Bundesministerium
für Familie, Senioren, Frauen
und Jugend

Volunteering in Germany

Results of the 1999 Representative Survey on Volunteering and Civic Engagement

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Study commissioned by
the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth
and cofunded by the Robert Bosch Foundation

Conducted by:

Project network *Volunteering*

- Infratest Burke Sozialforschung, Munich
- Forschungsinstitut fur Öffentliche Verwaltung (FÖV), Speyer
- Institut für Entwicklungsplanung und Strukturforschung (IES), Hanover
- Institut für sozialwissenschaftliche Analysen und Beratung (ISAB), Cologne

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Preface

This survey provides scientifically researched figures on the willingness to volunteer in Germany. This first nation-wide survey, published in three volumes[1], provides a sound foundation for the necessary debate on the further development of volunteering and its political and societal framework. The Federal Ministry for Family Affairs, Senior Citizens, Women and Youth commissioned this survey to fill a gap in German social research.

34 per cent of all people in Germany devote their free time to volunteering in associations, initiatives and projects. A further third are actively involved in a club, society or group without actually volunteering. This means that in total, two thirds of the population aged 14 and above are either integrated or actively involved in social groupings. Thus volunteering is much more prevalent in German society than was thought to be the case. Prior to this report, a figure of 18 per cent had been assumed, which was well below the level of voluntary involvement in comparable countries in Europe and America. The survey shows that willingness to volunteer in Germany is high and similar to that in other countries.

The level of volunteering varies across different areas of involvement. Sport and physical recreation, activities in schools, nursery schools and the church represent the most attractive fields of activity, while volunteering in social welfare and political engagement are less popular. But it is particularly in these areas that volunteering and civic engagement are needed in our society.

The survey also shows that numerous men and women, girls and boys would be willing to take up volunteering if given the right incentive. This is a group of people on which we shall particularly focus in our debate on strengthening the civil society.

I would like to thank the institutes involved in the project for their work, and trust that the survey report will enjoy a wide distribution and be influential in the intensive debates that will ensue in the International Year of the Volunteer (2001)

Dr. Christine Bergmann

Federal Minister for Family Affairs, Senior Citizens, Women and Youth

[1] Volumes 2 and 3 only in German

The survey was cofunded by the Robert Bosch Foundation

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Introductory remarks

This is the final report of the research project "Representative Survey on Volunteering", commissioned by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) in autumn 1998. The aim of the study was to examine all forms of volunteering, including civic engagement in initiatives, projects and self-help groups.

A project network was established to conduct the study comprising four institutes and the following persons:

- Infratest Burke Sozialforschung, Munich Bernhard von Rosenbladt, Sibylle Picot, Karen Blanke

- Forschungsinstitut für öffentliche Verwaltung *(Public Administration Research Institute – FÖV)* at the Deutsche Hochschule für Verwaltungswissenschaften in Speyer *(German College for Administrative Sciences)* Professor Helmut Klages, Dr. Thomas Gensicke

- Institut für Entwicklungsplanung und Strukturforschung *(Institute for Development Planning and Structural Research – IES),* Hanover

Johanna Zierau, Anne Glade

- Institut für Sozialwissenschaftliche Analysen und Beratung *(Institute for Social Science Analyses and Consultation – ISAB),* Cologne

Joachim Braun, Hans Günter Abt, Ulrich Brendgens

The design of the study and the questionnaire for the survey were drafted jointly in the project network. The interviews were carried out by Infratest Burke which was also responsible for processing the questionnaire data. The survey population comprised almost 15,000 residents in Germany who were interviewed in the period from May to July 1999. An initial series of reports was compiled in the same year by Infratest Burke.[2]

This was followed by a series of in-depth analyses of selected major subjects by individual members of the project network. Their reports on the findings are published in in three German-language volumes in the BMFSFJ series of publications (Kohlhammer Verlag, Stuttgart):

[2] Infratest Burke Sozialforschung: Volunteering and Civic Engagement. Representative study 1999.

- Bernhard von Rosenbladt, Sibylle Picot: Summary of results, Munich, October 1999.
- Materials: Study design and methods, Results in tables. Munich, December 1999.
- Laender comparison. Volume of tables, Munich, December 1999.

All three volumes have been distributed by the BMFSFJ as project reports and made available to the interested public.

Vol. 1: Bernhard von Rosenbladt (ed.)
Volunteering in Germany.
Results of the 1999 Representative Survey on Volunteering and Civic Engagement
(Freiwilliges Engagement in Deutschland
Ergebnisse der Repräsentativerhebung 1999 zu Ehrenamt, Freiwilligenarbeit und bürgerschaftlichem Engagement)

Vol. 2: Joachim Braun and Helmut Klages (eds.)
Zugangswege zum freiwilligen Engagement und Engagementpotential in den neuen und alten Bundesländern
(Routes into volunteeringl and Volunteer potential in the Eastern and Western Laender of Germany)

Vol. 3: Sibylle Picot (ed.)
Volunteering in Germany:
Women and men, young people, senior citizens, sports
(Freiwilliges Engagement in Deutschland:
Frauen und Männer, Jugend, Senioren, Sport)

Volume 1 is the overall survey. The first part presents the design and major results of the study. The second part contains summaries of the seven individual reports. The unabridged versions are to be found in Volumes 2 and 3.

We should like to thank in particular the Robert Bosch Foundation, *which has already supported a series of studies and model projects on the subject of volunteering. With this study the Robert Bosch Foundation financed an expansion of the random sample, which facilitated evaluations relating to the individual Laender and an in-depth analysis of the situation in the eastern Laender, as well as the translation of the present report.*

The research project was accompanied by a *project advisory committee,* which included scientists and representatives of associations appointed by the BMFSFJ. The members of the advisory committee are listed in the annex. The advisory committee provided important support by means of its suggestions and criticism, which was constructive at all times.

Summary

(1) Definition of the term "volunteering" ("Freiwilliges Engagement")

"Ehrenamt" (honorary office), volunteer work, self-help and various forms of civic engagement have a longstanding tradition in Germany and are of considerable importance in many areas of society. Only in the past few years, however, is an awareness beginning to develop, which considers the whole range of specific areas, forms and initiatives of such work as a whole, as a special type of social, even civic activity. Increasingly, the volunteer sector is thus also becoming a separate field of politics. The "International Year of Volunteers" (IYV) 2001, initiated by the United Nations. and the Commission of Enquiry of the German Bundestag on the "Future of civic engagement" are milestones in this development.

As yet there is no accepted general term in Germany for this whole area. Is it mainly concerned with work (''volunteer work")? Is it about social and political commitment and engagement ("civic engagement")? Is it about certain offices, posts and functions ("Ehrenamt") in social organisations and institutions, ranging from the executive committee of a sports club to mandate holders in local parliaments? Is it about self-help groups or self-organised initiatives and projects, such as those that exist in the health sector or in youth work?

All these aspects are referred to. The present report suggests that "volunteering" be used as the general term – a designation that is increasingly being used both in practice and in politics and that also establishes a connection with the internationally accepted term "volunteer".

(2) Social significance of volunteering

In public and in the world of politics there is far reaching agreement about the social importance of volunteering. As it is stated in a document by the German government on the International Year of Volunteers (IYV):

"Volunteering, civic engagement and self-help (Ehrenamt, bürgerschaftliches Engagement und Selbsthilfe) *are indispensable prerequisites for democracy and human co-existence. At times of global change social cohesion is determined to a large extent by the frequently less visible and unspectacular work performed by individuals day-today on a voluntary basis."*

The main objectives of the IYV are thus to be:

- to encourage more people to become involved in volunteering,
- to raise the esteem of volunteering,
- to improve the legal and organisational conditions of volunteering.

(3) The 1999 Survey on Volunteering

The study was commissioned by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) in autumn 1998. The objective was to provide an in-depth survey of the entire range of volunteering in Germany. The basis of the study is a representative sample of the population aged 14 and above in Germany. Thanks to a financial contribution by the Robert Bosch Foundation it was possible to expand the scope of the study to a total of almost 15,000 interviews. It was thus possible to cover the entire range of volunteering, on the one hand, while on the other hand it was also possible to show the variety and differentiation within the field.

This is the most extensive study on this subject in Germany to date. Interviews were conducted in summer 1999 by Infratest Burke Sozialforschung, which together with a group of other institutes (IES, ISAB, FÖV) was also responsible for the design of the survey and reporting on its results.

(4) Active participation in groups, societies, clubs and organisations

Two in three German citizens actively participate in some type of group, club, association or organisation. Not all of them are considered to be involved in volunteering, but rather only those who also assumed tasks or duties *within the relevant group on a voluntary basis. However, citizens' active participation in the various areas of society – outside paid work and the family – forms the basis for the more extensive involvement referred to as "volunteering".*

(5) One in three citizens undertake some form of "volunteering"

A total of one in three German citizens (34%) state to be involved in some form of volunteering – i.e. plays an active role in clubs, societies, initiatives, projects, self-help groups or organisations and performs tasks or duties without receiving any payment for it or receiving just a minor reimbursement of expenses.

The individual person may exercise several such activities, i.e. in various different areas or in different groups and/or organisations, something which occurs quite frequently. On average 1.6 voluntary activities are exercised per person involved. If this is applied to a total of approx. 63 million German citizens above the age of 14, this means that approx. 22 million volunteers are active in approx. 35 million activities or functions.

The 34% level of volunteering in the population is not a static figure. The volunteer sector is characterised by a considerable degree of dynamics and fluctuation, i.e. permanent coming and going and returning again.

(6) Areas of activity: not solely political and social committment

Volunteering takes place in a the most varied areas of society. In the study 14 fields of activity ("areas of involvement") are differentiated. Under these categories it is the area *Sport and physical recreation* where most people are active an a voluntary basis or where most volunteering takes place (22% of all involved). After this come the areas *school/nursery school* (11%), *church and religion* (11%), *leisure and social activities* (11%) and also *culture and music* (10%). Much fewer people are active in the areas of social and political voluntary work. This includes the *social welfare* area (8%) and the *health sector (2%), accident, rescue and voluntary fire services (5%), youth work outside schools* or *adult education (3%), environmental protection. nature conservation and animal welfare (3%), politics/political advocacy (5%), professional advocacy outside the workplace (4%),* voluntary work in the field of *law and crime* (1%) and *other local civic activities (2%).*

Volunteering is thus – as a simple glance at these areas shows – not to be equated with political and social engagement, *although the latter is doubtless an important part of it. Volunteering is, however, frequently entirely apolitical, in fact just part of* group or community activities in the personal environment. *The wide range of participation of citizens in this field characterises to a considerable extent the overall image of volunteering portrayed in this study.*

(7) Self image and preferred designation

One in three of those working as volunteers designate their activity as "Ehrenamt" (honorary office) (32%). More often the designation "volunteer work: is considered to be accurate (48%). Less frequently terms such as "initiative or project work" (7%), "civic engagement" (6%) or self-help" (2%) are selected.

(8) Organisational framework for activities

Volunteering is carried out within very different organisational contexts. By far the most frequent is a club, a society, an organisation or association where the activity is performed (50% of cases). Following this, the church and religious associations play a significant role (14%), as do state or municipal bodies (11%). Parties (4%) or trade unions (2%) account for a relatively low total incidence, as they are mainly restricted to a special area of activity. More informal organisational forms – seif-help groups, initiatives, projects or other self-organised groups – form the organisational framework for volunteering in 13% of cases.

(9) Volunteering is part of the democratic culture

Volunteering always takes place within a social context. Frequently, but not always, the activity is connected with formal functions within the group or organisation. 36% of those involved characterise their activity as a committee or board function. 39% exercise an activity to which they are elected, *thus having a mandate from the group in which they*

are active. Irrespective of whether this is concerned more with the representation of citizens' interests or with the organisation of community activities, such voluntary involvement is part of the democratic culture in the various areas of society.

(10) Volunteering is part of the personal identity

Tasks and duties assumed by volunteers are of importance for the group, organisation or institution in question. However, they are also important for the person concerned and form part of his/her own personal identity. Eight in ten volunteers state that this involvement is an important part of their own personal lives (while the others believe that this is not an important part of their lives).

(11) Time spent on volunteering

On average almost 15 hours per month are spent on each voluntary activity. Taking into account possible multiple activities by those involved, this is equivalent to approx. 23 hours per month or 5 hours per week per volunteer.

This average value contains a wide range of activities of differing time demands ranging from infrequent activities to those that present obligations several times a week, One in three volunteers spend more than 5 hours on the relevant activity per week. This core group of highly committed people accounts for 11% of the population.

(12) What volunteers actually do

Volunteers are engaged in a wide range of duties for their group, society, club or organisation. The main content of the work is most frequently "organisation and conducting of meetings or events" (48%), followed by "practical work that needs to be done" (35%). For other volunteers providing personal care is most common (27%) or information or PR work (25%), lobbying and advocacy (24%), pedagogical support or supervision of a group (23%), counselling (20%), organisation/realisation of aid projects (19%) or fundraising (13%).

(13) Requirements and qualification in volunteering

Volunteers are frequently placed under high demands, either of a professional nature or with regard to social skills (e.g. good inter-personal skills, organisational skills etc.). Further training opportunities are thus of major importance. About half of the volunteers state that such training is offered. So far as this is the case, the majority (70%) has also taken part in such seminars and courses.

