the limited time availability of volunteers and ensuring that there is some form of accreditation which could also be useful in other professional life. Confederations and federations should also actively promote the provision of education and training to volunteers.
Recognition	The EU should promote the recognition of non-formal and informal learning gained through volunteering in sport, in particular through: ▪ Common European principles for the identification and validation of non-formal and informal learning; ▪ Dissemination of European instruments to recognise non-formal and informal learning.	Member States with validation and recognition systems of non-formal and informal learning in place should ensure that volunteering experiences are also taken into account. Member States which do not have such systems in place should consider alternative ways of recognising the skills and competences gained by volunteers in the sport sector.	Confederations and federations should actively promote the recognition of non-formal and informal learning, referring organisations and volunteers to existing validation and recognition systems. Sport organisations should be encouraged to use instruments for recognising competences of those volunteers active in their organisation,
Background checks, licenses and qualifications	N/A	When putting vetting / licensing procedures and requirements for qualifications in place, Member States should carefully consider the effects this may have on volunteering. Where possible, exemptions should be provided.	The sport movement should help Member States in reviewing the effects of vetting / licensing procedures and requirements for qualifications. It should be identified where such processes are necessary, and where these may not be essential and possibly act as a deterrent to volunteering.
Practical issues – insurance, access to land	The EU could encourage Member States and the national sport movements to put in place	Member States could explore ways of putting in place an insurance scheme. Where necessary, they should	The sport movement should look at ways for setting up an insurance scheme for all volunteers, as this could

	Recommendations to EU institutions	Recommendations to Member States	Recommendations to the sport movement
and infrastructure	insurance coverage for all volunteers, providing examples of countries which already have such insurance schemes in place.	also review whether there are any obstacles to sport organisations accessing land and infrastructure and where possible, remove such barriers.	represent a big cost saving for sport organisations. They should also help Member States in identifying and addressing potential issues in relation to access to land and infrastructure and make suggestions for improvements.
Social goals and autonomy of the sport sector	N/A	Member States should be aware of potential tensions between the public policy goals they pursue and the autonomy of the sport sector.	The sport movement should enter in a further dialogue with public authorities. The inclusion of social goals should not necessarily be considered as a reduction of autonomy, but rather as an opportunity for sport to become more inclusive, attracting people who otherwise may not have taken part in organised sport activities.
Professionalisation of the sport sector	N/A	Member States could review the state of professionalisation of the sport sector in their respective countries and its effect on volunteering in sport. In cooperation with the sport movement, they could come forward with recommendations on how to deal with the new needs.	The sport movement could support the identification of the key needs emerging from professionalisation and the effects on volunteering. They will also be instrumental in considering ways to accommodate the new needs without inhibiting or deterring volunteers.
Recruiting and retaining volunteers	N/A	Member States could identify and disseminate examples of good practice with regard to recruiting and retaining volunteers. These could both relate to national practices (e.g. programmes and initiatives) and practices in the sport movement, even at grass-roots level.	The sport movement should seek to identify good practice approaches towards recruiting and retaining volunteers at the level of the sport organisations and beyond (outside the sport sector), and disseminate these together with specific guidance and recommendations.
Monitoring and data collection	The EU should strongly encourage Member States with limited monitoring and data collection in place, to increase their efforts. Examples of other Member States could be provided. It should also recommend the use of harmonised key indicators (e.g. related to age, professional status, etc) across the EU.	Member States should exchange experiences with regard to monitoring and data collection. Those who have little experience should consider setting up monitoring and data collection tools, such as surveys, statistical data collection etc.	The sport movement should collaborate with the monitoring and data collection efforts of Member States.

	Recommendations to EU institutions	Recommendations to Member States	Recommendations to the sport movement
Awareness and information	The European Year 2011 will constitute an important tool at EU and national levels to also promote volunteering in sport.	Member States should make use of the European Year to promote volunteering, emphasising the important social, cultural and economic benefits. They could place particular focus on volunteering in sport. Big sport events also provide an excellent opportunity to promote volunteering.	The sport movement should place greater efforts on awareness-raising and provision of information on volunteering opportunities. As mentioned earlier, this could be furthered through increased links with 'mainstream' volunteering centres and networks.
Gender equality	The EU could emphasise the need to ensure a better gender balance in volunteering in sport, disseminating the good practices identified in Member States to promote gender equality.	Similar to the EU, Member States should promote gender balance in volunteering in sport, for example through awareness-raising campaigns, funding programmes, etc.	The sport movement itself should review the gender division in the different sport disciplines and make practical recommendations on how to make volunteering in sport more attractive to women.

ANNEXES

ANNEX 1: STATISTICAL ANNEX - SUMMARY TABLES ON CHARACTERISTICS OF VOLUNTEERING IN THE EU

Table 1: Examples of the main sectors in which volunteers are active in 24 European countries

Austria	Belgium	Bulgaria	Czech Republic
Arts, culture and entertainment (17%)	Culture, sport and leisure (51.8%)	Social services	Other sectors' (not described) (32%)
Sport and exercise (16%)	Other activities and associations (29.8%)	Community development	Sport (29%)
Ecclesiastical or religious (14%)	Social action (15.1%)	Environment	Voluntary Fire Brigade (11%)
Disaster relief and rescue (14%)			Church organisations (11%)
Source: Statistik Austria (2008) Struktur und Volumen der Freiwilligenarbeit in Österreich. For the Federal Ministry of Labour, Social Affairs and Consumer Protection.	*Source: European Volunteer Centre (CEV) and Association of Voluntary Service Organisations (AVSO) (2004) Voluntary Activity in Belgium: Facts and Figures.*	*Source: Bulgarian Centre for Not-for-Profit Law (2005) Study on the practices in the governance of NPOs in Bulgaria.*	*Source: National report, information based on interviews with stakeholders*
Denmark	**Estonia**	**Finland**	**France**
Sport (11%)	Charities (52%)	Sport or exercise (30%)	Sport (29%)
Development and housing (6%)	Environmental protection (28%)	Health and Social Affairs (25%)	Culture (16%)
Recreation activities (5%)	Local/regional development (28%)	Children and young people / schools (22%)	Social and health sector (13%)
	Animal protection (21%)	Religious activity (16%)	Leisure and social clubs (12%)
Source: Boje T. & B. Ibsen (2006) Frivillighed og Nonprofit i Danmark – Omfang, Organisation, Økonomi og beskæftigelse, Socialforskningsinstituttet, 06:18.	*Source:TNS Emor, Praxis Center for Policy Studies (2004) Volunteering in Estonia. Volunteer Development Estonia.*	*Source: Anne Birgitta Yeung, 2002*	*Source: INSEE, 2002*

Germany	Hungary	Ireland	Latvia
Sport and recreation (11%)	Cultural activities	Social or charitable work (193,000 persons or 34.8% of active volunteers, 5.7% of the total population aged 15 and over)	Sport
Schools (7%)	Sport activities	Sporting organisations (180,465 persons or 32.6% of active volunteers, 5.4% of the total population)	Culture
Church and religious organisations (6%)	Health and social care activities	Religious or church organisations (143,133 persons, 25.9% of active volunteers, 4.2% of the total population)	Religion
Leisure and social activities (5%)	Religious organisations	Political or cultural organisations (46,944 (8.5% of active volunteers, 1.4% of the total population)	Environment
Source: Federal Ministry for Family, the Elderly, Women and Youth (2006): Freiwilliges Engagement in Deutschland 1999–2004, pp. 72-73.	*Source: Eva Kuti and Klára Czike (2005). Citizens' Donations and Voluntary Activities. The National Volunteer Centre and The Non-Profit Research Group Association.*	*Source: Central Statistics Office Ireland (2006) Census 2006, Volume 11 - Disability, Carers and Voluntary Activities.*	*Source: National report, information based on literature review*

Lithuania	Luxembourg	Malta	the Netherlands
social and health care	Sport (17.9%)	Community activities	Sport (12.4%)
children and youth activities	Cultural (7.9%)	Recreation	Ideology (8.8%)
culture and education	Youth (2.7%)	Social affairs	Education (7.5%)
	Leisure (2.2%)	Sport	Care (6.5%)
Source: Information based on data from Lithuania Statistics, see national report for further information.	*Source: Lejealle B., (2001) Participation a la vie associative au Luxembourg en 2001, CEPS/INSTEAD.*	*Source: National report, information based on interviews with stakeholders*	*Source: van Herten, M. (2009) Vrijwillige inzet 2008. Centraal Bureau voor de Statistiek (CBS), 29 April 2009, Den Haag/Heerlen*

Poland	Portugal	Romania	Slovakia
Organisations that provide assistance to the poor	Social services (36%)	Religious voluntary activities	Education and training (39.3%)
Religious organisations and movements	Culture and recreation (12%)		Social care and services (32.3%)
Organisations and groups working in the area of education and upbringing	Not elsewhere classified (32%)		Leisure time activities (29.6%)
Emergency/rescue services			
Source:Civicpedia (2009) 2008 - Volunteer crisis is still going.	*Source: CEV*	*Source:2008 European Values Survey*	*Source: Nikodemová K. (2009) Volunteering in Slovakia: Facts and Figures Report. CEV Brussels, 2009*
Slovenia	**Spain**	**Sweden**	**UK**
Sport	Social services (28.7%)	Sport and recreation (20%)	Education (incl schools, colleges, universities) (31%)
fire brigades (rescue services)	Culture and sport (21.9%)	Welfare (15%)	Religion (24%)
civil protection	Education and research (12.3%)	Housing cooperation (8%)	Sport and exercise (22%)
social welfare		Culture (5%)	Health and disability (22%)
Source: National report, information based on interview with Ministry of Education and Sport.	*Source: Association of Voluntary Service Organisations (AVSO) and European Volunteer Centre CEV (2005) Voluntary Action in Spain: Facts and Figures.*	*Source: Svedberg, J., and von Essen, (2009) The 2009 national study of volunteering, informal help and care giving.*	*Source: Low, N et al (2007) Helping Out: A national survey of volunteering and charitable giving. Cabinet Office, Office of the Third Sector.*

Note: The table only lists the most common sector recorded by countries. Statistics have been provided where available. See national reports for further information.