The vast majority of volunteers believe that they are able to meet the demands placed on them as part of their task. However, one in four feel "overworked at times" (25%). In some areas, such as the health sector, this proportion increases to up to 40%.

(14) Expense allowances and financial remuneration for voluntariy activities

Volunteering is defined by tasks and duties that are performed "either unpaid or for an expense allowance". Expense allowances may take on different forms. One in three volunteers receive reimbursement of expenses *on a case-by-case basis ("upon presentation of receipts"). 13% receive a certain* financial remuneration *for the activity itself – either in the form of a limp-sum reimbursement of expenses, or in the form of minimum payment or in the form of a fee. In addition there is also payment in kind to a limited extent (5%), e.g. transport tickets or the private use of group facilities or equipment. The significance of reimbursement of expenses is higher in some areas than in others.*

The amount of financial remuneration is kept within closely defined limits. In most cases it is less than DM 100 (about € 50), rarely more than DM 300 (about € 150) per month. Most volunteers who receive remuneration consider the figure to be appropriate.

Improved financial remuneration for work done is not common among the wishes for improved general conditions. Nevertheless, one in four volunteers believe that improvements in this area are important.

(15) Expectations of volunteering – positive and negative experiences

Volunteering is primarily linked to altruistic motives (such as doing something for public welfare, helping other people etc.), but it is also linked to the expectation that the activity should be enjoyable and that there is an opportunity to meet friendly people. For two in three volunteers it is also important "to develop one's knowledge and experience". Professional advantages, on the other hand, are significant only for a partial group of approx. 20%.

For volunteers the expectations connected with the activity are generally clearly fulfilled. However, answers provided by former volunteers, who no longer do any volunteering, provide clues as to problem areas. The most frequent reason for terminating the activity is that the time spent was too much (37%). One in four cases (26%) also state reasons indicating a certain degree of disappointment or lack of motivation (unable to realise ideas, difficulties with paid staff, difficulties in group, felt exploited).

(16) Improvements in legal and organisational conditions

In the area of politics and in associations a wide range of proposals are under discussion to improve the general conditions for volunteering and civic engagement and thus to encourage people to participate. The respondents who volunteered were presented with a series of such proposals for their assessment. Agreement with most of these proposals was expressed to a large extent ("Yes, improvement in this field is important").

- The organisations, in the framework of which volunteering takes place, are most frequently asked to improve the allocation of resources needed for the work and for certain projects (funds, rooms, equipment etc.).
- Most frequently certain expectations are directed at the government with regard to the tax deductibility of expenses and/or tax exemption for reimbursement of expenses, but also better information and consultation concerning matters of volunteering.

(17) Differences in problems according to fields of activity

Wishes for improved general conditions indicate specific problem areas in the various fields of activity. The importance of specific problems and corresponding action differs according to the field of activity. Some areas generally express more problems and require more action than others.

A universal differentiation must be made according to the different "occupational proximity" of the fields of activity. Occupational proximity means, on the one hand, that the voluntary activity is somehow connected with the professional activity of the respondent or, on the other hand, that the activity exercised on a voluntary basis is likewise paid work for others.

Fields of volunteering close to professional work in this respect are especially activities in the health, social welfare and education sectors — which are classic areas of volunteering having experienced a marked expansion in conjunction with increased "professionalisation" in the course of the past three decades. In this environment the demands and burdens are especially high for volunteers and the need for supporting measures is correspondingly high.

(18) Volunteer potential

People with "volunteer potential" are those who state that they are today or would in the future be interested in assuming tasks and responsibilities in the area of volunteering. A total of one third of German citizens may present such a potential. They are partly persons, who already have experience with such involvement — either through a former or through their present activity — and also partly persons, who have as yet not been engaged as volunteers.

Volunteering must be considered a dynamic system characterised by permanent coming and going and exchanges. The potential of basically interested persons is an important factor for the stability or even growth of the system. The range of volunteer potential apparent in the study is impressive and indicates chances for success in promoting volunteering. The general interest for volunteering is, however, not easily transferred into specific action. A closer examination of various partial groups of potential volunteers provides clues as to barriers and possible success factors in promotion.

(19) Routes into volunteering

Many volunteers besame involved for the first time in their youth, but no longer necessarily exercise the same activity today. Volunteers' profiles are frequently characterised by interruptions and restarting. One in four volunteers has performed his/her current activity for two years or less. Volunteering also often begins at a more advanced age.

Almost two thirds of volunteers did not assume their current activity and/or task an their own initiative, but rather because they received input and suggestions from others, because they were asked for it. Activation of volunteer potential can thus be promoted by addressing people in a targeted way with a view to enlisting them, either by others who are already involved, or by friends and acquaintances, via the media or by information and contact centres for volunteering.

The interest for information and contact centres for volunteering meets with a positive response in this survey. 30% of respondents state that they have an interest in gathering information from such a contact centre concerning opportunities for volunteering. The level of publicity and the actual range of information an offer at information and contact centres for volunteering are still restricted. In this respect a certain discrepancy exists between expressed wishes for information and opportunities for their realisation.

(20) Social background of volunteering

The willingness to volunteer in groups, societies, clubs and organisations is part of a person's social inclusion *in society. It is in line with other forms of active community behaviour ("public spirit") and entails certain social prerequisites, which alleviate and support social behaviour patterns.*

In general, persons with a better educational, professional and financial background and persons, who are better socially integrated, are more prepared than others to assume voluntary tasks and duties.

(21) Gender perspective – women and men

The proportion of warnen volunteering in groups, organisations and institutions is 30%, compared with 38% of men. The average time spent an these activities is also higher for men than it is for warnen.

Warnen and men are represented differently in the various fields of voluntary activities. Warnen are prevalent in the areas of school/nursery school, social welfare, church and religion and the health sector. The proportion of warnen in these areas is approx. two thirds.

The generally lower level of volunteering by warnen is mainly explained by their lower presence in more leisure-oriented areas, which are well represented from a quantitative

point of view (sport and physical recreation, leisure and social activities), in the areas of political and professional advocacy and accident, rescue and voluntary fire services.

Women's involvement is more family-related and socially defined. Men, an the other hand, prefer areas of greater professional relevance and with more prestige. Functional and leadership roles are a characteristic of their activity profile. The gender-specific division of labour in society as a whole thus also results in gender-specific segmenting of volunteering.

The same principles therefore apply for the volunteer sector as apply for paid work and family labour: improvement of equal opportunities for men and women requires the implementation of partnership models in the rote allocation between the sexes.

(22) Young people and volunteering

Young people aged between 14 and 24 are a particularly active age group within society. On the one hand, activity in the sense of "participating" in clubs, groups and projects is more common than in all other age groups. On the other hand, the number of those volunteering is also very high at 37%. This corresponds to the ratio of those involved at the age of gainful employment and is even higher than the proportion of those involved over the age of 60.

Young people mainly volunteer in different activities in their personal environment. Volunteering of young persons is thus particularly marked in the Fields of Sport and physical recreation, leisure and social activities, school, cultural and church activities as well as in the rescue and voluntary fire services. On the other hand, young persons are underrepresented in the areas of social and political engagement.

Young persons currently not volunteering are frequently not disinclined in relation to future involvement (63%), and many volunteers would be prepared to expand their level of volunteering (57%). For young people an especially important way to take an such an engagement is via friends and acquaintances and/or via other young persons. Young people pull resources especially with regard to engagement for their own causes and for self-organised forms of activity. This process can essentially be promoted by creating suitable framework conditions. Volunteering at a later stage very frequently has its roots in youth, which highlights the need for early encouragement.

(23) Senior citizens and volunteering

Senior citizens are in the post-profession and post-family stage of their lives. In this situation activities like volunteering that provide a sense of purpose may be of special importance. Nevertheless, the proportion of senior citizens volunteering is lower in the group of 60 to 69 year-olds (31%) than in the group of 50 to 59 year-olds, who are for the most part still professionally active (38% volunteers). The proportion of senior citizens who are volunteers as of the age of 75 is much lower.

Senior citizens can be found in all areas of volunteering, also in activities not specific to any particular age. The social welfare area is of particular importance to them. In this respect efforts should be supported to develop a "culture of mutual assistance" among senior citizens.

In the period of change after ending gainful employment and/or after raising a family there is a particular need for information and counselling concerning opportunities for volunteering. It is also important for senior citizens to prepare for new duties, which they assume an a voluntary basis. Offers of information, advice and further education specific to senior citizens are therefore of special importance.

(24) Unemployed and volunteering

22% of unemployed are volunteers, i.e. they play an active role in a group, society, club or organisation and have assumed voluntary tasks or duties there. The proportion of those involved in volunteering is thus significantly lower than in the comparative group of 25 to 59 year-olds as a whole, where the figure is 37%.

The reason is not actually in the lower level of willingness of unemployed persons to become involved in volunteering, but is in fact to be found one stage before that. Unemployed persons are less represented in all areas of possible activities, i.e. they participate less frequently in groups, societies, clubs and organisations. In so far as *unemployed persons play an active role somewhere, their voluntary commitment is no less, but rather even greater than that of other people involved.*

One in ten unemployed persons pursuing some kind of voluntary activity devotes 15 hours or more a week to the voluntary activity and is thus an the borderline of jeopardising his/her claim to unemployment benefit in accordance with the applicable German legislation. This is estimated to affect around 60,000 people at most. Around 400,000 employed persons are estimated to be active an a voluntary basis to the same extent. The general assumption that "availability to the labour market" is no longer possible while exercising a voluntary activity to such an extent is thus hardly plausible. Rather, this seems to be discrimination, which counteracts all endeavours to promote opportunities for unemployed people to pursue voluntary activities.

(25) Regional differences The proportion of citizens volunteering

varies from region to region:

- it is lowest in large cities and highest in small communities;
- in the western Laender there is a range of levels of volunteering between 40% and 31%, the pattern roughly being that of a south-north divide;
- all the eastern Laender have a lower level of volunteering than the western Laender (on average 28% as compared to 35%).

The study also examines more closely the specific conditions in the eastern Laender. The situation caused by the political and social transformation after the demise of

communism is manifested by the fact that older citizens no longer *become involved and young people often do* not yet *become involved in volunteering. For different reasons — experience in the former German Democratic Republic, disappointment regarding the way the reunification process has developed, difficult economic situation — many people are to a greater or lesser extent reserved with regard to the public sector.*

A significant factor is the fact that after the structures specific to the GDR, in which volunteering took place, ceased to exist, an Organisation or association structure as exists in the western Laender has not yet developed in the same way. Participation by citizens in various areas of society is thus less common. This is even true of quite apolitical areas, such as sport. In addition, another specific factor is the much lower significance of the church. Any gaps in the infrastructure must be compensated for by more state and/or local structures.

Part A: 1999 Survey an Volunteering:

Design of the study and major results

Bernhard von Rosenbladt Infratest Burke Sozialforschung

1. The debate concerning volunteering and civic engagement and the objectives of this study

Volunteering by citizens in a wide range of areas has become more prevalent as a major socio-political issue over the past few years. Different emphases are placed by the use of different terms – "Ehrenamt", self-help, volunteer work, civic engagement, volunteering. In the final analysis, however, the subject is always the same: citizens assume responsibility *outside their paid professional activity and outside the purely private, family environment within the scope of groups, initiatives, or organisations.*

Key terms such as "civic society" or "civil society" underline the importance of citizens' activity for a living, functioning community. Scientific terms such as "social capital", the "activity society" (as opposed to the "employment society"), the "third sector" between state and commercial enterprises deal with citizens' activity in different theoretical contexts. With regard to the future of the welfare state, volunteering also embodies the hope of being able to gain and promote potential resources for social support and solidarity within society.

Even though there is almost general agreement regarding the importance of the subject in political and scientific discussions, the situation is much worse regarding the empirical description of the actual facts in this area. How does German society appear in this important area of "practiced democracy"? Is it true that the proportion of citizens volunteering is much lower in Germany than in other comparable countries?

In a reply to a parliamentary enquiry in 1996 the Federal government (cf. "The Importance of Volunteering for our Society", BtDr 13/5674) expressed its assessment that a reliable overall image did not exist due to inadequate data. At the end of 1997 the Federal Ministry for Family Affairs, which was responsible, therefore commissioned a series of "feasibility studies", which aimed to find solutions on how to close this gap. One year later the "Representative Survey on Volunteering" was commissioned, the results of which are reported here.

According to the subject of the commission, the study should refer to volunteering in a comprehensive context, including civic engagement in initiatives, projects and self-help groups in all areas where people perform voluntary activities today. It is expected that statements can be made concerning the extent and range of volunteering in the population as a whole and also in various population groups. Organisational background and framework conditions of volunteering are also to be studied, such as motivation for and routes into volunteeringl as well as the willingness to become involved by people who have not been involved in volunteering to date.

The methodical design of a representative population survey was selected because this is the only method to depict a comprehensive overall image. Access to information via organisations working with volunteers only results in an incomplete collection of individual aspects, which cannot be integrated to form an overall image.

A representative survey of the population regarding this subject requires a larger sample size than was possible in previous surveys, if it is to provide differentiated information for

partial areas also. It must also be based on a random selection of respondents to ensure that the findings can be used as a basis for a projection.

Methodical design of the survey

Universe:	Resident population in Germany of age 14 +
Sample size:	14,922 respondents
Selection procedure:	random selection
Interviewing method:	computer-assisted telephone interview (CATI)
Field period:	beginning of May to end of July 1999

For more information cf. Annex 1

The design of the survey regarding its content benefited from an increasingly wider scientific discussion of this subject. Descriptions and reviews of the current discussion or more recent studies had just been published previously. [3] Since then further important works have been published.[4] The establishment of an Commission of Enquiry on the "Future of Civic Engagement" by the German Bundestag and the "International Year of Volunteers 2001" initiated by the United Nations document the importance of the issue also in a political context.

The growing interest in volunteering is fed by the wide range of cross-relations and references on this subject. In their broad secondary analytical study on structural changes in volunteering "Strukturwandel des Ehrenamts" Beher/Liebig/Rauschenbach provide a summary of this "anything but clear-cut debate".[5] We refer to this publication and merely list at this point some brief key elements for various discussion topics, which are explained in more detail in their work:

3 Beher, Karin/Liebig, Reinhard/Rauschenbach, Thomas: Das Ehrenamt in empirischen Studien – ein sekundäranalytischer Vergleich. Band 163, Schriftenreihe des BMFSFJ, Stuttgart 1998. Kistler, Ernst/Noll, Heinz-Herbert/Priller, Eckhart (Hrsg.): Perspektiven gesellschaftlichen Zusammenhalts. Empirische Befunde, Praxiserfahrungen, Meßkonzepte. Berlin 1999.
Klages, Helmut/Gensicke, Thomas: Wertewandel und bürgerschaftliches Engagement an der Schwelle zum 21. Jahrhundert. Speyerer Forschungsberichte, Bd. 193, Speyer 1999.

4 Beher, Karin/Liebig, Reinhard/Rauschenbach, Thomas: Strukturwandel des Ehrenamts. Gemeinwohlorientierung im Modernisierungsprozess. Weinheim and Munich 1999. Evers, Adalbert/Wohlfahrt, Norbert/Reuter, Rüdiger: Bürgerschaftliches Engagement in NRW. Strukturen, Funktionen und Restriktionen organisierter Ehrenamtlichkeit in einem Bundesland. Projektbericht im Auftrag des Ministeriums für Arbeit, Soziales und Stadtentwicklung, Kultur und Sport des Landes Nordrhein-Westfalen, December 1999.
Zimmer, Annette/Nährlich, Stefan (Hrsg.): Engagierte Bürgerschaft. Traditionen und Perspektiven. Opladen 2000.
Bundesministerium für Bildung und Forschung (Hrsg.): Informelle Ökonomie, Schattengesellschaft und Zivilgesellschaft als Herausforderung für die europäische Sozialforschung. Neue Herausforderungen für Forschung und Politik im Spannungsfeld zwischen Schwarzarbeit, Eigenarbeit, Ehrenamt und drittem Sektor. Bonn 2000.

5 Beher/Liebig/Rauschenbach, loc. cit., p. 17-34.

- the changed interest in volunteering – the question as to our society's Integration potential;

- volunteering as a reaction to bureaucracy and cost pressure – crisis of the welfare state and citizens' self-employment;

- voluntary or civic engagement? – models of political and social control in a civil society;

- the new government role of promoting volunteering – civic engagement and the "activating state"';

- volunteering and the labour market – complement or substitute?

An empirical survey, such as the one conducted within the scope of the present study, does not aim to continue these different "discourses". The initial objective is to show what is, *not* what should be *or* could be. *The results of the study, however, can be introduced into all these debates and gain in importance from the context of the relevant discussion. Our report will only outline such subject references briefly in the individual chapters.*

The methodical basis of our study is, as stated, a representative survey of the resident population in Germany. This study concept has its advantages, but also its limitations.

Beher/Liebig/Rauschenbach are correct in considering it to be inadequate to solely place those "volunteering" at the centre of analysis. If we wish to understand the structural changes taking place in volunteering, the "constitutive environment of volunteering" must form the general reference framework of the analysis. As relational reference points for the study of volunteering they suggest, on the one hand, the individual "life situations" and, on the other hand, the "institutional settings".6

A representative survey of citizens highlights the perspective of individuals *while the perspective of the* institution or organisation *must remain in the Background. A balanced consideration of both perspectives would be advantageous, however, it can only be achieved in case studies. In a representative survey of citizens the organisational environment of individual volunteering can only be represented roughly.*

In accordance with the commission, the study presented here is "comprehensive" in the sense that it describes the entire area of volunteering. It is not comprehensive in the sense that it would cover all questions and perspectives involved. With regard to the organisational and institutional perspective it needs to be expanded and must therefore be seen in conjunction with the results of other studies.

The publication by Beher/Liebig/Rauschenbach entitled "Strukturwandel des Ehrenamts" (structural changes in volunteering) already mentioned is well suited for this purpose, as

6 ibid, p. 9.

the choice of subject focus is similar to the existing study.[7] The study recently presented by Evers/Wohlfahrt/Reuter places even more emphasis an the organisational perspective. The authors suggest that the future of volunteering cannot be discussed irrespective of modernisation plans for the organisations and institutions, which form the organisational framework of volunteering. With regard to political approaches the authors conclude that the "techniques and conditions of volunteering" do not have to be at the centre of study, but rather "the development of guiding concepts for a modernisation along the lines of promoting a citizen-friendly infrastructure of services and support."8

This is certainly an important conceptual approach. However, we do not consider it necessary to create alternatives of the stated type as an either/or scenario. Results of a representative survey, as presented in this report, also form an important information background for rather institutionally centred approaches.

The study refers to volunteering in groups, societies, clubs and organisations. It is designed to present results an two levels. The first is that of the *involved person* – i.e. who becomes involved in what way and for what reasons? Information provided by those involved concerning the work and responsabilities they assume form the basis for a second level of analysis concerned with voluntary *activities.* These are described as specifically as possible, using catalogues of features. The desired comprehensive description of the whole area of volunteering thus does not remain an more general level, but rather reflects the variety of citizens' voluntary activities, which we attempt to include under the term "volunteering".

7 Beher/Liebig/Rauschenbach, loc. cit.
8 Evers/Wohlfahrt/Reuter, loc. cit., p. 66 and 68.

2. Volunteering

2.1 Citizens' active participation in various areas of society

Volunteering in its various forms — i.e. "Ehrenamt", volunteer work, civic engagement — must not be viewed as an isolated and abstract activity. It is part of the broader defined "participation" in clubs, societies, groups and organisations. We refer to such participation as "active involvement" of citizens in various areas of society.

The study examines the spectrum of possible activities by identifying 15 areas in everyday life and society where people can participate or become involved. We refer to such areas as "areas of involvement". Specific exceptions to this include both the occupational area and the private area of family life — even though certain areas of involvement are connected to occupational or family situations.

The delimitation and designation of the individual areas of involvement may be discussed endlessly. The list of areas of involvement used in the questionnaire was based an a similar list employed in the Speyer survey an values dated 1997.[9] In the interviews the designations of the different areas and their explanation act as a "stimulus" to focus the respondents an the specific activities in which they are involved.

Interview question:
"There are diverse opportunities to become involved outside the occupational or family sphere, for example in clubs, societies, initiatives, projects or self-help groups. I shall mention various areas by way of example. Please indicate whether you are actively involved in one or several of these areas."

Figure 1 sets out the 15 predefined areas of involvement — including explanations provided in the interview — and the proportion of respondents, who stated that they are actively involved in the respective area. At this stage volunteering is not yet the subject of examination. The sequence of areas of involvement is subsequently arranged in accordance with the specified number of active participants.10

Those areas where a very large number of persons are actively involved appear at the top of the list. Without exception these comprise fields centred an leisure time activities — such as sport, social activities, cultural activities and music — or those concerned directly with people's own living environment in schools and nursery schools. This is followed by areas, which extend beyond the personal environment and rather comprise more community and welfare orientated activities, i.e. social and political engagement in various areas.

[9] *Klages/Gensicke, loc. cit.*

[10] In the interview the sequence of areas was therefore a different one.

Figure 1:
Number of persons actively involved in various areas of society

Area	Explanation	Persons actively involved
(1) Sport and physical recreation	e.g. in sports clubs or in gymnastics groups	37%
(2) Leisure and	e.g. in clubs, societies, youth groups or senior citizens'	25%
(3) Culture and music	e.g. in theatrical or musical groups, choirs, cultural	16%
	e.g. in parents/students representations or supporting	11%
(5) Social welfare	e.g. in welfare associations or other aid or relief	11%
(6) Church and religion	e.g. in church congregations, church organisations or	10%
(7) Professional advocacy outside the workplace	e.g. in trade unions, professional associations,	9%
	e.g. in specific associations or projects	8%
(8) Environmental	e.g. in parties, an district or town councils, in political	6%
(9) Politics and	e.g. supervision of children's or youth groups or	6%
(10) Youth work outside		5%
(12) Health, rescue	e.g. as a nursing assistant or in visiting services, in	5%
(13) Law and crime	e.g. jury service or honorary judges, care for offenders or	1%
	e.g. in exchanges or give-and-take organisations	1%
(15) Technical self-help	e.g. in citizens' action groups or working groups for local	5%

1) Basis: Resident population aged 14 years and above (63.5 m. persons)

According to their own statement, one third of people living in Germany do not take part actively in any *of the 15 areas. Two thirds play an active role in one or in several areas. In so far as there is any participation at all, on average each person states 2.3 areas in which he/she is actively involved.*

This may be said to represent a rough picture of the "social capital" of German society. Other studies describe this on the basis of somewhat different indicators, such as membership of clubs, societies etc. "Active involvement", however, is in principle a more accurate designation of the aspect than mere membership of a club or society. Involvement is fundamental to concepts such as social capital or civic society – i.e. the idea that society and social cohesion are sustained by the activity of citizens.

What active involvement in the individual areas actually exactly means was not to be examined more closely in this study. Our survey concentrated on a specific point: i.e. to examine whether active involvement also includes activities that, under the general term of ''volunteering", form the actual subject of this study.

2.2 Assumption of voluntary activities in groups, organisations and associations

In German there is no clear, universally comprehensible term to describe the object of this survey. The term "Ehrenamt" (honorary office), which the Federal Statistical Office still used as the basis of its survey in 1991, is generally considered by experts today to be too restrictive, as it could be comprehended too muck to refer to traditional forms of voluntary activities in clubs, societies and organisations, thus not adequately taking into account the "new" forms of involvement in initiatives, projects, self-help groups. New terms such as "civic engagement" or also "volunteering" are used as theoretical and political terms. However, it remains unclear as to what these terms mean to the individual respondent in a representative survey.

The wording of our questions in the interview is therefore not based on a single term, but rather describes the type of activities involved more extensively.

> Explanatory text in the interview:
> "We would be interested to know whether you also perform voluntary activities in those areas, in which you are actively involved, or whether you volunteer in clubs, societies, initiatives, projects or self-help groups, i.e. whether you perform voluntary tasks or duties either unpaid or for an expense allowance."
>
> Question text:
> "You stated that you are acticely involved in area XY. Have you also undertaken tasks or duties in this area, which you perform on a voluntary basis?"

This question was asked for each area of involvement in which an interviewee was actively involved, in accordance with the information they had previously provided. Up to two activities can be stated for each area where the voluntary activity is performed. Everything done for a specific group or organisation is considered to be "one" activity. If someone is involved for another group or organisation in the same area of involvement, this is considered to be an additional, independent activity.

Figure 2 presents the number of those actively involved per area of involvement and also – as a sub-group – the number of "volunteers". This term is used for people who, according to their own information, have assumed voluntary tasks and duties.

A varying proportion of those actively involved in the respective areas also perform voluntary activities. The proportion is particularly low in areas such as *leisure and social activities* or *environmental protection, nature conservation and animal welfare.* This means that there are many people in these areas, who do in fact play an active rote in one or another form, but have not assumed any voluntary tasks and duties; this is the case here for only one in five active participants. On the other hand, areas exist where one in two of those who, according to their own information, are actively involved have also assumed voluntary tasks and duties. This includes the areas *school/nursery school,. accident, rescue and voluntary fire services: law and crime* and *church and religion.*

In absolute terms the area *sport and physical recreation* is the area with the largest number of volunteers (11% of the population). From a quantitative aspect the least significant areas are *health. law and crime* and *other local civic activities* (each of which accounts for 1% of the population). The area *economic self-help* is so little represented that it cannot be evaluated separately. Further representation of voluntary involvement thus refers to only 14 of the 15 areas stated in the survey.

- Across all areas. 34% of the population perform one of more activities within the context of volunteering ("level of volunteering"). On average those involved perform 1.6 of this type of activities, which produces the following key figures:

  Approx. 21 m. people in Germany are involved in some kind of volunteering. The number of voluntary activities stated in the survey results in a projected figure of 35 m. activities (or "cases" of voluntary activity).

Figure 3 shows the distribution of voluntary activities according to areas of involvement. The most popular area *sport and physical recreation* accounts for 22% per se. the four most popular areas account for 55% jointly.