Table 2: Examples of main voluntary activities carried out by volunteers in 22 European countries

Austria	Belgium	Bulgaria	Czech Republic	Denmark
Administrative and supporting tasks Leading functions *Source: Bundesminister Dr. Erwin Buchinger (2008) Freiwilliges Engagement in Österreich: Zahlen – Daten – Fakten: Projekte und Vorhaben im Bereich Freiwilligenpolitik. Federal Ministry of Labour, Social Affairs and Consumer Protection.*	Support to people (38,000 individuals involved on average on a weekday) Manifestations organised by social organisations (37,000 individuals) Administration or accountancy (33,000 individuals) Preparation of and support to volunteering activities (32,000 individuals) *Source: Institut pour un Développement Durable (2004) Capital social et bénévolat, Indicateurs pour un Développement Durable.*	Campaigning / lobbying Coaching Counselling / mediation / advocacy Arts / crafts / performing *Source: Estimates provided by key stakeholders*	Services and individual care for their fellow citizens (19%) - including visited people in the community (e.g. lonely, elderly - an additional 8% Organised various events and campaigns (14%) Volunteered in groups and clubs (13%) Were engaged in manual labour (12%) *Source: Frič, P. (2001) Dárcovství a dobrovolnictví v České republice (Donorship and Volunteering in the Czech Republic). AGNES & NROS.*	Administration (31%) Includes committee work (18%) and secretariat & administrative tasks (13%) Other practical work (17%) (relating to e.g. the secretariat function and events/activities) Information (11%) Training / mentoring (10%) *Source: Boje T. & B. Ibsen (2006) Frivillighed og Nonprofit i Danmark – Omfang, Organisation, Økonomi og beskæftigelse, Socialforskningsinstituttet.*
Estonia	**France**	**Germany**	**Greece**	**Hungary**
Providing transport (10%) Maintenance and rescue work (8%) Spending time with people (7%) (for example through mentoring) *Source: TNS Emor and Praxis Center for Policy Studies (2004) Volunteering in Estonia. Volunteer Development Estonia.*	Organisation of events Animation and coaching in the cultural, sport, social sectors Collect, fabrication, sale of products Care and support of vulnerable people. *Source: INSEE, 2002*	Management and organisational aspects Leading various activities for beneficiaries Providing information and lobbying Personal care *Source: European Volunteer Centre (2004): Voluntary Action in Germany – Facts and figures.*	Provide secretarial support in conferences Representing NGOs at conferences Supporting helplines Organise fundraising and promotional events *Source: National report (no official data available, information based on anecdotal evidence)*	Organisation Building Maintenance *Source: Éva Kuti and Klára Czike (2005). Citizens' Donations and Voluntary Activities, published by the National Volunteer Centre and The Non-Profit Research Group Association.*

Italy	Latvia	Luxembourg	Malta	The Netherlands
Counseling Administrative and logistics tasks Activities within the community *Source: Estimates provided by key stakeholders.*	Organisation of campaigns and events (75% in other regions & 61% in Riga) Implementing project activities (72% in other regions & 53% in Riga) Daily office work (55% in other regions & 35% in Riga) Participation on organisation boards (73% in other regions and 61% in Riga) *Source: Ruta Dimanta, Mareks Indriksons (2007) NVO Instituta petijums 'Ka trukst brivpratigo kustibas izaugsmei Latvija?'.*	Counselling and orientation (in particular in the field of social assistance) Supervise activities and camps (in the fields of youth, sport, music and other areas of leisure) First aid – (in the field of civil protection). *Source: National report*	Operational / technical staff (58.3%) Administrative tasks (17.9%) Other staff (13.4%) Directors (10.4%) *Source: National Statistics Office (2008) Non-Governmental Organisations Survey: 2007. News Release. Malta, 29 December 2008.*	Operational roles (74.8% of voluntary jobs/work) Managerial activities (28.3% of voluntary jobs/work) *Source: van Herten, M. (2009) Vrijwillige inzet 2008. Centraal Bureau voor de Statistiek (CBS), 29 April 2009, Den Haag/Heerlen*

Poland	Romania	Slovakia	Slovenia	Sweden
Organisational tasks Promote the work of NGOs Adopt the role of experts Tidying-up activities. *Source: Klon/Jawor Association (2004) NGOs in Poland - basic facts.*	Working directly with beneficiaries (29.7%) Organising events (15.9%) Managing or coordinating activities (12%) Being involved in communication or PR activities (11.8%) *Source: Information from Pro Vobis*	Promoting volunteering Campaigning Networking Managing own projects *Source: Mráčková, A. E-mail interview, 2009.*	Taking part in the implementation of programmes Administrative work Fundraising Providing information to the general public *Source: Ministry of Education and Sport, 2007*	Board membership or administrative work (80%) Education and Leadership (33%) Information / campaigning (26%) Direct social efforts (19%) *Source: Svedberg, J., and von Essen, (2009) The 2009 national study of volunteering, informal help and care giving.*

UK
Raising and/or handling money (65%) Organising or helping to run an event (50%) Other practical help (35%) Being a committee member (28%) *Source: Low, N et al (2007) Helping Out: A national survey of volunteering and charitable giving. Cabinet Office, Office of the Third Sector.*

Source: national reports on volunteering compiled as part of this study.
Note: The table only lists the most common activities recorded by countries. Statistics have been provided where available.

Table 3: Sectors where voluntary organisations are distributed in 20 European countries (the biggest sectors only)

Belgium	Bulgaria	Cyprus	Denmark
Culture, sport and leisure 23%; Social Action 26.2%; Education and research 7%; and Health 6.1%. *Le compte satellite des institutions sans but lucratif 2000 – 2001, Institut des comptes nationaux – Banque nationale de Belgique*	Social services; Education and research; Community development; Business/professional organisations. *Study on the practices in the governance of NGOs in Bulgaria (2005) Bulgarian Centre for Not-for-Profit Law (BCNL).*	Welfare and Health; Sport; Professional Organisations; Culture, Arts and History. *Pancyprian Volunteerism Coordinative Council (PVCC) (2009)*	Sport, leisure and culture Social service Education and research Health *Boje, T., T. Fridberg & B. Ibsen, eds. (2006) Den Frivillige Sektor I Danmark - Omfang og Betydning, Socialforskningsinstituttet*
Estonia	**Finland**	**France**	**Greece**
Apartment associations, garage associations and other management of real estate; Sport clubs and sporting activities; Associations engaged in leisure time, recreational and cultural activities; Activities of business, employers and professional organisations. *Hallemaa and Servinski based on the data of the Ministry of Justice Centre of Registers and Information Systems, 2009*	Culture and recreation Health Business and Professional Associations, Unions Philanthropic intermediaries and voluntarism protection Education and research *Harju, A. (2006) Finnish Civil Society. KVS Foundation.*	Sport 24.1%; Culture 18.6%; Leisure and social clubs 17.8%; and Advocacy 15.5%.	Culture sector 37%; Social solidarity 18%; Health and social protection 12%; and Environment 12%. *Citizen in Deed database (2009)*

Hungary	Ireland	Italy	Lithuania
Hobbies Education Sport Culture and arts *Hungarian Central Statistical Office (2007)*	Development and housing Education and research Sport and recreation *Trinity College (2006) 'Hidden Landscape'*	Health 28%; Social 27.8%; Leisure and culture sector 14.6%; Civil protection 9.6%. *Ministry of social solidarity, Volontariato – Rapporto biennale sul volontariato in Italia 2005 (statistical data available for 2003)*	Social services and healthcare 55%; Sport 13%; Childcare and youth affairs 8%; Local communities 7%; Education and science 6%. *NISC report on Lithuania, 2007 (abbreviated in the report as NISC report 2007) for SPES study*
Malta	**Poland**	**Portugal**	**Romania**
Social activities; Religious; Educational activities, and Cultural activities. *National Statistics Office 2008* *The European Knowledge Centre for Youth (2005, 2006) Key priorities for youth policies answers on Voluntary Activities Policy*	Sport and leisure; Culture and arts; Education and upbringing; Social welfare and social services; Healthcare. *Civicpedia (2008) Types and numbers of organisations.*	- Emergency Help; - Humanitarian Help; - Cooperation for Development; - Education for Development. *CEV*	Sport and culture; Education, training and research; Social service; and Businesses. *Civil Society Development Foundation (2005). 'Dialogue for Civil Society. Report on the state of civil society in Romania'. Centras (2006)*

Slovakia	Spain	Sweden	United Kingdom
Social activities; Health; Youth development; and Education. *Brozmanová Gregorová & Mráčková (2008) « 10 rokov dobrovoľníctva na slovensku ». C.A.R.D.O./dobrovolnictvo.sk, Slovakia.*	Culture, sport and leisure time Education and research; Development and housing; and Civil rights. *Ruiz Olabuenaga (2005) - El tercer sector español y sus campos de actuación. Revista Española del Tercer Sector*	Culture and recreation; Social welfare, and Education and research. *Einarsson Torbjörn, and Filip Wijkström (2006) 'Från nationalstat till näringsliv – Det civila samhällets organisationsliv i förändring', Stockholm School of Economics*	In Wales: Sport and recreation 24%; Community development 17%; Benevolent organisations 14%; and Health and social care 13%. *Wales Council for Voluntary Action (2007) All Wales Database*

Source: See national reports for further information.
Note: The table only lists the most common sectors where the voluntary organisations are distributed recorded by countries – there are other sectors where voluntary organisations operate. Statistics have been provided where available.

ANNEX 2: SUMMARIES OF A SELECTION OF EUROPEAN / INTERNATIONAL STUDIES / SURVEYS ON VOLUNTEERING

European Time Use Survey (ETUS) - How Europeans spend their time: everyday life of women and men					
Author	**Country coverage**	**Years**	**Methodology**	**Respondents**	**What does it measure?**
European Communities (2004)	EU: BE, DE, EE, FR, HU, SI, FI, SW, UK. Others: Norway	1998-2002	The study was managed by the Eurostat unit responsible for labour market statistics. Data has been compiled by use of National Time Use Surveys that were conducted in the 10 European countries covered. The countries were chosen because the survey methods that have been used in these countries follow very closely the Guidelines on harmonised European time use surveys published in September 2000. Time use surveys fill a number of gaps in the statistical information available in the social domain. For instance, they unveil gaps between women and men correlated to existing differences in their position on the labour market and their participation in education, cultural activities and other spheres of life. The data originates from national time use surveys conducted between 1998 and 2002 in Europe. A representative sample of individuals completed a diary during one weekday and one weekend day distributed over the whole year. The time use data are collected by means of time diaries. Respondents record their activities in time diaries, using their own words. The diary covers 24 hours. With some exceptions, each respondent fills in diaries for two diary days.	Population aged 20 to 74	The survey represents the first compendium of European statistics on how Europeans spend their time. In particular, it aims to shed light on how women and men organise their everyday life in 10 European countries. The study has been funded by the fifth Community action programme to promote gender equality 2001–05.