Figure 2:

"Volunteers": The sub-group of those actively involved who have also assumed voluntary activities in the respective areas

Basis: resident population 14 years of age and above

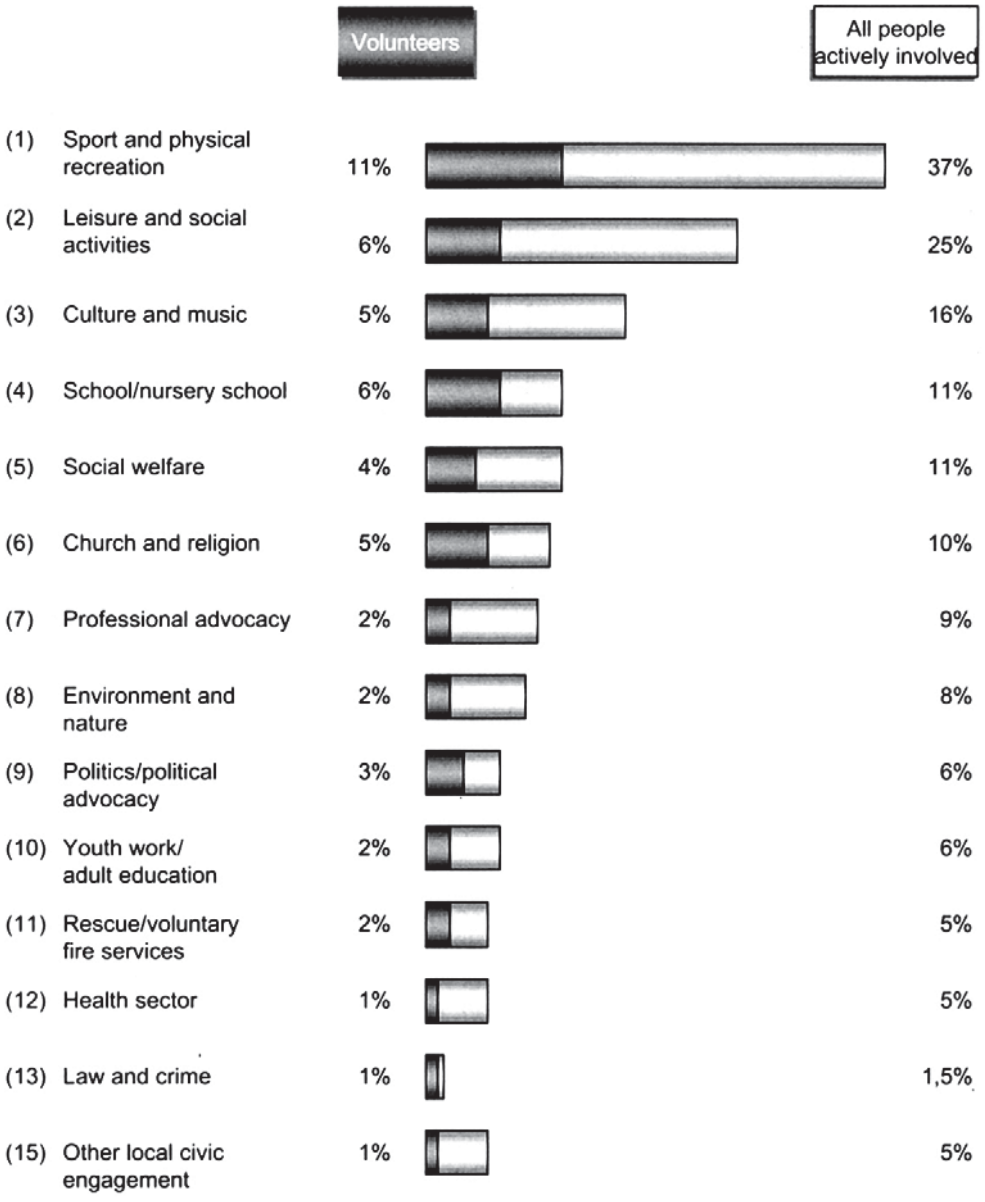

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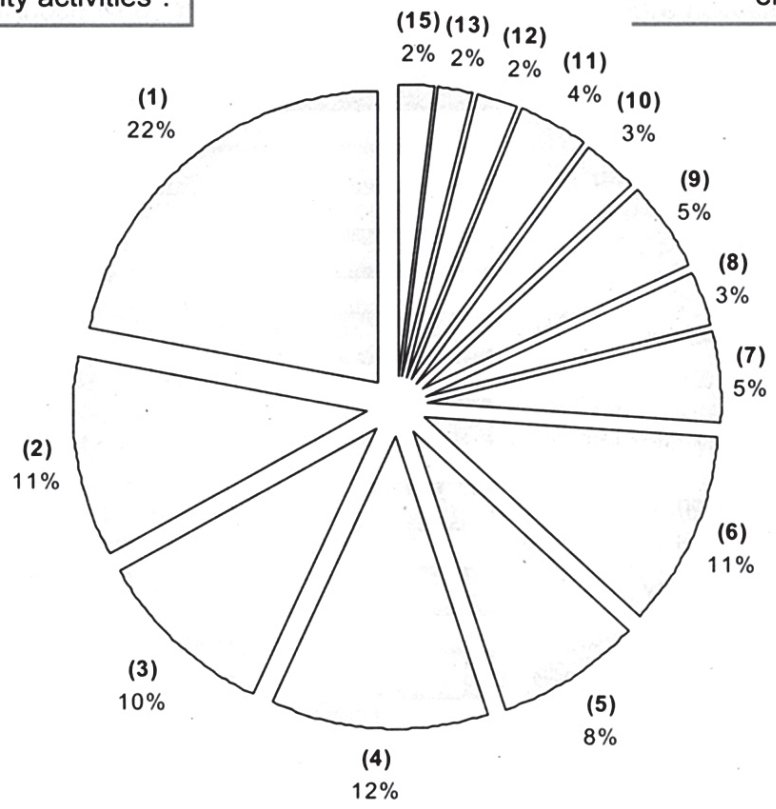
Figure 3:

Volunteering: Break-down according to areas of involvement

This is more concerned with the "organisation of community activities".

This is more concerned with "political and social engagement"



***(1)** Sport and physical recreation, **(2)** Leisure and social activities, **(3)** Culture and music, **(4)** School/nursery school, **(5)** Social welfare, **(6)** Church and religion, **(7)** Professional advocacy, **(8)** Environmental protection, nature conservation and animal welfare, **(9)** Politics/political advocacy, **(10)** Youth work/adult education, **(11)** Rescue/ voluntary fire services, **(12)** Health sector, **(13)** Law and crime, **(15)** Other local civic activities*

Note concerning ***(14)** Economic self-help*: This category is not represented due to insufficient participation.

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It must be noted that the delimitation of areas is not clear-cut in all cases. For example, "youth work outside schools or adult education" is in fact designated as a separate area (area 10), but youth and educational work also take place within other areas and can also be allocated to such areas by the respondents. In this respect, areas with cross-sectional characteristics are probably statistically underestimated.

The sequence of the areas listed in Figure 3 is the same as in Figure 1 and thus depends on the number of people, who actively participate in an area at all. This aspect produces an interesting pattern. The major areas with a significant number of active participants and volunteers are located on the left-hand side of the circle. In these areas – sport and physical recreation. leisure and social activities. culture and music, *in part also* school or nursery school – *the objective is to organise* group or community activities in personal environments. *The other, more minor areas – arranged on the right-hand side of the circle in Figure 3 – are more centred on* political and social engagement.

Doubtless this differentiation of the areas in accordance with two general categories is not totally clear-cut. However, we consider this to be important in order to assess the survey results correctly.

- The study shows that there are many people in Germany volunteering. The number is greater than the figures provided in most studies to date.

  However, it would be wrong to equate volunteering in general with political and social engagement. The latter doubtless plays an important role. However, in many cases volunteering is simply part of group and community activities in the personal environment. Thus it may be "community oriented", but not in a political sense. Citizens' participation in such community activities determines – and rightly so in our opinion – the overall image of volunteering, as depicted in this study, to a large extent.

We consider it important to add another remark regarding the "level of volunteering" of 34%. Volunteering within the terms of this study does not refer to attitudes. but rather to the actual behaviour of a person (although both are more or less interdependent). The quality being measured is not "involvement according to attitude". but rather the performance of certain activities.

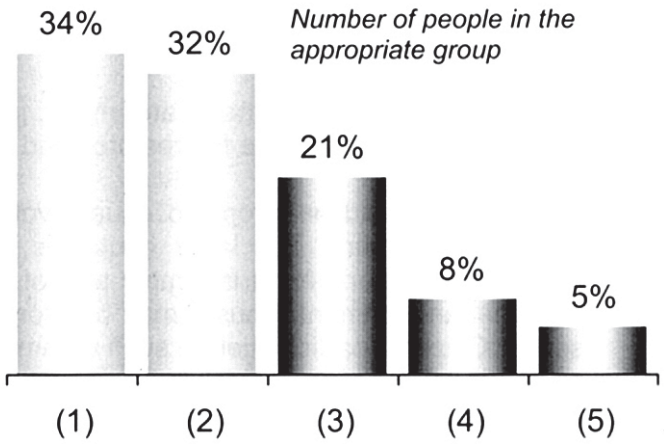
A comparison of volunteers (34% of the population) and non-volunteers should therefore not be comprehended as being static, i.e. in stringent categories. It may be more appropriate to consider volunteering as a continuum, on a scale ranging from more to less. The design of our study facilitates this approach.

Figure 4 shows a five-stage "involvement scale" and the proportion of people allocated to the different stages. This scale goes beyond the mere yes/no separation – volunteers versus non-volunteers – in so far as in the case of non-volunteers it also takes into account whether someone is at least actively involved in some area or not, and in the case of volunteers it also takes into account the *number* of voluntary activities performed by a person (referred to as simple voluntary involvement. dual voluntary involvement, triple voluntary involvement).

The one third of the population in Germany, who are not involved in any groups, clubs, societies and organisations, makes up the lower stage on the involvement scale (stage 1). Another one third of the population (stage 2) is in fact involved in some organisations, however does not assume voluntary tasks or duties within those organisations. The final one third has assumed such tasks or duties and is thus engaged in "volunteering", as defined by the survey. Most of them (21% of the population) are involved in a *single* (one) activity. Those involved in multiple activities form a significantly smaller minority: dual voluntary involvement 8%, triple voluntary involvement 5%. In comparison with those involved in a single activity, those with multiple voluntary involvement spend considerably more time on their activities and are also active much more frequently in areas of political and social engagement.

Figure 4:
Position on the involvement scale

(1) Persons without active involvement
(2) with active involvement, but not volunteering
(3) volunteering (one activity)
(4) volunteering (two activities)
(5) volunteering (three and more activities)



The stage a person assumes on the involvement scale is not necessarily permanent. Depending on their stage of life and their life circumstances, but also depending on external conditions or opportunities, people may assume or relinquish voluntary activities. A person would therefore move up or down the stages of the (imagined) involvement scale. This "mobility" is an important aspect in the "structural change of volunteering", as described in research literature. Klages formulates this notion in the present study report even more concisely by designing a "circulatory model of voluntary involvement".11

Although such a "dynamic" view of volunteering may be correct and justified, we must not overlook the fact that a person's willingness to become involved is a fundamental and thus fairly stable attitude, which is determined by the personality structure and shaped and supported by social conditions. A later chapter of this report (Chapter 3.1) examines such correlations in more detail.

11 Chapter B.7 (Potential), also Chapter B.6 (Routes into volunteeringl).

2.3 Terminology: preferred designations of voluntary activity

A problem of terminology exists surrounding the discussion an volunteering because different, in part competing terms are currently used in German for the subject. In the questionnaire for this study we thus avoided overuse of a specific term (cf. Chapter 2.2). After the activities of relevance were identified in the course of the interview, we then availed ourselves of the opportunity to ask those concerned what term they would prefer for the activity they perform. They could choose between five commonly used terms.12 The results are presented in Figure 5.

The term "volunteer work" ("Freiwilligenarbeit") was by far the most frequently preferred term accounting for 48%, followed at some distance by "Ehrenamt" (32%). This is a surprising result because volunteer work - *more or less equivalent to* volunteering *in English usage - has actually to date not been a very common term in German. Clearly the components of the term "Freiwilligenarbeit"* (volunteer *and* work), *reflect the selfimage of those involved in many areas better than the alternative term "Ehrenamt", which literally translated means an* office carried out an a honorary basis.

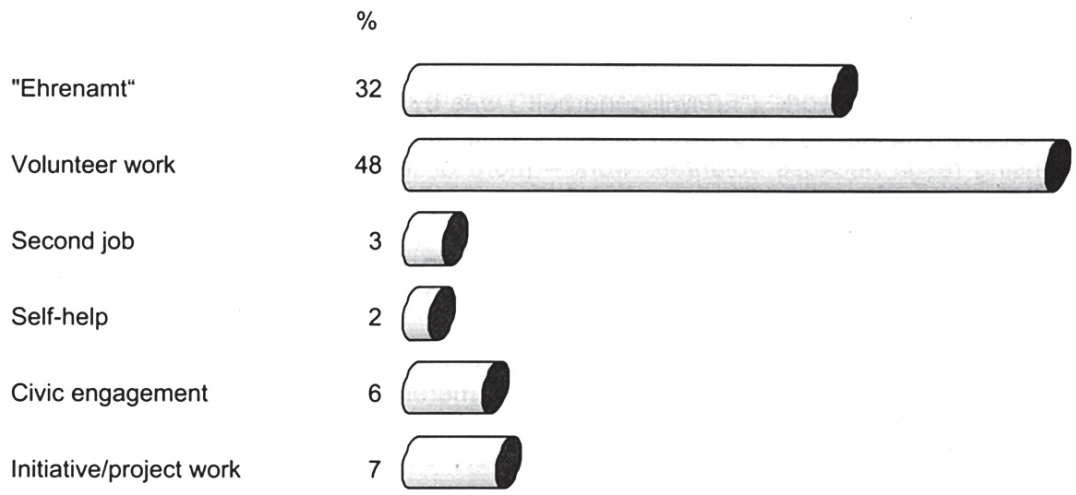
The term "civic engagement", which is often used in political and scientific contexts as a global term for the various forms of volunteering, merely serves as an identification term for a sub-group of 6%. Likewise, many refer to their activity as "initiative or project work" (7%). The term "self-help" is only used by a very small minority (2%) working in the health sector.

This result of the survey has caused us also to revise the title for our study. The original designation "Survey an 'Ehrenamt' does not appear to adequately reflect the wide spectrum of activities examined in the survey. The new choice of term "volunteering" ("freiwilliges Engagement") combines - in German - the connotations of "volunteer work" and "civic engagement". It thus appears to be a suitable global term for the various forms of voluntary activities.

12 The list also contained the designation "second job", the purpose of which was to highlight the anything but clear cut boundaries between a voluntary activity and a second job.

Figure 5:

Preferred designation for voluntary activity exercised



More frequent preference for designation ...	for activities in the area of ...	
"Ehrenamt"	law and crime	59%
	professional advocacy	44%
	politics/political advocacy	42%
	church and religion	41%
Volunteer work	leisure and social activities	60%
	sport and physical recreation	56%
	school/nursery school	56%
	culture and music	53%
Second job	youth work/adult education	10%
	professional advocacy	9%
Self-help	health	16%
Civic engagement	local civic activity	26%
	politics/political advocacy	22%
	law and crime	16%
Initiative/project work	culture and music	13%
	school/nursery school	12%

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2.4 Growth or decline in volunteering?

In 1996 the German government presented a report an the importance of volunteering for society by way of response to a parliamentary enquiry.[13] In a commendable way this report gathered a wide range of available information mainly based an details provided by organisations where voluntary activities play a major role. As no overall figure of people involved in voluntary activities in Germany can be deduced from this puzzle of individual information, for this point the report was based an two representative surveys, which both concluded that 17-18% of German citizens are involved in volunteering:

The first source is the Time Budget Survey conducted by the Federal Statistical Office in 1991.[14] The survey asked in a rather narrow way whether anybody in the household performed an "Ehrenamt". This formed the basis for the ratio of 17% of German citizens volunteering.

The second source was the "European Volunteering Study (EuroVol)", which was conducted in several countries in the early 90s by way of international comparison.[15] Unlike the survey conducted by the Federal Statistical Office, this survey was based an a wider definition of volunteering. Nevertheless, the determined ratio of "volunteers" in Germany remained an the same level, i.e. 18%. In an international comparison Germany thus appeared to be a tail-ender and in need of development.

The present representative survey of 1999, conducted an behalf of the German government, concludes that 34% of the population are involved in voluntary activities. How can this figure be interpreted? Does it mean that the willingness of the population in Germany to volunteer increased by leaps and bounds during the 90s? Does this even reflect the effects of governmental policies fostering volunteering?

A series of indicators seems to contradict this interpretation. One important indicator is the number of complaints arising from the practical work of organisations in many areas affected by the – as it is said - declining willingness of citizens to volunteer.

Another indicator is the fact that more recent representative surveys an this subject by no means depict a uniform picture. The Speyer Survey an Values dated 1997 ("Changes in values and civic engagement") determined a level of volunteering among the German population amounting to even 38%.[16] On the other hand a national representative survey by the ISO Institute dated 1999, conducted an behalf of the State Government of North Rhine-Westphalia, produced a level of volunteering, which was in turn equivalent to the

13 German Federal government 1996.
14 Blanke/Ehling/Schwarz 1996: Zeit im Blickfeld. Ergebnisse einer repräsentativen Zeitbudget-Erhebung. Stuttgart/Berlin/Cologne 1996.
15 Gaskin/Smith/Paulwitz 1996: A new civic Europe? A study of the extent and role of volunteering. Published by the Volunteer Centre, UK., 1996.
16 Klages/Gesincke 1999.

figures obtained in the early 90s: "18.2% of people in Germany are involved in voluntary activities".17

The fact is that all statements concerning the number of people involved in voluntary activities in Germany are determined to a large extent by uncertainties with regard to methodology. This is in principle not surprising, if we consider how diverse and difficult to comprehend the spectrum of activities is that is to be covered (cf. the Methodological note *at the end of this chapter).*

This also means that the 1999 Survey on Volunteering *at this stage cannot form the basis for any statements regarding trends. This will not be possible until the survey is repeated using the same methods and definitions some years from now.*

For past years statements regarding trends can only be based on repeated surveys, using a constant methodological approach. The most important, if not the only data source, which meets these prerequisites, in Germany is the Socio-Economic Panel (SOEP), *which is a survey that has been repeated on an annual basis since 1984. The results show that from the mid 80s until the mid 90s the proportion of the German population involved in voluntary activities has in fact* risen *by 5 percentage points. This increase took place in the marginal areas of people involved in voluntary activities, i.e. not in the case of those active on a regular basis, but rather in the case of those whose volunteering is more of a sporadic nature.18*

This survey result of a rising *number of people in Germany volunteering is contrary to the complaints by organisations that the willingness for volunteering is declining. The contradiction cannot be explained or resolved fully at present. It is thus all the more important that the proportion of volunteers is not only registered in general terms in representative surveys, but that the degree of specification and differentiation allows for more detailed analysis.*

Trend data would be important to support the concept of structural changes in volunteering *empirically. The present study may contribute to empirical foundations, even though it does not oller any trend data. It describes structures in the overall area of volunteering, as presented today. If a structural change has taken place, this should be reflected in the structures existing today and thus in the results of this study.*

Methodological note

The purpose of the representative survey is twofold: on the one hand, it is to determine the proportion *of the population and thus the absolute number of people in Germany who volunteer and, on the other hand, to describe the* structures *in the area of*

17 Press release by the Ministerium für Arbeit, Soziales und Stadtentwicklung, Kultur und Sport des Landes Nordrhein-Westfalen, 3rd December 1999.

18 Heinze/Keupp: Gesellschaftliche Bedeutung von Tätigkeiten außerhalb der Erwerbsarbeit. Gutachten für die "Kommission für Zukunftsfragen" der Freistaaten Bayern und Sachsen. Bochum and Munich 1997, p. 44/Table 2. Cf. also Erlinghagen/Rinne/Schwarze 1997.

volunteering. The former may be referred to as the "level aspect", the latter as the "structural aspect".

Survey results an the subject of volunteering to date show a wide range with regard to the "level of volunteering" established, ranging from just over 10% to just below 40% of the population.[19] Any assessment of the reliability and credibility of various survey results an this topic must take into account the following two factors:

(1) Recording voluntary activities and persons volunteering presents a difficult "measurement problem" – and both the level aspect and the structural aspect are closely related to this.

If a survey records a !arger or smaller section of the population as being involved in voluntary activities or volunteering, this will most probably also affect the overall spectrum of relevant activities and/or persons it depicts. Whether, for example, formal volunteering is recorded primarily or also the significant area of informal volunteering will not only affect the established "level of volunteering", but also the established structures either in relation to personal features (e.g. the proportion of warnen) or in relation to the organisational framework or content and requirements of the activities.[20] Taking this into account, it is entirely consistent that the *1999 Survey an Volunteering* with its meticulous recording of all possible relevant activities in the area of volunteering concludes that the level of volunteering is twice as high as the level determined by the Time Budget Survey conducted by the Federal Statistical Office in 1991, whose measuring method was based solely an the term "Ehrenamt".

(2) In addition to the measurement problem, there is also a sampling problem. The sampling problem may result in a general tendency for representative surveys to overestimate the level of volunteering.

Survey research, even if it complies with high standards, cannot reach certain "margins" in society (e.g. the homeless, the sick, residents of homes, ethnic groups with language barriers, households without telephones). In addition, participation in the survey is in principle voluntary. It cannot be ruled out that personal and social features which favour volunteering (positive attitude, interest, willingness to co-operate, sense of duty and altruism) likewise have a positive effect an the willingness to participate in a representative survey. This would mean that the inactive section of the population is under-represented in the surveys and that the active section is over-represented. We consider that a resultant overestimation of the level of volunteering among the population is probable.[21] It

19 Cf. von Rosenbladt: Zur Messung des ehrenamtlichen Engagements in Deutschland —Konfusion oder Konsensbildung? In: Kistler/Noll/Priller 1999, p. 399 ff.

20 One example is the analyses of the area of sports within the scope of this survey. Cf. Chapter B 4 in this volume and in more detail Rosenbladt/Blanke: Ehrenamt und Freiwilligenarbeit im Sport, in: Picot 2000.

21 It would be possible to check this assumption, if comparable reference statistics from other sources were available, which are truly comparable in the delimitation of the groups concerned. However, this prerequisite is fulfilled at most only for partial areas and also only

should be noted that this consideration applies to *all* representative surveys an the subject of volunteering and not only to the survey presented in this study, although it does also apply to this study.

Results concerning the absolute *level* of volunteering, i.e. projected figures concerning the number of persons or activities in the area of volunteering thus contain a certain degree of uncertainty due to methodological problems, which are hardly avoidable. Results regarding *structures* in the area of volunteering are not affected by these problems and therefore show a higher level of methodological validity.

with certain restrictions. For an attempt at such a validation of results cf. von Rosenbladt/Blanke: Ehrenamt und Freiwilligenarbeit im Sport (Chapters 2 and 3), in Picot 2000.

3. Social background of volunteering

Volunteering is found to varying degrees and with different focuses in the various population groups. Part B of this report comprises more detailed information regarding men and women (Chapter 1), young people and young adults (Chapter 2), senior citizens (Chapter 3) as well as people living in the eastern Laender of Germany, the former GDR (Chapter 5). By way of supplementary information to part B, more general social conditions of volunteering are dealt with in the following sections.

3.1 Volunteering, public spirit and social cohesion

The willingness to volunteer in groups, clubs, societies and organisations forms part of the social inclusion *of an individual within society. It is accompanied by other types of active behaviour for the benefit of the community, and there are social prerequisites which facilitate, promote and support such behaviour.*

Figures 6 and 7 list various aspects of these interrelated features and characteristics. In order to describe these interrelations the involvement scale, introduced in Chapter 2.2, is applied again. All respondents are allocated to one of the five stages of the scale, starting with people with no active participation in one of the areas (stage 1). At the other end of the scale there are the heavily involved people, performing three or more voluntary activities (stage 5).

We searched through the data material for characteristics of people, which with increasing involvement also became more distinctive. This had to be clear-cut and linear, i.e. increasing on every stage of the involvement scale. If this is the case, these characteristics are clearly linked with the so-called "involvement factor". The following characteristics emerged meeting these conditions:

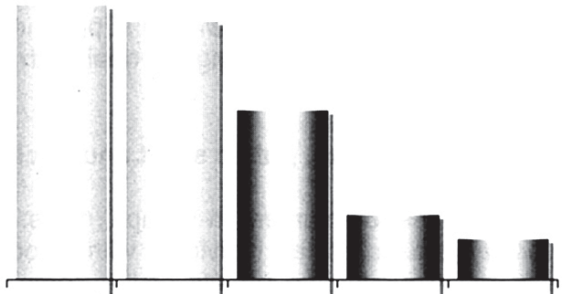
- Active participation in various social areas, i.e. participation in groups, clubs, societies or organisations, irrespective of whether the person is also volunteering in these areas or not.

  The number of social areas in which people are actively involved increases from 0 (people on stage 1 of the scale) step-by-step to an average of 4.9 areas (people with multiple voluntary involvement).

- Interest in "what is happening in politics and in public life". While persons not actively participating state in 38% of cases a strong interest in these issues, this proportion increases to 67% of those with multiple voluntary involvement.

Figure 6:

Volunteering and other forms of community-oriented behaviour



(1) People without active participation

(2) with active participation, but not volunteering

(3) volunteering (one activity)

(4) volunteering (two activities)

(5) volunteering (three and more activities)

	(1)	(2)	(3)	(4)	(5)
Additional characteristics of these persons:					
(a) number of social areas, in which the person actively participates	-	1,8	2,2	3,4	4,9
(b) marked interest in politics (%)	38	41	48	57	67
(c) member of works/staff council (present/past) (%)	9	11	11	17	18
(d) financial donations for charity, welfare and non-profit organisations (%)	15	17	24	33	41
(e) support people outside their own household:					
yes - neighbours (%)	25	29	32	37	45
yes - acquaintances/friends (%)	34	43	48	55	63
(f) guiding values: [1]					
"Helping socially disadvantaged and marginal groups"	0	-.1	+.1	+.2	+.3
"Developing one's own imagination and creativity"	-.1	0	+.1	+.2	+.3
"Exerting power and influence"	-.1	0	0	+.1	+.1

[1] + / - indicate:
+ more predominant, - less predominant than the average of all interviewed

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- Being a member of the works council or the staff council, i.e. the willingness to get involved not only for the sake of one's own work but also for "the collective", accepting additional responsibilities (increase from 9% to 18% over the involvement scale).22

- Willingness to donate money for charity, welfare and non-profit organisations. The proportion of those who say they have donated at least DM 200 (approx. € 100) during the past year increases from 15% (people with no active participation) to over 41% (people with multiple voluntary involvement). *Donating money* or *'donating' time* may in individual cases be the two sides of a coin called public spirit. But in general it tends to be the same persons doing both.