	In the Harmonised European Time Use Survey, the diary instrument records four recording domains: 1. Main activity: “What did you do?” 2. Parallel or secondary activity: “Did you do anything else? If so, what?” 3. Who with: “Were you alone or together with somebody you know, if so, who?” 4. Location (incl. mode of transport). As a result the data consists of a sequence of episodes or events, each characterised by these four recording domains. In addition, there are individual and temporal identifiers. The individual identifier (“diary/person id”) connects the episode to a particular respondent and a particular diary day. The individual identifier also connects to background information on the respondent’s household and individual circumstances. The temporal identifiers indicate starting and ending time, and, hence, also duration of the episodes. In order to better understand the data for analysis purposes it is useful to keep in mind the structure of the data, i.e. the sequence of episodes. The background information is collected by means of interviews. The purpose of this information is to form the population groups for which the time use estimates are to be calculated.	

Some key results in relation to volunteering:

The time spent of voluntary work and help varied considerably across the 10 countries survey. As such, the averages provided can only offer an overview of general trends and caution must be exercised using this data.

On average 1.8% of women and 2.9% of men aged 20 to 74 dedicated some time to voluntary work per day. Men tend to spend an average of 4 minutes a day on voluntary work, whilst women spent 2 minutes per day. Men and women from France and Germany are more likely to take part in voluntary work than other countries; in France 5% of men and 4% of women spent time on voluntary work and in Germany the proportion stood at 7% of men and 4% of women.

Both men and women in the 10 countries surveyed dedicate an average of 4.1% of their total free time to voluntary work and help (this includes informal help). Men tend to spend slightly more time doing voluntary work and help than women; 13 minutes per day for men and 12 minutes per day for women.

Women in France (6%), Germany, Estonia, Finland and the United Kingdom (all 5%) spend the most time on voluntary work and help. Women from Slovenia spend the least (2%).

Men in France (6%), Germany, Estonia, and Finland (all 5%) spend the most time on voluntary work and help, whereas men in Belgium, Slovenia, the United Kingdom and Norway (all 3%) spend the least.

European Social Survey (ESS)					
Author	**Country coverage**	**Years**	**Methodology**	**Respondents**	**What does it measure?**
Centre for Comparative Social Surveys, City University, UK	EU: AT, BE, BU, CY, CZ, DK, EE, FI, FR, DE, EL, HU, IE, LV, LT, NL, PL, PT, RO, SK, SI, ES, SW, UK.	2002/2003, 2004/2005, 2006/2007, 2008/2009	The project is directed by the Centre for Comparative Social Surveys, City University, UK. A further six other institutions are also represented: NSD, Norway; GESIS, Germany; SCP, Netherlands; Universitat Pompeu Fabra, Spain; University of Leuven, Belgium; University of Ljubljana, Slovenia. It involves strict random probability sampling, a minimum target response rate of 70% and rigorous translation protocols. The hour-long face-to-face interview includes questions on a variety of core topics repeated from previous rounds of the survey and also two modules developed for Round Four	All persons aged 15 and over resident within private households, regardless of their nationality, citizenship, language or legal status, in the participating countries.	The European Social Survey (the ESS) is a biennial multi-country survey covering over 30 nations. Its three aims are, firstly – to monitor and interpret changing public attitudes and values within Europe and to investigate how they interact with Europe's changing institutions, secondly - to advance and consolidate improved methods of cross-national survey measurement in Europe and beyond, and thirdly - to develop a series of European social indicators, including attitudinal indicators. It is funded via the European Commission's 6th Framework

Others: HR, Israel, NO, RU, TK, UK	covering Experiences and Expressions of Ageism and Welfare attitudes in a changing Europe.	Programme, the European Science Foundation, and national funding bodies in each country.

Some key results in relation to volunteering:

Rounds 1 (2002/2003), 3 (2006/2007) and 4 (2008/2009) of the ESS, included a specific question on whether respondents had engaged in any voluntary activities or organisations over the preceding 12 months.

The Round 3 survey (2006/2007) specifically asked respondents; 'In the past 12 months, how often did you get involved in work for voluntary or charitable organisations?' Respondents then choose between: at least once a week; at least once a month; at least once every three months; at least once every six months; less often; never; or don't know.

As the table below shows, the majority of respondents had not engaged in any work for voluntary or charitable organisations over the preceding 12 months (63.8%). However it is interesting to note that around 36.1% of respondents had taken part in work for voluntary/charitable organisations at least once during the past year and 13.8% had been involved a minimum of once a month.

How often has the respondent been involved in work for voluntary or charitable organisations over the past 12 months?	Frequency	% of all respondents
At least once a week	2,870	6.7
At least once a month	3,028	7.1
At least once every three months	1,978	4.6
At least once every six months	2,354	5.5

Less often	5,191	12.2
Never	27,132	63.8
Refusal	39	-
Don't know	363	-
No answer	45	-
Total	43,000	100

Source: ESS, Round 3 (2006/2007) data.

Findings from the 2006 survey round also indicated that Europeans are less likely to engage in active participation in voluntary or political organisations than their counterparts in the US.

Eurobarometer: European Social Reality

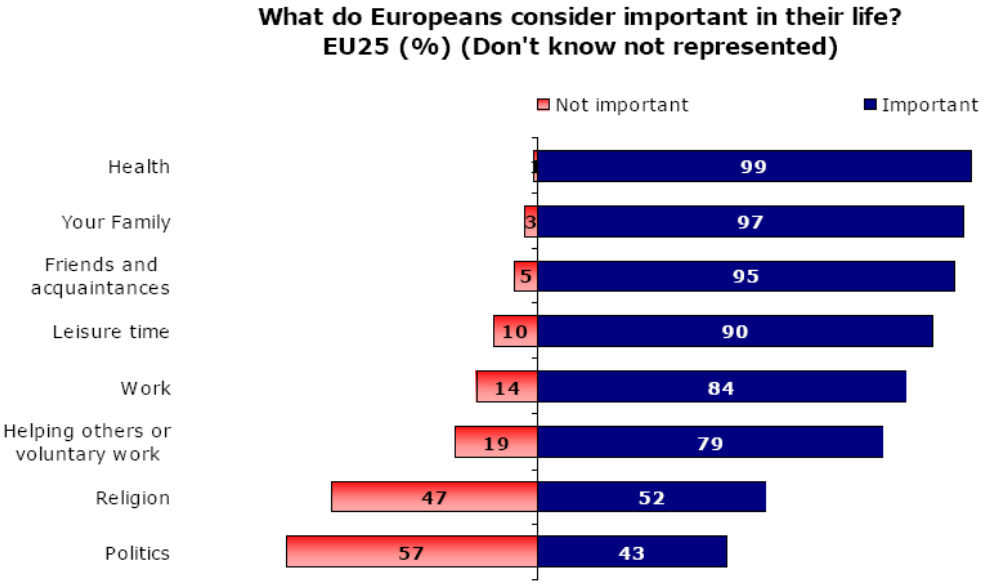
Author	Country coverage	Years	Methodology	Respondents	What does it measure?
European Commission (February 2007)	EU 27	November – December 2006	Between the 17th of November and the 19th of December 2006, 26.755 EU citizens aged 15 and over living in the Member States and the two countries that were at that time about to join the EU: Bulgaria and Romania were interviewed. The survey was commissioned by the Directorate-General Communication of the European Commission and was carried out by TNS Opinion & Social, a consortium formed by TNS and EOS Gallup Europe. The methodology used is that of the Standard Eurobarometer surveys of the Directorate-General Communication ("Public	26,755 EU citizens aged 15 and over	The survey looks at the opinions and feelings of EU citizens relating to number of different dimensions of social, economical, political and everyday life to paint a detailed picture of life in the European Union at the end of 2006.

Opinion and Media Monitoring" Unit).

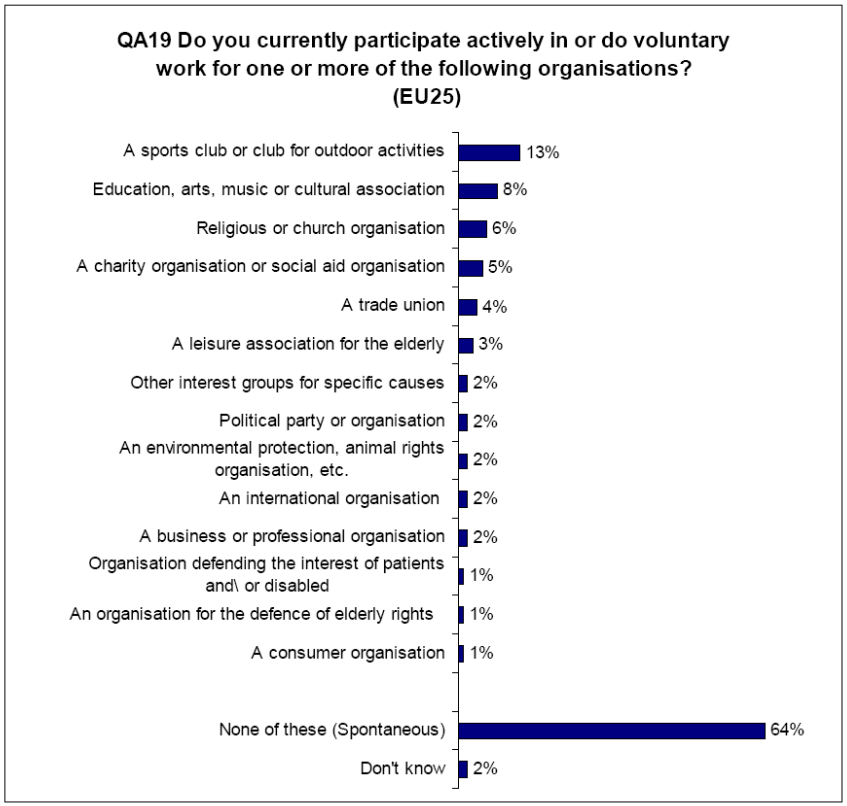
The reader should be aware of the fact that the weight of the Romanian and Bulgarian results in the EU27 average is about 6.3% and that almost three quarters of these 6.3% are coming from the Romanian results only. In other words, the difference between EU25 average and EU27 is statistically and logically limited.