- The willingness to privately "support people not belonging to one's own household an a regular basis, e.g. by doing errands, helping with small tasks, taking care of children or ill people."
  Neighbourhood support of this kind is granted by 25% of those people an the lowest stage of the involvement scale. However, 45% of those with multiple voluntary involvement state this. The figures regarding support granted to *friends or acquaintances* are similar.

- *What is important in one's life, i.e. guiding values.*
  The more people volunteer, the more important is solidarity with the weak ("support for the socially disadvantaged and marginal groups"), but also one's own opportunities for development. However, this does not refer to "exerting power and influence" but rather to "developing one's own imagination and creativity."

This whole range of characteristics and Features can be summed up in the old-fashioned term "public spirit'. Some also call it the "social adhesive that keeps society together".23 The willingness to assume voluntary tasks and duties is just one aspect of this overall disposition for behaving in a way beneficial to the community.

However, in order to prevent idealising volunteers and their activities it has to be added that not everybody volunteering is such an ideal person as described above. The probability, however, that a volunteer is of such a "public spirit" is higher than is the case with non-volunteers.

There are specific social prerequisites for such socially oriented behaviour. Figure 7 lists some of those aspects of social inclusion and position, which are clearly linked with the willingness for volunteering.

- *Large circle of friends and acquaintances.*
  This applies to 20 % of those who do not actively participate (stage 1 of the involvement scale) according to their own statements, however to 50% of those with multiple voluntary involvement (stage 5).

22 In the 15 involvement areas there is the area "professional advocacy outside the workplace". Advocacy at work was excluded, as it takes place during working hours.

23 Cf. Kistler/Noll/Priller (Hrsg.), op. cit., p. 11.

- Close links with church.
  The church as a "social sphere" seems to play an important part in this context. Only 8 % of those without any active participation state that they have close links with the church. This proportion increases stage by stage and reaches 28% of those with multiple voluntary involvement. (Thus there is a clear correlation. However, the majority of volunteers is not at all or only marginally linked to the church).

- Living in a multi-people household.
  This also indicates a specific biographical part of people's life. It is the age-group of people between 40 and 60, who form the largest group among those with multiple voluntary involvement.

- Connected to this: gainful employment.
  Only 43% of people without active participation are gainfully employed, while it is 61% of those with multiple voluntary involvement.

- Higher school education.
  28% of those without any active participation have at least passed the lower secondary level, however, it is 46% of those with multiple voluntary involvement.

- This increase is even more distinct with regard to higher professional positions — proportions range from 19% to 47%.

- Employment in the public service (irrespective of the position) or in a non-profit organisation ("third sector"). Significantly more people with multiple voluntary involvement come from these sectors than those with no or less active participation. Interpreted the other way round, this means that they come less often from industry, the crafts, trade and service companies, which have to cope with competition.

These social prerequisites do not have to apply to each volunteer either. But they favour the willingness to volunteer, supported by the community and the overall living conditions.

While these interrelations are quite consistent, they are nevertheless also a reason for concern from a socio-political point of view. They indicate that structures of social inequality also influence volunteering and that, in those areas where social cohesion is weak in any case, forms of behaviour supporting social cohesion are also less frequently found.

Figure 7:

Volunteering and position in society

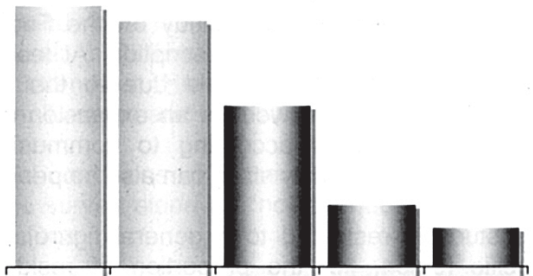
(1) People without active participation

(2) with active participation, but not volunteering

(3) volunteering (one activity)

(4) volunteering (two activities)

(5) volunteering (three and more activities)



Additional characteristics of these Persons (in %):	(1)	(2)	(3)	(4)	(5)
(a) have large circle of friends and acquaintances	20	28	35	39	50
(b) close links with the church	8	11	15	21	28
(c) living in a household with 4 people and more	24	29	38	43	46
(d) aged 40 to 60 years	29	29	33	39	45
(e) gainfully employed	43	49	52	55	61
(f) Upper secondary or higher education	28	33	38	42	46
(g) of a higher professional position (present/past)	19	21	27	34	47
(h) employed in public service (present/past)	27	29	31	37	41
(i) employed in the "third sector" (present/past)	3	4	5	6	7

Notes:

re. (f) qualified higher secondary level school-leaving certificate or higher

re. (g) senior managers/executives, senior civil servants, self-employed with permanent staff

re. (i) charity/non-profit organisation, NGO

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3.2 Differences according to Federal Laender and community sizes

Improving the overall conditions for volunteering is also increasingly the major point of political action and measures taken on all levels, the federation, the individual Laender and the communities. The following is a more detailed description of the range of volunteering according to the individual regions.

However, a representative study on the Federal level faces certain restrictions with regard to such a detailed description. At least comparative analyses on the basis of Federal Laender are possible due to the financial support by the Robert Bosch Foundation, which allowed for an expansion of the sample in relation to the individual Laender.[24] Analyses according to community categories or, to be more precise, according to community sizes can also be performed.

The study is restricted to a general figure, covering the "level of involvement" in a specific region, i.e. the proportion of residents aged 14 and above who actively participate in a group, a club, a society or an organisation, having assumed voluntary tasks or duties. Figure 8 lists the respective level of involvement according to individual Laender.

Figure 8:

Level of involvement according to Laender

Western Laender	
Baden-Württemberg	40
Hesse	39
Bavaria	37
North Rhine-Westphalia	35
Rhineland-Palatinate / Saarland [1)]	34
Schleswig Holstein	34
Lower Saxony / Bremen [1)]	31
Hamburg	31
Eastern Laender	
Saxony	30
Thuringia	29
Mecklenburg Western Pomerania	29
Saxony-Anhalt	28
Brandenburg	28
Berlin	24

[1)] These states are listed together for reasons of sample size.

24 More detailed information cf. Materials: Laender Comparison. Cf. footnote in the lntroductory Remarks.

Generally speaking, the level of voluntary involvement is lower in the eastern than in the western Laender. The respective differences are dealt with in a separate sub-report on this study and are therefore not dealt with in detail here (cf. brief summary in part B of this report, Chapter 5). There is, however, hardly any difference among the eastern Laender regarding the level of involvement. The state of Berlin (east and west) is the exception to this displaying the lowest level of involvement of all Laender.

Among the western Laender, an the other hand, there is a clear gradient, which could be roughly called a north-south divide. Specifically high levels of involvement in the range 37% to 40% are to be found in Baden-Württemberg, Hesse and Bavaria. At the other end of the spectrum there are Lower-Saxony/Bremen and Hamburg with 31%.

The cultural, economic, social and political conditions of these differences should be examined with great care. The data of this survey alone are not adequate for definite answers, but will provide some interesting clues.

The data show for example that the range of the level of involvement in the individual Laender depends to a considerable extent an the numbers of volunteers in the area sport and physical recreation. *While the proportion of residents actively participating in sport does not differ drastically among the western Laender, the proportion of those volunteering does. It is highest in Baden-Württemberg and lowest in Hamburg. This results in a level of involvement referring to the area sport alone amounting to 16% in Baden-Württemberg and to 9% in Hamburg.*

Therefore the individual Laender do not only differ with regard to the overall level of involvement, but also with regard to the profile of volunteering based an areas of involvement. Baden-Württemberg and Hamburg are once again a good example:

In Baden-Württemberg there is a higher level of involvement with regard to specific areas of involvement, i.e. not only in the area of sport but also in the area *church and religion* (8% vs. 4%) and in the area *leisure and social activities* (6% vs. 4%). Hamburg, an the other hand, has a higher level of involvement in the areas of *professional advocacy* (4% vs. 2%), and as a trend also in the areas *politics/political advocacy* and *school/nursery school.25*

It should also be noted that the conditions for volunteering differ between a city-state and a so-called territorial state, which has a high proportion of small towns and municipalities. Figure 9 shows the differences according to cities and rural areas, limited to the western Laender. The individual categories are based on the community size according to the German BIK system.

As expected, the proportion of citizens volunteering drops from the rural areas to the towns. The rural areas have the highest proportion with 42%, whereas the proportion is lowest in the core areas of large cities – roughly 33%.

25 However, the difference is only one percentage point and therefore cannot be taken as statistically secure in view of the given sample size.

Figure 9:

Level of volunteering according to community categories (BIK)

Basis: all federal Laender

	proportion %	level of volunteering
Core of urban region	50	33%
Conurbation/transitional area	17	37%
Communities with 5,000 to less than 50,000 inh.	23	38%
Communities with less than 5,000 inhabitants	10	42%
	100	

3.3 Volunteering by unemployed

In the discussion on volunteering, unemployed people are a group of people of special interest for various reasons:

(1) In view of the social conditions of volunteering, as described in Chapter 3.1, unemployed people are somewhat in the negative area of unfavourable conditions for volunteering.

(2) On the other hand, volunteering might be of special importance for people who are unemployed, as it enables them to do something useful and to feel part of society. In various concepts of the future development of societies, which postulate a transition from the "employment society" to an "activity society" (U. Beck, G. Mutz) this idea is of central importance.

(3) The governing rules on the promotion on gainful employment are just in contrast to this. In the case of unemployment, benefits are stopped if volunteering (as well as gainful employment) takes up more than 15 hours per week. The official reason for this being that it is doubtful that the respective person is really available for the labour market under such circumstances.

Taking all these aspects into account, it is interesting to see the extent of volunteering among the unemployed.[26] The results of the study in this respect are as follows:

26 The study is based on the following data in this respect:
Of the 14,922 respondents 857 state that they are registered as unemployed at the time of the interview. The analysis then centres on these aged 25 to 59 years, as most unemployed belong to this age group (751 respondents). In addition, a comparison with non-unemployed people is the most feasible in this age group. The respective reference group is all aged 25 to 59 years. Among them 72% are gainfully employed, 6% are unemployed, 12% are housewives, 3% are in education or training and 3% are senior citizens. It has to be noted in such a comparison that 21% of the overall age group live in the eastern Laender (including Berlin West), while 51% of the unemployed live there.

- 22% of unemployed persons are volunteers, i.e. they participate actively in a group, a club, a society or an Organisation and have assumed voluntary tasks and duties. The proportion of volunteers is thus considerably lower than in the reference group of all those aged 25 to 59 years, where it amounts to 37%.

Figure 10 shows the main reason for this. Unemployed participate in all areas of potential involvement less than others, i.e. they participate less in groups. clubs, societies and organisations.

However, if they participate, they do not volunteer less than others. The sub-group of those participating actively, who also volunteer, on average accounts for one third of all people, across all fields of activity. This applies to both employed and unemployed.

And if unemployed are active as volunteers, they volunteer slightly more in comparison to others.

- *The proportion* of *those involved in multiple activities* accounts for 39 % in the overall group and 40% in the sub-group of those unemployed.