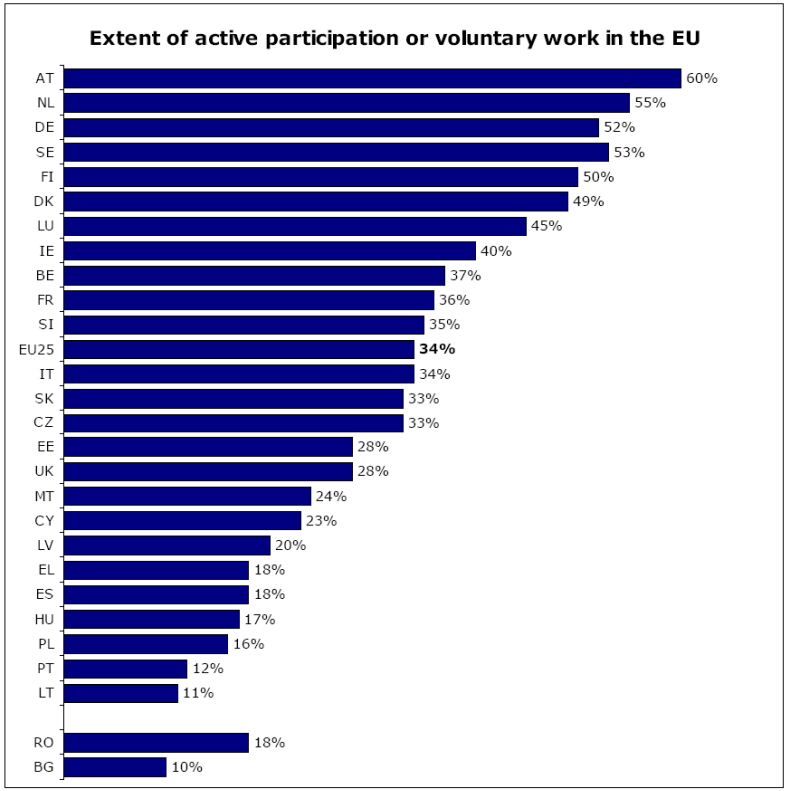
Some key results in relation to volunteering

According to the report, 75% of Europeans stated that they considered 'helping others or voluntary work' to be important in their life. The highest levels of people who believed that helping others or doing voluntary work was an important part of their life were seen in Cyprus (89% of respondents), Italy (88%), Slovenia (88%), Greece (86% and Malta (86%). The lowest levels were recorded in Latvia (65%), Ireland, Romania (both 63%) and Bulgaria (62%) (see chart below).



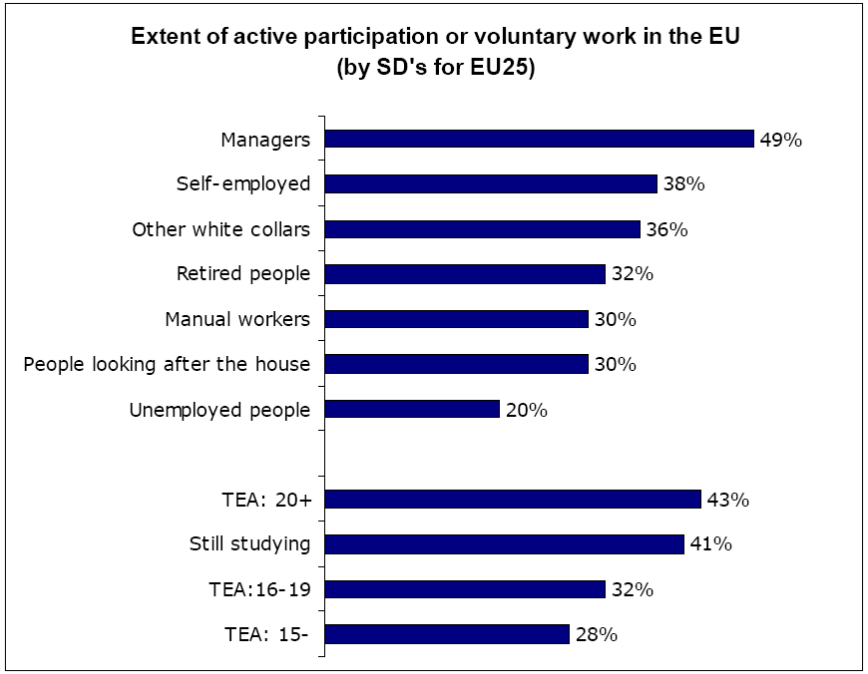
With regard to leisure time activities and voluntary work, the most popular organisations in which European actively participate or undertake voluntary work were sport clubs or clubs for outdoor activities (13%), followed by education, arts, music or cultural associations (8%), religious or church organisations (6%) and charity organisations or social aid organisations (5%). Most Europeans do not actively participate in the organisations listed in the questionnaire or do voluntary work (64%) (see chart below).





The European average conceals large differences between the Member States and in some countries the percentage of citizens who declare to actively participate in or do voluntary work for an organisation is quite high. In fact, in Austria (60%), the Netherlands (55%) and Sweden (53%) over half of the respondents claim to be

active. Participation levels are lowest in Lithuania (11%) and Portugal (12%) (see table labelled: extent of active participation or voluntary work in the EU).



Two socio-demographic factors influencing people's propensity to 'be active' are occupation and education (see table labelled: extent of active participation or voluntary work in the EU, by SD's for EU25). Nearly half of people classified as managers actively participate in or do voluntary work for the organisations listed (49%), compared to only 20% of unemployed people (the least likely to volunteer). Self-employed individuals are the second most likely to take part in voluntary work (38%), followed by other white collar workers (36%).

With regard to education, the data shows that the longer people stayed in full-time education the more likely it is that they actively participate in or do voluntary work for the organisations listed. Individuals who have left full-time education after the age of 20 were most likely to engage in voluntary work (43%), followed by individuals still studying (students) (41%) and those aged between 16-19 when they left full-time education (32%). Individuals who had left full-time education at 15 years or under were least likely to volunteer (28%).

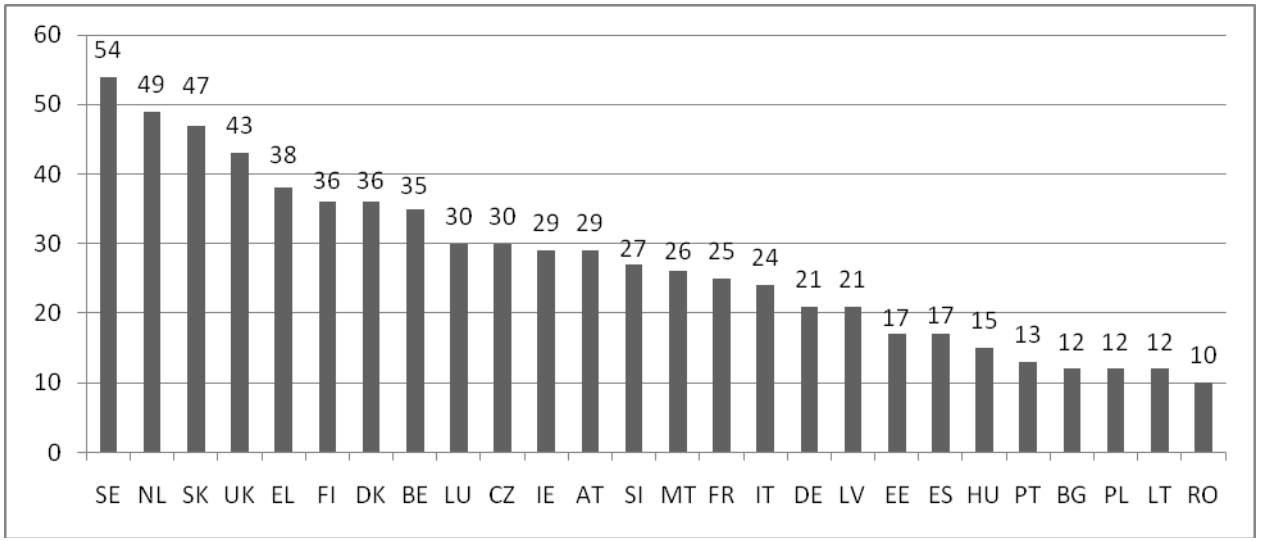
European Values Study (EVS)					
Author	**Country coverage**	**Years**	**Methodology**	**Respondents**	**What does it measure?**
Tilburg University, the Netherlands	2008 EU data: AT, BE, BG, CY, CZ, DK, EE, FI, FR, DE, EL, HU, IE, IT, LV, LT, LU, MT, NL, PL, PT, RO, SI, SK, ES, SW, UK. Others: Albania, Armenia, Azerbaijan, Belarus, Bosnia-Herzegovina, Croatia, Georgia, Iceland, Kosovo, FYROM, Moldova, Montenegro, Norway, Russia, Serbia, Switzerland, Turkey, Ukraine	1981, 1990, 1999, 2008	The European Values Study started in 1981, when a thousand citizens in the European Member States of that time were interviewed using standardized questionnaires. Every nine years, the survey is repeated in an increasing number of countries. In 2008, the fourth wave covered 45 European countries and will interview around 70,000 people. The 1999-questionnaire was designed around four broad domains or themes of life: religion and morality, politics, work and leisure, primary relations. In all countries representative national samples were asked this questionnaire, but the quality of the samples varies from country to country. With the exception of Greece, in all countries surveys were carried out by experienced professional survey organisations. The surveys were performed through face-to-face interviews among samples of all adult citizens aged 18 years and older. No upper age limit was imposed. Guidelines for the surveys were provided by the coordinating organisation at Tilburg University and in order to get standardised information on the surveys in the various countries, the national representatives had to complete a methodological questionnaire. This questionnaire, developed by the EVS methodology group, provides detailed information on the translation of the questionnaire, the sampling procedures, fieldwork, weighting, national codes, the inclusion	All adult citizens aged 18 years and older.	The European Values Study (EVS) is a large-scale, cross-national and longitudinal survey of moral, religious, political and social values. The survey was designed to investigate the nature and inter-relationship of value systems, their degree of homogeneity, and the extent to which they are subject to change across time.

of optional and country-specific questions, etc.

During the period in which the three surveys were held, the format and contents of the surveys has changed. Variable names are different between surveys, questions have been removed or adjusted and new topics have been added.

Some key results in relation to volunteering

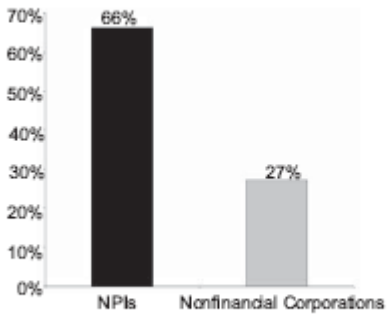
The following table summarises the findings of the 1999/2000 survey (published in 2001) for 26 Member States. It shows the percentage of population who volunteer in at least one association (%), except for trade unions and political parties.



Source: European Values Study, 1999/2000, as reported by Bogdan & Mălina Voicu in 2003.

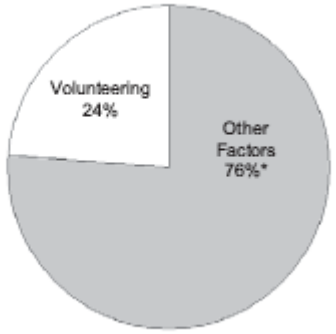
Measuring Civil Society and Volunteering: initial findings from 8 countries implementing of the UN Handbook on Nonprofit Institutions			
Author	**Country coverage**	**Years**	**Abstract**
Salamon, L M., Megan A. Haddock, S. Wojciech Sokolowski, and Trice, H S. Johns Hopkins Centre for Civil Society Studies,	EU: BE, CZ, FR Others: Canada, the US, Japan, New Zealand, Australia	2007	This report analyses the initial findings from the eight countries have produced the 'NPI satellite accounts' (nonprofit institutions) called for in the UN Handbook on Nonprofit Institutions. The UN Handbook makes four major refinements to the 1993 SNA treatment of nonprofit institutions: • It recommends that countries produce regular NPI 'satellite accounts' that pull together data on all NPIs, including those assigned to the corporations or government sector; • It provides a refined definition of an NPI to make it possible to identify these entities in the other sectors; • It recommends the use of an International Classification of Non-Profit Organizations (ICNPO) that elaborates on the then-prevailing consensus system for classifying economic activities (ISIC Rev. 3) in order to differentiate NPIs more precisely; and It calls for inclusion of volunteer work in the NPI satellite account and provides a recommended way to value it.
Some key results in relation to volunteering According to the report, nonprofit organisations have a distinctive economic structure. They are generally labour-intensive and involve a greater number of volunteers: • 66% of the expenditures of NPIs goes for employee compensation in comparison to 27% for nonfinancial corporations (Figure 7); • Even conservatively estimated, volunteer time accounts for more than a quarter of the NPI contribution to GDP (Figure 8).			

Figure 7. Labor Costs as a Share of Expenditures, NPIs vs. Nonfinancial Corporations, 4 Countries*



* Data not available on Australia, Canada, Japan, and New Zealand
Does not include volunteer labor

Figure 8. Sources of NPI Contribution to GDP, Volunteers vs. Other Factors*, 7-Country Average



*Includes employee compensation, consumption of fixed capital, net taxes on production, and operating surplus

Volunteering in cross-national perspective: evidence from 24 countries			
Author	**Country coverage**	**Years**	**Abstract**
Lester M. Salamon & Wojciech Sokolowski. Johns Hopkins Center for Civil Society Studies	EU: AT, BE, CZ, FI, FR, DE, HU, IT, IE, NL, RO, SK, ES, SW, UK. Others: Argentina, Australia, Brazil, Colombia, Israel, Japan, Mexico, Peru, the US,	2001	This paper takes a look at voluntary social participation in a cross-national perspective. Drawing on data gathered by the Johns Hopkins Comparative Nonprofit Sector Project (CNP), it dispels the popular myth of declining civic participation in the advanced democracies. It demonstrates that volunteering is augmented rather than inhibited by a formal organisational base, which in turn grows as a result of state support. What is more, it shows how the social roles and functions of volunteering have been affected by social forces that have shaped the nonprofit sector throughout the 20th century: social class relations during industrialisation, government social policies, and organized religion. The conclusions that emerge from this analysis strongly suggest that volunteering, and more generally civic participation and self-organisation of individuals to pursue common interests, are not acts of 'spontaneous combustion' or 'immaculate conception,' but instruments and outcomes of social policies that are highly dependent on each country's

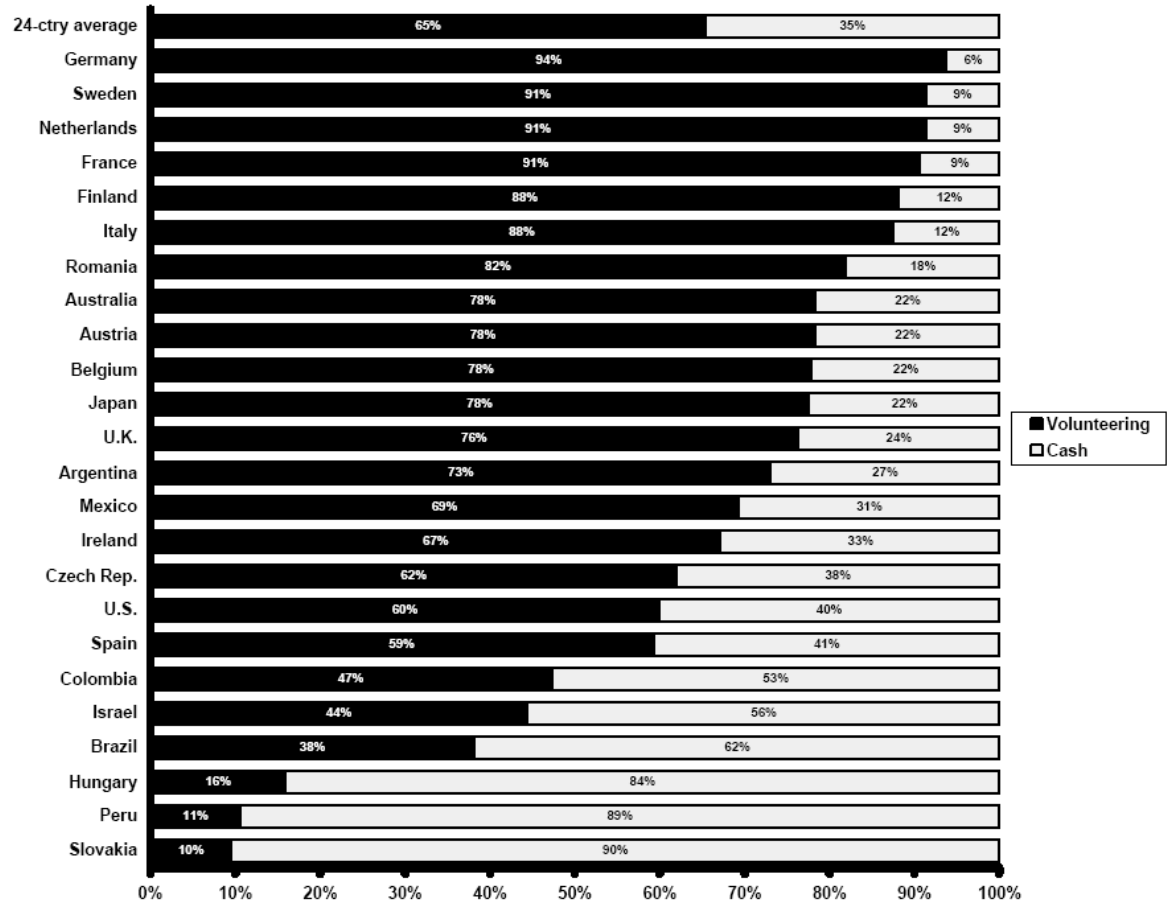
institutional path of development.

Some key results in relation to volunteering

The nonprofit sector represents a major economic force: a $1.1 trillion industry that employs 19.5 million full-time equivalent (FTE) paid workers in the 24 countries on which data are so far available. Volunteer work contributed to these organisations is equivalent to another 11 million FTE jobs. What is more, the size of the nonprofit sector (measured by paid nonprofit employment as a share of total non-agricultural employment) varies considerably from under 1% in Mexico and Romania, to over 12% in the Netherlands. While the nonprofit sector is dominated by traditional services (health, education, and social services), its composition also varies considerably among countries.