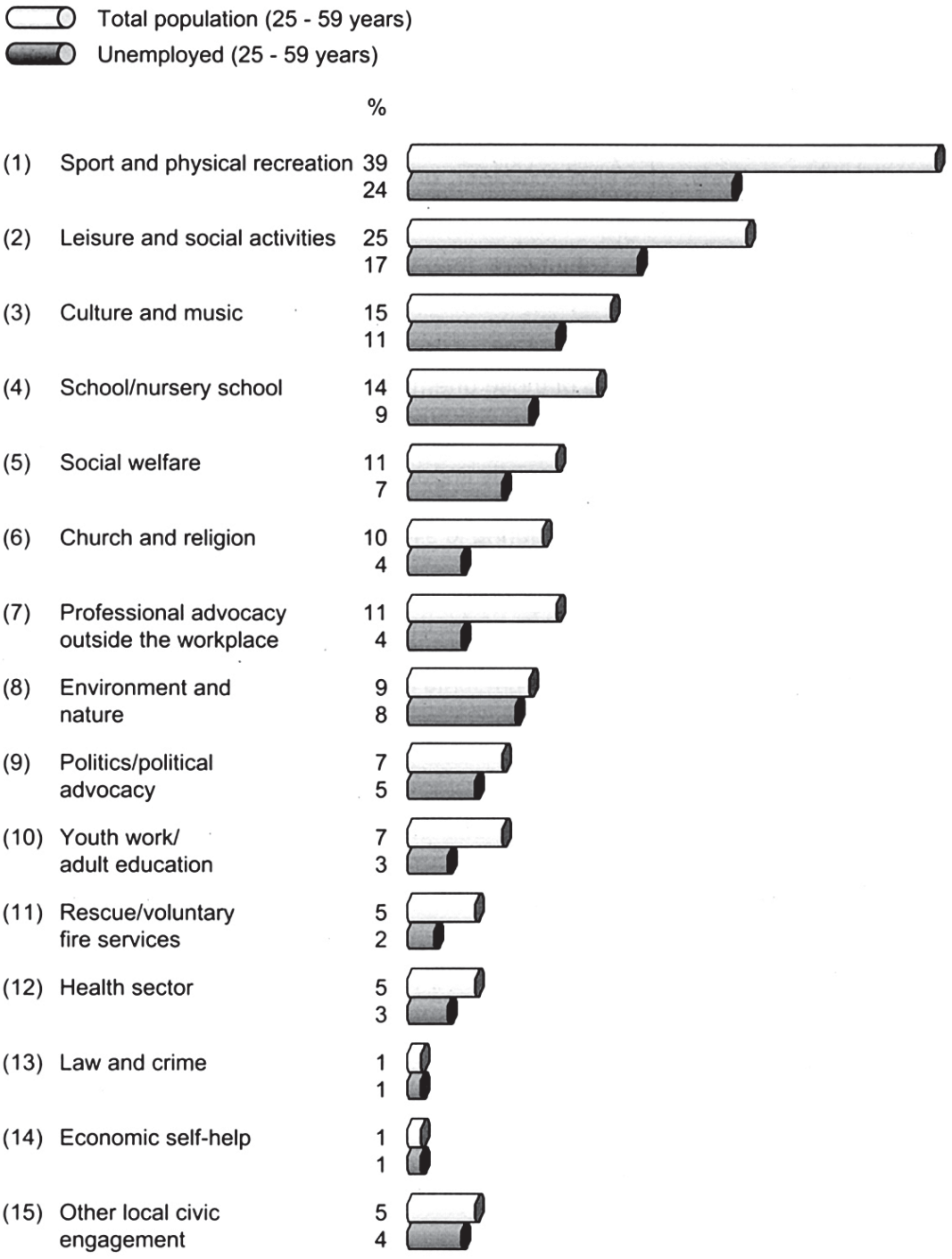
- 78% of the total group and 85% of those unemployed state that the voluntary activity is personally important or even especially important to them.

- The amount of time spent on volunteering is slightly higher with the unemployed that with the total group.

- 31% of people in the overall group state their willingness even to extend their voluntary activities and to "assume additional tasks, if something interesting occurs“, while with the unemployed this figure amounts to 56%.

Figure 10:

Unemployed: Active involvement in various areas of society



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The results of the study thus confirm both initial hypotheses. The social conditions of volunteering cause the unemployed to be "underrepresented" among volunteers. On the other hand, it is also true that volunteering offers an important potential sphere of activity for unemployed persons, who are also well prepared to volunteer. The problem is one stage earlier: irrespective of their volunteering, unemployed participate less in all areas. which are about active participation in groups, clubs, societies and organisations. Any considerations relating to increased involvement of unemployed must take this as their starting point.

The study was able to depict the temporal profile of volunteering only to a limited extent. However, those who were unemployed and volunteered were asked some additional questions regarding the "course" of their volunteering in connection with their unemployment.

First of all, it must be noted that almost one in every two of this sub-group have been unemployed for more than one year.[27] *The majority of them had already volunteered before becoming unemployed. However, one in four started volunteering only after having lost his/her job. And, of those who had already volunteered before, one of four expanded his/her involvement even further after becoming unemployed.*

This may serve as a kind of background information with regard *to the labour market question, whether the entitlement for unemployment benefit is compatible with volunteering for 15 hours per week or more, even if it does not allow for a final conclusion. Nevertheless, the data allow for a quantitative delimitation of the problem. 10% of unemployed who volunteer state that they spend more than 15 hours per week volunteering. Projecting this figure shows that this problem affects about 60,000 to 80,000 people,*

There are, however, many gainfully employed, *who spend as many hours volunteering. According to survey results they amount in total to approximately 400,000 people. In these cases their volunteering obviously does not question their "availability for the labour market".*

Such a general assumption is therefore also not justified for unemployed people. Rather it seems to be discriminating, counteracting any action to promote opportunities for volunteering among the unemployed.

27 These statements are based an 189 unemployed interviewed, who volunteer.

4. Diversity of volunteering

"Volunteering" is a collective term for an extremely wide range of activities. This fact must be stressed, especially in a study report the objective of which is to provide an overall view of the entire range of activities. The objective of Chapter 4 is to describe the essential elements of such heterogeneity. The following Chapter 5 ("What volunteers actually do") may likewise be interpreted under this aspect.

4.1 Organisational framework for activities

This study describes voluntary involvement from the viewpoint of individuals, not that of organisations. In this approach organisational framework conditions can only be recorded to a certain extent and relatively vaguely.[28] *The limited information provided by the survey on this subject nonetheless shows the structural heterogeneity in the area of volunteering.*

For each activity described the Interviewer enquired as to the organisational framework in which it is performed. A list of 10 possible answers was provided. The results are detailed in Figure 11.

The most frequent organisational framework in which volunteering takes place is a *club* or *society* (43%). At the other end of the spectrum, with the least significance as regards quantity, are *trade unions (2%), self-help groups* (2%) and *private institutions or foundations (2%).* In Figure 11 *self-help groups, initiatives/projects* and *other self-organised groups* present the organisational form of the "self-organised group".

The quantitative significance of each form of organisation varies significantly from one area to the next. In addition to the total proportion of the particular form of organisation, the areas in which the form of organisation is of particular importance are also stated.

- The *club* or *society* is the predominant organisational form in the area of *sport and physical recreation* (90%) and in the other leisure-oriented areas (approx. 60%).

- *Associations,* in so far as they are perceived by the members involved as an organisational framework, only account for a total ratio of 7%, in some areas however significantly more, with the highest proportion being in the area of *professional acvocacy* (27%), where *trade unions* are also of significance as an organisational framework for volunteering (38%).

- *Parties* only account for a ratio of 4%, as they do not play any major role outside the area of *politics/political advocacy.*

28 This is a fundamental difficulty in the method. Nevertheless, we recommend that the organisational framework of the activity should be dealt with in more detail, if the *Survey on Volunteenng* is repeated at a later date.

- This situation is different in the Gase of *churches and religious associations.* Apart from the area *church and religion* they are also of significance in other areas as an organisational framework of volunteering, especially in *youth work outside schools/education* and *social welfare.* The overall ratio is 14%.

- The situation is similar for *self-organised structural forms* (self-help groups, initiatives, projects i.a.). They have gained importance as an organisational framework for volunteering in a whole range of areas. The highest proportions are found in the areas *school/nursery school* (33%) and *other local civic activities* (40%). The overall proportion is 13%.

- *State-run or municipal institutions* have a similarly high overall ratio at 11% and are also of importance as an organisational framework for volunteering, but mainly in other areas.

If we consider the organisational framework conditions from the aspect of the individual areas of activity, the conditions are very different:

There are areas of involvement with a clearly prevalent organisational form. On the other hand, areas exist with very heterogeneous organisational structures. The latter includes *social welfare,* the *health sector, schools and nursery schools, youth work outside schools and adult education* and *other local civic activities.*

Figure 11:

Organisational framework of volunteering

Organisational form	Overall ratio	Important especially in the areas of...	Ratio here
Club/society	43%	Sport	90%
		Culture and music	61%
		Leisure and social activities	60%
Association	7%	Professional advocacy	27%
		Health sector	23%
		Youth work/adult education	18%
		Rescue/fire services	18%
Trade union	2%	Professional advocacy	38%
		Politics	4%
Party	4%	Politics	63%
		Law and crime	7%
Church/relig. association	14%	Church and religion	89%
		Youth work/adult education	19%
		Social welfare	15%
		Health	11%
		Leisure and social activities	11 %
Self-help group, initiative, group	13%	Other local civic	40%
		School/nursery school	33%
		Social welfare	22%
		Health	19%
		Environment/nature/animal welfare	18%
		Culture and music	18%
		Leisure and social activities	16%
State-run or municipal institution	11 %	Law and crime	55%
		Rescue services	39%
		School/nursery school	37%
		Youth work/adult education	20%
		Politics	20%

4.2 Formal functions and informal involvement

In addition to the organisational framework in which activities are performed. the activity is characterised by the formal framework. This indicates whether the aim of the activity is a formal function within the relevant group or organisation and whether tasks, rights, obligations, selection procedures for occupying the position and time restrictions are specifically defined. A typical example is a board function, which is regulated by statutes or rules of procedure, where in certain instances even legal provisions, such as laws governing registered clubs and societies, must be observed.

In our study two questions in particular permitted an initial assessment of the formal framework of the activity exercised. The first question was whether this activity was an *"elected office"* and secondly whether this was a *"committee or board function".*

Both features are applicable for just over one third of all activities performed in the field of volunteering. 39% are elected offices and 36% are characterised by the interviewees as management functions. Both aspects are frequently — but not always — inter-related. For around one in two activities neither one nor the other form of formalised job description applies. Half of all voluntary activities are thus forms of informal involvement.

The proportion of formal functions varies in the numerous areas of involvement. The ratio of committee and board functions in all volunteering activities is in most areas around 30% to 40%. The proportion of activities to which people are elected *varies between 21% and 65% depending an the area of involvement. Figure 12 shows a review of all areas with these two features.*

The area of politics/political advocacy *displays the highest degree of formalisation of responsibilities. In two of three cases of volunteering in this area we talk about an elected office. and in approximately 50% of cases the activity is linked to a committee or board function.*

At the other end of the spectrum is the area environmental protection, nature conservation and animal welfare. *Only one in five of volunteers in this area exercise an elected office, and even fewer people exercise a committee or board function. This area is thus more characterised by people being a type of "activist", i.e. by people performing voluntary work or being involved in actions, but not being bound by formal responsibilities. Even though it is not that clearly defined. structures in the* social welfare *area and in the* health sector *are similar.*

In areas where volunteering is also a form of democratic lobbying, the activity is legitimised more than in other areas by *elected offices.* In addition to political advocacy this also applies to those areas of *professional advocacy* and also involvement in the area of *school or nursery school.*

Figure 12:

Formal functions in volunteering

Area	Elected office	Committee or board function
	%	%
Politics	65	49
School/nursery school	62	36
Professional advocacy	61	38
Local civic activity	45	42
Law and crime	42	9
Leisure and social activities	41	38
Sport and physical recreation	37	37
Culture and music	33	42
Church and religion	32	31
Youth work and adult education	30	43
Rescue/fire services	24	35
Social welfare	24	29
Health sector	23	32
Environment/nature/animal welfare	21	16
Total	39	36

Finally, there are also areas of involvement where the proportion of people in committee or board functions is higher than the proportion of those *elected* to their function. This holds true for *culture and music, youth work outside schools and adult education, rescue and voluntary fire services,* to a lesser extent also for *social welfare* and the *health sector.* These are clearly guiding and leadership functions in groups, into which a person develops as a result of involvement and authority or for which he/she is designated within the Organisation.

4.3 Typical activities in the various areas of volunteering

The 14 areas of possible involvement used within this survey as a structural framework roughly designate the subject of the particular area of involvement. The subject *of involvement is generally not secondary, but rather the actual motive and the reason why the person concerned accepts voluntary tasks and duties. People must have an interest in order to become involved.*

We asked the respondents in the course of the interview to describe briefly what they actually do. The activities mentioned generally contain a key term relating to the content and a reference to the type of task or function performed. 7,500 of such activity references were recorded in the survey. A selection appears in Figure 13. The selection was made in such a way as to ensure that the particular spectrum of activities is illustrated. In addition to the typical, frequently mentioned activities, more marginal or unusual activities are also recorded, as they also form part of the overall picture.

The list is categorised according to the areas of involvement. It is obvious that similar activities may occur in different areas. We were concerned in this instance not with achieving a clear-cut system, but rather essentially with the allocation of an area, which the respondents themselves stated.

For each field of activity a "structural profile" is stated in addition to the specific activities. This profile relates to the organisational framework (cf. Chapter 4.1) and formal functions (cf. Chapter 4.2).