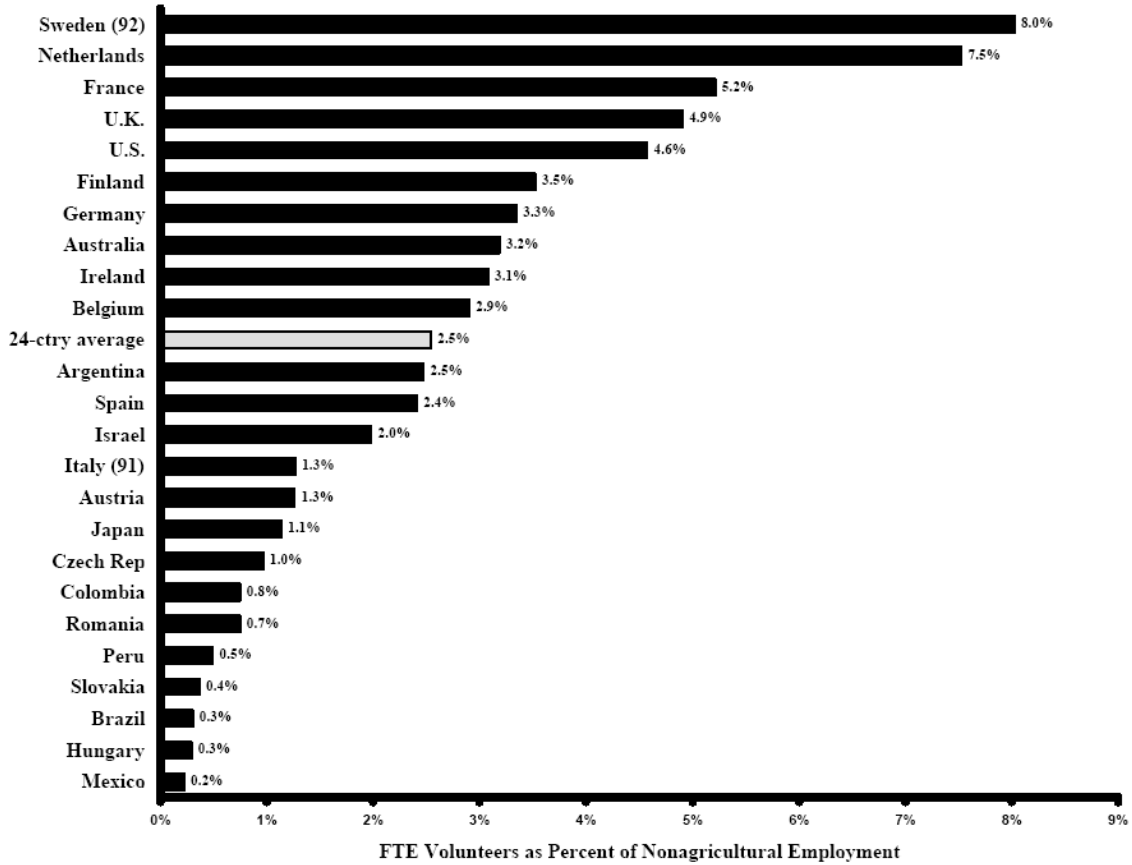
Volunteer work represents a significant share of private philanthropy, on average outweighing private cash donations by a ratio of 2:1 (Figure 1). Therefore, volunteering adds an important dimension to the picture of the nonprofit sector drawn by economic indicators—it gives social salience3 to nonprofit operations. It stands to reason that a relatively high volume of volunteer input contributed to nonprofit entities reflects a relatively high level of importance attributed to the work of these entities by society at large.

Figure 1
Volunteering and Cash Giving as Shares of Total Nonprofit Philanthropic Income



Data from the 24 countries has shown that the level of volunteering in 8 of the European countries surveyed is higher than the 24 country average (Figure 2).

Figure 2
Volunteering in 24 Countries



Volunteering varies not only in its overall volume, but also in its distribution across activity fields. Table 3 shows the shares of all FTE volunteering distributed

across 10 fields of activity in 23 countries. A convenient way of showing the cross-national variation we observed is to calculate standard deviations11 for each field. The larger the standard deviation, the greater the diversity among countries with respect to the given type of volunteering. The fields with the greatest average shares of volunteering are social services and culture and recreation. These two fields combined absorb nearly 60 percent of all volunteer input in the countries we studied. They also have the largest standard deviations (18.9 percent and 16.1 percent respectively), which means that the amount of volunteer input in these fields varies significantly from country to country.

Table 3
Distribution of Volunteering, by Field, 23 Countries, 1995

Field	Average Share of FTE Volunteers	Standard Deviation
Social Services	31.1%	18.9%
Culture	26.7%	16.1%
Health	7.8%	6.2%
Development	7.2%	9.7%
Education	6.8%	6.0%
Professional	5.7%	8.7%
Civic/advocacy	5.3%	5.4%
Environment	3.6%	3.7%
Foundations	1.6%	1.9%
International	1.6%	1.7%

A Cross-National Comparison of the Internal Effects of Participation in Voluntary Organisations

Author	Country coverage	Years	Abstract
Marc Morjé Howard and Leah Gilbert	19 ESS countries and the US	2008 In: Political Studies, 56:1, pp. 12-32, 2008	This article draws on two recent and largely untapped sources of data to test empirically the Tocquevillian argument about the impact of involvement in civic organisations on individual attitudes and behaviours. Our analysis is based on two related studies – the European Social Survey (ESS) and the US 'Citizenship, Involvement, Democracy' (CID) survey – that incorporate innovative and detailed measures about respondents' involvement in voluntary associations in nineteen European countries and in the United States. These surveys provide us not only with rich individual-level data within a cross-national comparison, but they

	also allow us to develop and test a new measure of civic involvement that distinguishes between different levels of participation.

Some key results in relation to volunteering

The study finds that, on average, those persons with greater levels of involvement in voluntary organisations also engage in more political acts, have higher life satisfaction and are (for the most part) more trusting than those who do not, even when controlling for important demographic factors.

Although the study's findings provide only an initial examination of the internal effects of participation, they highlight the general importance of actual involvement as opposed to nominal membership, thus underscoring the transformative impact of participation in voluntary organisations on individuals.

Furthermore, Howard & Gilbert (2008) find that the quantity of political participation should also be enhanced by participation in voluntary organisations. There are multiple mechanisms proposed in the literature that link participation in voluntary organisations to increased levels of political activity. First, voluntary associations provide opportunities for ordinary people to learn important civic skills such as organizing meetings or giving presentations, and to develop feelings of efficacy, which in turn produce more proficient and engaged citizens. Second, in their extensive study of political participation in America, Sidney Verba et al. (1995) maintain that those who participate in voluntary organisations are more likely to take part in politics because participation creates essential networks and opportunities for mobilisation by members of the organisation, political elites and political parties. Finally, participation in voluntary associations provides social connection with others that reduces the information and motivational costs to take part in political acts (Teorell, 2003; Verba et al., 1995).

On the whole, the study's analysis of the individual-level and pooled country data from the ESS and CID surveys provides support for theories of civil society that stress active participation and its resultant effect on individuals. These findings lend support to the arguments of those who bemoan the rise of 'checkbook membership' as an alternative to face-to-face interaction within organisations. They suggest that while sending a check may be better than no involvement at all, there is no substitute for actual participation.

SHARE – Survey of Health, Ageing and Retirement in Europe: 50+ in Europe					
Author	**Country coverage**	**Years**	**Methodology**	**Respondents**	**What does it measure?**
SHARE is coordinated centrally at the	EU: AT, BE, CZ, DK, FR, DE, EL, IT,	2004, 2005/2006, 2006/2007,	SHARE is harmonized with the U.S. Health and Retirement Study (HRS) and the English Longitudinal	More than 45,000 individuals	SHARE seeks to provide information on how the ageing process will affect the EU and to better understand the

Mannheim Research Institute for the Economics of Aging (MEA).	NL, PL, ES, SW Others: Israel, Switzerland	2008/2009	Study of Ageing (ELSA). SHARE's scientific power is based on its panel design that grasps the dynamic character of the ageing process. SHARE's multi-disciplinary approach delivers the full picture of the ageing process. Rigorous procedural guidelines and programs ensure an ex-ante harmonized cross-national design. Data collected include health variables (e.g. self-reported health, health conditions, physical and cognitive functioning, health behaviour, use of health care facilities), bio-markers (e.g. grip strength, body-mass index, peak flow), psychological variables (e.g. psychological health, well-being, life satisfaction), economic variables (current work activity, job characteristics, opportunities to work past retirement age, sources and composition of current income, wealth and consumption, housing, education), and social support variables (e.g. assistance within families, transfers of income and assets, social networks, volunteer activities). Based on probability samples in all participating countries, SHARE represents the non-institutionalized population aged 50 and older. Spouses are also interviewed if they are younger than 50. The SHARE 2006 main questionnaire consists of 22 modules. In addition an 'End of Life' interview was conducted for deceased respondents. All data are collected via face-to-face, computer-aided personal interviews (CAPI), supplemented by self-completion paper and pencil questionnaires. Not all respondents	aged 50 or over.	unique effect of aging on European countries stemming from cultural differences, historically grown societal structures and distinct public policy approaches. SHARE is a unique and innovative multidisciplinary and cross-national panel database of micro data on health, socioeconomic status and social and family networks of more than 45,000 individuals aged 50 or over. It is a response to a Communication by the European Commission calling to "examine the possibility of establishing, in co-operation with Member States, a European Longitudinal Ageing Survey".

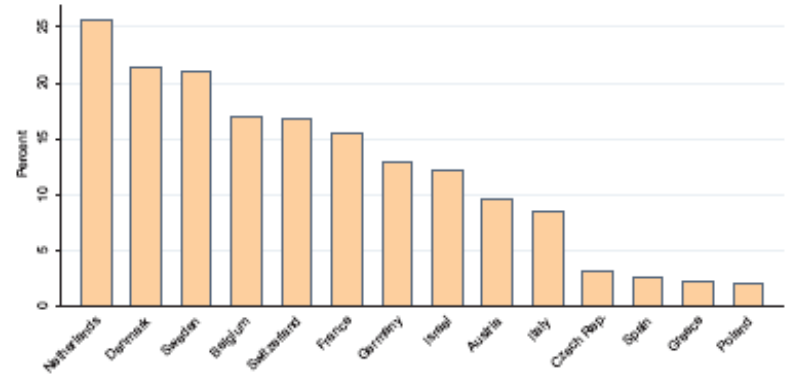
	have to answer all modules of the questionnaire. The questionnaire modules that rather refer to the couple or household than to the individual are only answered by a designated financial, family, or housing respondent.	

Some key results in relation to volunteering

European elders are productive in many different ways. One of the most noteworthy examples is volunteering: On average, 10 % of the population aged 50 or over were engaged in volunteer activities during the month preceding the SHARE interview(s).

This proportion doubles to 20 %, taking into account those volunteering in either one of the currently available waves of SHARE. This very clearly shows that the fraction of people involved in voluntary activities at some point during the later stages of their life-course is much higher than simple cross-sectional evidence would suggest.

The highest rates of volunteering are observed in Denmark, Sweden, and the Netherlands, whereas the Mediterranean countries are characterized by below-average proportions of older volunteers. While the share of older Israelis performing voluntary work corresponds to the Continental European average, the respective numbers in Poland and the Czech Republic are very close to those observed in Greece and Spain.



Volunteering among the 50+ in Europe (% by country)

Volunteering depends on individual resources, such as education or health. However, volunteering has also been shown to be an important resource for healthy ageing (and vice versa...). When thinking about the mechanisms driving the decision to volunteer, it is important to acknowledge the role of the societal context in which older persons live. Comparing, for example, Sweden and Greece suggests that social environments characterized by higher proportions of older volunteers at a given point in time also fare well in establishing structures which stabilize elders' voluntary activity and foster new engagement.

ANNEX 3: GLOSSARY

Volunteering

Volunteering is generally defined as an activity which:

- is performed with the free will of the individual;
- is developed in the framework of non-profit, non- governmental organisations;
- has no professional character;
- is non-paid; and
- is carried out for the benefit of the community or a third party.

Volunteering can be either formal or informal.

- Formal volunteering refers to activities organised through some sort of organisation, be it a small community group consisting entirely of volunteers, or through major organisations such as Health Trusts or national voluntary organisations.
- Informal volunteering, which can be one component of social capital, refers to a wide range of different kinds of mutual help and co-operation between individuals within communities, for example babysitting for a friend or checking on an elderly neighbour.

Voluntary organisations

The voluntary sector is the sphere of social activity undertaken by organisations that are non-profit and non-governmental. This sector is also called the third sector, in reference to the public sector and the private sector. However the third sector includes not only voluntary and community groups, but also social enterprises, charities, cooperatives and mutuals.

Of all the sectors that make up the social economy, the sector of voluntary organisations is the most difficult to delimit or define. There is, however, some agreement that voluntary organisations share to varying degrees the following features[133]:

- They are distinguished from informal or ad-hoc, purely social or familial, groupings by some degree of formal or institutional existence.
- They are non-profit-distributing, that is to say they have purposes other than to reap profits for their management or members.
- They are independent, in particular, of government and other public authorities, that is to say free to govern themselves without interference according to their own rules and procedures.

[133] Communication from the commission on promoting the role of voluntary organisations and foundations in europe http://ec.europa.eu/enterprise/library/lib-social_economy/orgfd_en.pdf

- They must be managed in what is sometimes called a 'disinterested' manner. The use of this term is meant to indicate not just that voluntary organisations must not themselves be profit-seeking, but also that those who manage them ought not to do so in the hope of personal gain.
- They must be active to some degree in the public arena and their activity must be aimed, at least in part, at contributing to the public good.
- In addition, these organisations involve some degree of voluntary participation, either in their management or operations.

This definition is very close to the one adopted by the description used by the Johns Hopkins Centre for Civil Society Studies of organisations that comprise the community and voluntary sector. Five key structural and operational characteristics seem to define the range of entities most commonly associated with the nonprofit or voluntary sector in countries throughout the world:

- **Organised**, i.e., institutionalized to some extent. What is important is not that the organisation be registered or legally recognized, but that it have some institutional reality. This can be signified by some degree of internal organisational structure; relative persistence of goals, structure, and activities; meaningful organisational boundaries; as well as a legal charter of incorporation. Both formal and informal organisations are covered by this definition. Excluded are purely ad hoc and temporary gatherings of people with no real structure or organisational identity.
- **Private**, i.e., institutionally separate from government. This does not mean that nonprofit organisations may not receive significant government support or even that government officials cannot sit on their boards. Rather, they must be 'nongovernmental' in the sense of being structurally separate from the instrumentalities of government, and they do not exercise governmental authority.
- **Non-profit-distributing**, i.e., not returning profits generated to their owners or directors. Nonprofit organisations may accumulate surplus in a given year, but the profits must be plowed back into the basic mission of the agency, not distributed to the organisations' owners, members, founders, or governing board. The fundamental question is: how does the organisation handle profits? If they are reinvested or otherwise applied to the stated purpose of the organisation, the organisation would qualify as a nonprofit institution.
- **Self-governing**, i.e., equipped to control their own activities. Some organisations that are private and nongovernmental may nevertheless be so tightly controlled either by governmental agencies or private businesses that they essentially function as parts of these other institutions even though they are structurally separate. To meet this criterion, organisations must control their activities to a significant extent, have their own internal governance procedures, and enjoy a meaningful degree of autonomy.
- **Voluntary**, i.e., involving some meaningful degree of voluntary participation. This involves two different, but related, considerations: First, the organisation must engage volunteers in its operations and management, either on its board or through the use of volunteer staff and voluntary contributions. Second, 'voluntary' also carries the meaning of 'non-compulsory.'

Organisations in which membership is required or otherwise stipulated by law are excluded from the nonprofit sector. These include some professional associations that require membership in order to be licensed to practice a trade or profession.

Voluntary sport organisations

There is no legal definition of 'sport'. But the European Commission created a European Communities' Nomenclature of Activities (NACE) which defined the sport sector under the heading 'sports–related activities', and which promote management training services and sporting events. In conclusion, it can be divided into three segments: voluntary sport (not-for-profit sport), commercial or leisure sport and professional sport.

- Voluntary sport is the original segment of the sport sector and is still the most important one. It gathers non–profit organisations (mainly associations), which provides to its members training and competitive sporting activities. Essentially run by volunteers, it is nevertheless experiencing increasing professionalisation of its human resources.
- Commercial and leisure sport represent a growing part of the sport sector. It is organised by either associations and companies, often very small, which offers services and leisure opportunities but does not offer training for competition (fitness, horse riding, golf, sailing, winter sports, racket sports…).
- Professional sport which focused on putting up events, football alone occupies a dominant position in Europe, far away from the other sports as basketball, motor sport, tennis and golf.

In the Member States sport is traditionally organised in a system of national federations. Only the top federations (usually one per country) are linked together in European and international federations. Basically the structure resembles a pyramid with a hierarchy.

- **Clubs** form the foundation of this pyramid. They offer everyone the possibility of engaging in sport locally, thereby promoting the idea of 'sport for all'. They also foster the development of new generations of sportsmen/women. At this level unpaid participation is particularly important and beneficial to the development of European sport.
- **Regional Federations** form the next level; the clubs are usually members of these organisations. Their area of interest is limited to a region in which they are responsible for organising regional championships or coordinating sport on a regional level. In some countries, Germany for example, there are regional-level umbrella organisations, which comprise all the clubs in one region.
- **National Federations**, one for each discipline, represent the next level. Usually all the regional federations are members of the respective national federation. These federations regulate all general matters within their discipline and at the same time represent their branch in the European or International federations. They also organise national championships and act as regulatory bodies. As there is only one national federation for each discipline, they have a monopolistic position. In each country there is, for example, only one football federation. Only this federation can organise recognised championships. In some countries the role of the federation is regulated by national legislation.

- **European Federations** are organised along the same lines as the national federations. Every European federation allows only one national federation from each country to be a member.

The terminology used to designate sport clubs varies across Member States. In many countries the words associations, clubs, sport organisations are used interchangeably. A neutral way of referring to clubs is the notion is 'non-profit sport organisations relying on volunteers'.

ANNEX 4: NATIONAL REPORTS ON VOLUNTEERING

ANNEX 5: NATIONAL FICHES ON VOLUNTEERING IN SPORT

ANNEX 6: SURVEY QUESTIONNAIRE ON VOLUNTEERING IN SPORT

Survey on volunteering in sport

Survey among non-profit sport organisations in Europe

The European Commission, Directorate General for Education and Culture (DG EAC), and the Education, Audiovisual and Culture Executive Agency (EACEA), have recently launched a study on volunteering in the EU.
Voluntary activity forms the basis for the organisation, administration and implementation of sport activities in most Member States in the European Union.

The aim of this online survey is to find out the views of sport organisations (e.g. clubs) on various issues related to the key trends and problems they face in the recruitment, retention, replacement of volunteers, as well as the way the regulatory framework in place affects volunteering in sport in their country.

We estimate that the questionnaire will take around 15 to 30 minutes to complete. The SAVE button allows you to save your answers and come back to the survey at any time. If you wish to do, please be aware that if you do not click SAVE and close the survey window, your answers will lost. Once you have completed the questionnaire, please click 'SUBMIT'.
All individual answers and comments will be treated as strictly confidential and non-attributable.

We would be grateful if you could complete the survey by 15 October 2009.

In case there is any relevant document in relation to your answers that you would like to send us - in an electronic format - please send it to alix.valenti@ghkint.com

A. General questions

1. **Country**

- ○ *Austria*
- ○ *Belgium*
- ○ *Bulgaria*
- ○ *Cyprus*
- ○ *Czech Republic*
- ○ *Germany*
- ○ *Denmark*
- ○ *Estonia*
- ○ *Spain*
- ○ *Finland*
- ○ *France*
- ○ *Greece*
- ○ *Hungary*
- ○ *Ireland*
- ○ *Italy*
- ○ *Lithuania*
- ○ *Luxembourg*
- ○ *Latvia*
- ○ *Malta*
- ○ *Netherlands*
- ○ *Poland*
- ○ *Portugal*
- ○ *Romania*
- ○ *Sweden*
- ○ *Slovenia*
- ○ *Slovakia*
- ○ *United Kingdom*

2. **Type of organisation (e.g. club, association etc.)**

3. **Sport discipline (e.g. football)**

4. **Approximately how many volunteers are currently involved in your organisation?** *(NB Volunteers are people doing anything for the club, other than playing, for which they receive no payment other than expenses)*

Total

5. **What is the trend in the number of volunteers involved in the organisation (past ten years)?**

- ○ *Increasing*
- ○ *Decreasing*
- ○ *Stable*
- ○ *Don't know*

Please briefly elaborate on your answer (statistics, reasons behind the trend etc.)?

6. **Has there been a change in the amount of time individual volunteers dedicate per month/week to your organisation (past ten years)?**

- ○ *Increasing*
- ○ *Decreasing*
- ○ *Stable*
- ○ *Don't know*

Please briefly elaborate on your answer (statistics, reasons behind the trend etc.)?

7. **Has there been a change in the length of time volunteers stay with your organisation (past ten years)?**

- ○ *Longer periods of time*
- ○ *Shorter periods of time*
- ○ *No change*
- ○ *Don't know*

Please briefly elaborate on your answer (statistics, reasons behind the trend etc.)?

8. **Approximately how many paid staff does your organisation currently have?**

Full time	
Part time	
Total	

9. **What is the trend in the number of paid staff involved in the organisation (past ten years)?**

- ○ *Increasing*
- ○ *Decreasing*
- ○ *Stable*
- ○ *Don't know*

Please briefly elaborate on your answer (statistics, reasons behind the trend etc.)?

10. **What are the types of activities carried out by volunteers in your organisation?**

- ☐ *Club and duty management and administration (e.g. treasurer, secretary)*
- ☐ *Board/ committee member*
- ☐ *Specific event(s) support*
- ☐ *Bar and catering*
- ☐ *Sales/fundraising*
- ☐ *Instructing and coaching*
- ☐ *Officials (e.g. referee, umpire, scorers)*
- ☐ *Safety/ security (e.g. stewards, race marshals)*
- ☐ *Counselling*
- ☐ *Media/marketing/Communications*
- ☐ *Technical maintenance*
- ☐ *Other*

If you selected 'other', please specify below:

11. **Are there specific roles/ positions for which it is particularly difficult to get volunteers?**

- ○ *Yes*
- ○ *No*

If yes, please specify which position:

11.b **If yes, could you briefly explain why there is such difficulty?**

12. **Do you provide training to volunteers involved in your organisation?**

- ☐ *Induction/ Pre-volunteering training*
- ☐ *Mentoring/'buddying' schemes*
- ☐ *Ongoing training*
- ☐ *Other*
- ☐ *None*
- ☐ *Don't know*

If you have selected 'other', please specify below:

13. **Do you have a person with a formally designated role of coordinating the activities of volunteers?**

- ○ *Yes*
- ○ *No*
- ○ *Don't know*

14. **Do you provide guidance to volunteers?**

- ○ *Yes*
- ○ *No*
- ○ *Don't know*

If yes, please specify (e.g. staff handbook, volunteer induction pack, formal sessions etc.)

15. **If your answer to the previous question was yes, on which issues do you provide guidance to volunteers:**

- ☐ *Role/job description*
- ☐ *Goals/ plans and expectations*
- ☐ *Organizational policy*
- ☐ *Volunteer policy*
- ☐ *Insurance and other legal issues*
- ☐ *Expenses and other financial issues*
- ☐ *Social welfare*
- ☐ *Screening (e.g. security checks, suitability to work with children)*
- ☐ *Relationship between volunteers and paid staff*
- ☐ *Relationship between volunteers and beneficiaries*
- ☐ *Other*

If you selected 'other', please specify below:

16. **Does your organisation have specific measures in place (e.g. a volunteer strategy) covering the recruitment of volunteers?**

- ○ *Yes*
- ○ *No*
- ○ *In development*

If yes, please specify (e.g. screening, selection process, recruitment of targeted individuals such as former athletes):

17. **Does your organisation have specific measures in place covering the retention of volunteers?**

- ○ *Yes*
- ○ *No*
- ○ *In development*

If yes, please specify (training, support to do tasks, administrative assistance etc.):

18. **Does your organisation have specific measures in place covering succession/ replacement of volunteers?**

- ○ *Yes*
- ○ *No*
- ○ *In development*

If yes, please specify (e.g. training assistant coaches for head coach position etc.):

B.Regulatory framework for volunteering in sport

19. **Is there specific legislation for the promotion and/or engagement of volunteers in sport organisations in your country?**

- ○ *Yes*
- ○ *No*
- ○ *Don't know*

If yes, please specify:

20. **Does your organisation benefit from a specific tax regime, tax exemptions or reduced rates (e.g. VAT) applying to the sport sector in your country?**

- ○ *Yes*
- ○ *No*
- ○ *Don't know*

If yes, please specify e.g. indirect tax such as VAT reductions/exemptions on hiring of facilities, building work, affiliation fees, etc.) or direct taxation (such as reductions/ exemptions on donations, commercial income, corporation tax etc.)

21. **Has your organisation encountered particular challenges in the development of volunteering in relation to the following issues?**

- ☐ *Subsidies and grants*
- ☐ *Public procurement (procedures to award public contracts for the purchase of goods and services and the ordering of works)*
- ☐ *Taxation*
- ☐ *Level of public funding*
- ☐ *Competition from commercial providers*
- ☐ *Public financing of sport facilities*
- ☐ *Donation/land sales*
- ☐ *Economic activities (e.g. media rights and ticket sales)*
- ☐ *Insurance and liability*
- ☐ *Health and safety*
- ☐ *Other*

Please elaborate on the challenges your organisation encountered in relation to subsidies and grants:

Please elaborate on the challenges your organisation encountered in relation to public procurement:

Please elaborate on the challenges your organisation encountered in relation to taxation:

Please elaborate on the challenges your organisation encountered in relation to the level of public funding:

Please elaborate on the challenges your organisation encountered in relation to competition from commercial providers:

Please elaborate on the challenges your organisation encountered in relation to public financing of sport facilities:

Please elaborate on the challenges your organisation encountered in relation to donation/land sales:

C.Socio-cultural dimension of volunteering in sport

22. **According to you, what are the 3 main benefits of volunteering in sport from the volunteer's perspective** *(please select only 3)*?

- ☐ *Learning or developing new skills*
- ☐ *Motivations and a sense of achievement*
- ☐ *Raising career and employment options*
- ☐ *Encouraging further training and education*
- ☐ *Developing new interests and hobbies*
- ☐ *Gaining new experience*
- ☐ *Build self confidence*
- ☐ *Contribution to community/society*
- ☐ *Meeting a wide variety of people*
- ☐ *Health*
- ☐ *Other*

If you selected 'other', please specify below:

23. **What are the 3 main benefits of volunteering in sport for the wider society** *(please select only 3)*?

- ☐ *Benefits to the local community*
- ☐ *Increased social cohesion and inclusion*
- ☐ *Health*
- ☐ *New job creation*
- ☐ *Local / regional development*
- ☐ *Inter-generational dialogue*
- ☐ *Sustainable development*
- ☐ *Intercultural dialogue*
- ☐ *Common societal values*
- ☐ *Other*

If you selected 'other', please specify below:

D.Challenges and opportunities for volunteering in sport

24. **What are the key issues currently facing your organisation, in relation to volunteering?** ***Please rate the following issues in terms of importance with 1=not very important ; 5 = very important .***

	1	2	3	4	5
Attracting new volunteers	○	○	○	○	○
Lack of volunteers to fulfill certain tasks (e.g. admin work)	○	○	○	○	○
Lack of qualified volunteers	○	○	○	○	○
Retaining volunteers in the long term/ regular commitment	○	○	○	○	○
Succession planning/ Replacement of managers/ club leaders	○	○	○	○	○
Sustainable funding	○	○	○	○	○
Insurance and protection of volunteers	○	○	○	○	○
Risks of litigation	○	○	○	○	○
Legal framework	○	○	○	○	○
Tax regime	○	○	○	○	○
Infrastructure	○	○	○	○	○
Lack of information and data	○	○	○	○	○
Other	○	○	○	○	○

If you selected 'other', please specify below:

25. **Please briefly elaborate on one of the factors you have highlighted as being most important:**

26. **What are, in your experience, the main barriers that sport volunteers face?** ***Please rate the following factors in terms of importance with 1=not very important ; 5 = very important .***

	1	2	3	4	5
Lack of time	○	○	○	○	○
Demands of full/ part time job	○	○	○	○	○
Lack of information/awareness	○	○	○	○	○
Lack of support/volunteering structure	○	○	○	○	○
Bureaucracy	○	○	○	○	○
Legislation	○	○	○	○	○
Lack of training/ mentoring	○	○	○	○	○
Lack of recognition/ appreciation/ awards	○	○	○	○	○
Costs/ expenses	○	○	○	○	○
Barriers to get involved into the management of sport organisations	○	○	○	○	○
Tradition/ society	○	○	○	○	○
Amount of responsibility	○	○	○	○	○
Poor organisation management	○	○	○	○	○
Other	○	○	○	○	○

If you selected 'other', please specify below:

27. **Please briefly elaborate on one of the factors you have highlighted as being most important:**

28. **What would make volunteering in sport easier in your country?** ***Please rate the following factors in terms of importance with 1=not very important ; 5 = very important .***

	1	2	3	4	5
Changes in the regulatory framework	○	○	○	○	○
Insurance and protection for volunteers	○	○	○	○	○
Human resource management to attract, support & retain volunteers	○	○	○	○	○
Creating time for volunteering	○	○	○	○	○
Reward system/incentives (e.g. award ceremonies)	○	○	○	○	○
Funding and resources	○	○	○	○	○
Information/ Awareness campaigns	○	○	○	○	○
Recognising volunteers (e.g. validating skills)	○	○	○	○	○
Reducing bureaucracy	○	○	○	○	○
Training/ educational programmes supporting sport volunteers	○	○	○	○	○
Reducing costs/ expenses	○	○	○	○	○
Better succession planning	○	○	○	○	○
Professionalization of clubs to support volunteers (e.g. recruitment of skilled volunteers/skilled staff)	○	○	○	○	○
Organisations/structures to support volunteering in sport (e.g. facilitate cooperation)	○	○	○	○	○
Information and data collection	○	○	○	○	○
Better infrastructure	○	○	○	○	○
Exchange of best practices with other countries' or with other sectors	○	○	○	○	○
Mobility schemes	○	○	○	○	○
Other	○	○	○	○	○

If you selected 'other', please specify below:

29. **From the list above, are there any of these actions that should be specifically addressed at the following levels** *(Please elaborate on each of your selections)* **:**

Local

National

European

30. **Please briefly elaborate on one of the factors you have highlighted as being most important:**

Conclusive remarks

31. **Is there anything further you would like to add in relation to volunteering in sport?**

32. **If you would like to be contacted by our team regarding further information we may need in the context of the Study on volunteering in sport, please indicate your details:**

First name

Surname

Telephone number

Email address

If you have any questions or further comments, please contact Alix Valenti by phone +44 (0)207 611100 or email alix.valenti@ghkint.com

Thank you for taking the time to complete this survey!
Please do not forget to click 'SUBMIT' before exiting this survey