Figure 13:

(1) Sport and physical recreation

Examples of stated activities

- Football club – managers and coaches
- Tennis club – 2nd board member for youth work
- Coach – ladies' football
- Sports club; club management – organisation, events
- Ice sports group – planning and management of a group
- Gymnastics club – cashier
- Gymnastics – instructor
- Riding – groom, cleaning stables
- Boating club – secretary
- Football – organiser
- Basketball – taking care of sports centre
- Dance club: youth director
- Examiner for German Sports Badge
- Sports club – organisation of competitions
- Football – coach
- Handicapped persons: swimming exercises for rehabilitation purposes, aqua gymnastics
- Senior citizens: gymnastics
- Square dancing – President
- Sports club – honorary board member
- Children's sports – instructor
- Head of section for volleyball – women
- Athletics club – stand duties at tournaments
- Sports club – assisting at events
- Skiing – sports director, assistant regional sports manager

Structural profile

This area
Average of all areas

Organisational framework	%	
• Club/society/association	94	
	50	
• Self-organised group	3	
	7	
Function exercised		
• Committee/board function	37	
	36	
• Elected office	37	
	39	

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Figure 13:

(2) Leisure and social activities

Examples of stated activities

- Garden club – cashier
- Senior citizens' club – organisation and administration
- Bowling – cashier
- 'Reichsbund' – tour organisation
- Angling and fishing club – secretary
- Rifle club – board
- Senior citizens' club – treasurer
- Angling club – youth coach
- Community events – usher at special events
- Rifle club – organisation, theatre group
- Bowling – organisation
- Rifle club – board
- 'Reichsbund' – board
- Students' fraternity– vice chairperson
- Help for handicapped persons – leisure organisation
- Youth club – youth work, projects, events
- German Marine Association – archivist
- Lions Club – President
- Voluntary meetings – organisation, catering
- Carnival company – organisation
- Automobile Club – organisation
- Regional Association of Lower Saxony – secretary

Structural profile

This area
Average of all areas

Organisational framework	%	
• Club/society	60 43	
• Self-organised group	14 7	
Function exercised		
• Committee/board function	38 36	
• Elected office	41 39	

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Figure 13:

(3) Culture and music

Examples of stated activities

- Cultural facilities – scheduling
- Men's choir – board
- Festival committee – selling, processions
- Cultural club – treasurer
- House music – group manager
- Theatre group – costumes
- Woodwind orchestra – coach for young players
- Choir – organist, choir-master
- Friends of children's theatre group – organisation
- Cultural office – member of board
- Young media – media youth work
- Students' group – filming
- Technology club – auditor
- Group for the preservation of local culture – chairing of meetings
- Children's choir-master/mistress
- Band – secretary
- Choir – treasurer
- Per Pedes – guide
- Art forum – 2nd chairperson
- Museum for art and crafts – temporary assistant
- Library – events organiser
- Church congregation – choir-master
- Local cultural association – researcher into local history

Structural profile

This area
Average of all areas

Organisational framework	%	
• Club/society	61 43	
• Self-organised group; initiative/project	16 11	
Function exercised		
• Committee/board function	42 36	
• Elected office	33 39	

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Figure 13:

(4) School / nursery school

Examples of stated activities

- Parents representative – organisation
- Parents advisory committee – parents' spokesperson
- School club – chairperson
- School – chairperson of assisting group
- Parents representation – organisation of walking trips
- Parents' conference – class representatives
- Supporting group – organisational tasks
- Canteen – attendant
- School – tasks in school committee
- Parents' work – event organisation
- Comprehensive craft school – instruction in use of tools
- Nursery school supporting group – board
- School for handicapped children – childcare
- Students' representation – helping students, consulting with teachers
- Grammar school – school parents' representation
- Nursery school – events, organisation of parties
- Nursery school – children's church service
- Children's group – supervision and catering
- Children's school – music with children
- Day nursery – parents advisory committee

Structural profile

This area
Average of all areas

Organisational framework	%	
• State-run/municipal institution	37 11	
• Self-organised group; initiative/project	26 11	
Function exercised		
• Committee/board function	36 36	
• Elected office	62 39	

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Figure 13:

(5) Social welfare

Examples of stated activities

- Red Cross – providing care
- Welfare centre – finances
- Self-help group for divorced and single parents
- Red Cross – regional manager of emergency services
- Community services – care of senior citizens
- Solidarity group – neighbourhood support
- German Red Cross – board
- Organisation of neighbourhood support – visiting service
- Senior citizens' group – providing care
- Advisory committee at district authority – counselling
- Care of mentally ill patients – activities
- Unemployed group – chairperson
- Workers' welfare association – help for handicapped
- Solidarity group – organisation
- Children's farm association – chairperson of group
- Tenants' association – board
- St. John's Ambulance Brigade – minding of handicapped children
- Hospice – care of terminally ill
- Crisis intervention and emergency pastoral care
- AIDS help – care of patients
- Retirement home – errands
- Handicapped association – assistant
- Collection of donations
- Volunteers' forum – administrative and support services

Structural profile

This area
Average of all areas

Organisational framework	%	
• Club/society/association	44 50	
• Self-help group; initiative/project	13 6	
Function exercised		
• Committee/board function	29 36	
• Elected office	24 39	

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Figure 13:

(6) Church and religion

Examples of stated activities

- Church – teacher of confirmation class
- Church committee – financial committee
- Retired minister – services
- Church executive committee – board member
- Youth work – assistant
- Church – cleaning services, visiting services
- Resurrection Congregation – youth group leader
- Welfare and social work group of the Protestant church – organisation, events
- Church congregation – miscellaneous work
- Synod – building committee
- Women's group – discussion groups
- Congregation – assistant to full-time employees
- Church – education, Bread for the World
- Church – childcare
- Action Atonement – peace services – donations
- Church music – secretary
- Church advisory committee – general
- Organisation of family services
- Free Church – creative work with children
- Buddhism group – discussion groups
- Church – Christmas bazaar
- Office work – miscellaneous tasks
- Jehovah's Witnesses – care of the sick
- Free Methodist congregation – children and youth work

Structural profile

This area
Average of all areas

Organisational framework	%	
• Church/religious association	89 14	
• Club/society	4 43	
Function exercised		
• Committee/board function	31 36	
• Elected office	32 39	

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Figure 13:

(7) Professional advocacy

Examples of stated activities

- Trade union – steward
- Principals' association – treasurer
- Wholesale and foreign trade association – auditor
- German Postal Union – wage tax officer
- Construction Union – forestry group
- Architects' Chamber – information officer
- Church Ministers Association – organisation
- Metalworkers' Union – pensioners' representative
- Trade union – Hamburg Women's Committee
- Women's Round Table –overcoming discrimination against women
- Chamber of Industry & Commerce – examiner
- School – teachers' representative
- Cemetery Administrative Association – board
- Agricultural Chamber – assessor on examination committee
- Thuringian Sheep-Breeders' Club – board
- Youth and trainee representation committee
- Trade union – women's representative
- Journeyman's association – 2nd chairperson
- Students' association – board member
- Chamber of Trade – committee
- TGWU – steward
- Water and Land Association – committee member
- Umbrella organisation for home economics – assessor

Structural profile

This area

Average of all areas

Organisational framework	%	
• Trade union	38	
	2	
• Association	27	
	7	
Function exercised		
• Committee/board function	38	
	36	
• Elected office	61	
	39	

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Figure 13:

(8) Environmental protection, nature conservation and animal welfare

Examples of stated activities

- Gardeners' association – care of trees
- Regional hunting club – tending of small game
- Nature conservation centre – guided visits
- Cats' home – feeding and care
- BUND – mapping of plants, etc.
- Animal welfare centre
- Cats home – castration of wild cats/finding new homes
- Green Team – waste prevention
- Fishery nature conservation – bank reinforcements
- Energy policy – chairing a working group
- Beekeepers' association – environmentally friendly practices
- Animal rescue services – practical tasks
- Greenpeace – PR work
- Nature conservation assistants – tagging of birds etc.
- Countryside Care Group – board member
- BUND – nature conservation
- Environmental committee – education work
- Environmental organisation – care of green spaces
- Wine-growers' organisation – inspection
- BUND – editorial team
- Environmental protection – lectures
- Volunteer work – waste collection in forests, meadows, etc.
- BUND – collecting of toads
- Greenpeace – advertising campaign

Structural profile

This area

Average of all areas

Organisational framework	%	
• Club/society	58 43	
• Self-organised group; initiative/project	18 11	
Function exercised		
• Committee/board function	16 36	
• Elected office	21 39	

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Figure 13:

(9) Politics / political advocacy

Examples of stated activities

- Local authority – district council
- Party – board member
- SPD – youth group
- Party – municipal work
- Town council – serving all citizens
- Human rights aid – care work
- School and cultural committee
- Electors' association – urban preservation
- Social-Democratic Women's Working Group – meetings
- CDU – director in municipal association
- afb – involved in youth work and environmental policy
- World Peace Service – organisation
- Town social committee – consultative member
- Elections – assistant
- Regional election office – reporting during elections
- Interest group – counteracting political decisions
- Municipal representation – honorary mayor
- Amnesty International – organisation
- Foreign citizens' committee – chairperson
- CDU economic committee – commission member
- SPD local group – cashier
- Local authority representation – financial auditor
- Bündnis 90/Greens – political advisory board
- ASTA students' body – information work

Structural profile

This area
Average of all areas

	%	
Organisational framework		
• Party	63 4	
• State-run/municipal institution	20 11	
Function exercised		
• Committee/board function	50 36	
• Elected office	65 39	

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Figure 13:

(10) Youth work outside schools, adult education

Examples of stated activities

- Red Cross – training of young people
- Scouts – assistant
- Youth centre – chairperson
- Courses for youth work – conducting courses
- Young St. John's Group – youth group leader
- Church youth group – assistant
- Girls' group – problem discussion group
- Youth work – dance groups
- Youth club – administrative work in café
- Youth fire services – youth leader
- Youth group – meeting with children, fun and games
- Catholic church – assistant to youth group
- Guild – additional tuition for trainees
- Aiesec – international exchange programme for trainees
- Youth Red Cross – youth assistant
- Children's play group – leader
- Playgroup – cashier
- Church – adult education
- School – students' publication
- Examination committee of Chamber of Trade
- Youth welfare committee

Structural profile

This area
Average of all areas

Organisational framework	%	
• Club/society	28 43	
• State-run/municipal institution	20 11	
Function exercised		
• Committee/board function	43 36	
• Elected office	30 39	

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Figure 13:

(11) Rescue/voluntary fire services

Examples of stated activities

- Voluntary fire services – fire-fighting service
- Voluntary fire services – firewoman
- Voluntary fire services – training
- Voluntary fire services – driver, machine operator
- Voluntary fire services – commanding officer
- Voluntary fire services – fire-fighting
- Fire prevention – checks
- Fire services – diverse tasks
- Fire services – youth assistant
- DLRG – life-saving
- Maritime rescue services – co-ordination
- Disaster prevention services – trainer
- Red Cross rescue dogs brigade – searching for missing persons
- First-aid attendant – emergency services at events
- St. John's Ambulance Brigade – counselling work
- Red Cross – training for immediate life-saving action
- Red Cross – rescue services
- Red Cross – chairperson of regional association
- St. John's Ambulance Brigade – medical duties
- Life-guards – life-saving

Structural profile

This area
Average of all areas

Organisational framework	%	
• State-run/municipal institution	39 11	
• Club/society	34 43	
Function exercised		
• Committee/board function	35 36	
• Elected office	24 39	

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Figure 13:

(12) Health sector

Examples of stated activities

- Handicapped association – care worker
- Solidarity group – caring for the sick
- Care services – assistant
- Self-help group – organising of meetings
- Hospice – caring for terminally ill
- Red Cross – training
- Osteoporosis counselling service – consultations
- Red Cross – health assistant
- Fitness sport – training instructor
- Representative of medical professions – elected member
- Hospital – addiction counselling
- Association for mentally ill – board
- Self-help group – care of elderly, preparation of meals
- Working group "Family care for family members" – chairing
- Red Cross – first aid
- Psychotherapeutic self-help group – dance therapy
- Alcohol-related problems – addiction counselling
- Church – visits to clinics
- German Cancer Aid group – assistant
- Glaucoma – information service
- Society for Multiple Sclerosis – organisation
- Mental illnesses – group leader

Structural profile

This area

Average of all areas

Organisational framework	%	
• Club/society/association	50	
	50	
• Self-help group	12	
	2	
Function exercised		
• Committee/board function	32	
	36	
• Elected office	23	
	39	

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Figure 13:

(13) Law and crime

Examples of stated activities

- Criminal jurisdiction – youth juror
- Court for social affairs – juror
- Psychological counselling for prisoners
- Security partnership, control service in neighbourhood
- Labour court – honorary judge
- Prisoners' welfare service – solution finding
- Arbitrator for municipal authorities – arbitration
- Youth jury – member
- Debt assistance group
- Help for prisoners – with bureaucracy i.a.
- Foreign Citizens' law – counselling
- Court – guardian
- Administrative court – juror
- Court – honorary judge
- Youth court – juror

Structural profile

This area
Average of all areas

Organisational framework	%	
• State-run/municipal institution	55 11	
• Club/society	15 43	
Function exercised		
• Committee/board function	9 36	
• Elected office	42 39	

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Figure 13:

(15) Other local civic activities

Examples of stated activities

- Tenants' action group – guaranteeing safety
- Local tourist association – assistant
- Association for the Preservation of Steam Locomotives in the Lausitz region
- Local residents' association – representing local interests
- Citizens' action group for the creation of a new school
- Street-worker project – organisation
- Municipality – caring for senior citizens
- Citizens' action group against a new industrial zone
- Citizens' group – village fairs, school fairs
- Consumer advice centre – board
- Special events committee – posters, drinks
- Village community – embellishment of village
- Forestry association – attendant
- Agenda 21 – organisation
- District group – practical work
- Residential community – member of advisory committee
- Reallocation of farmland – soil sampling
- Flat-owners' committee – chairperson of advisory committee
- Traffic warden – contact with schools
- 'Tower Initiative' – treasurer
- Action group against aircraft noise – PR work
- Urban marketing association – secretary

Structural profile

This area

Average of all areas

Organisational framework	%	
• Club/society	37 43	
• Self-organised group; initiative/project	35 11	
Function exercised		
• Committee/board function	42 36	
• Elected office	45 39	

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5. What volunteers actually do: Requirements and time devoted to activity

5.1 Time devoted to voluntary activity

Volunteering is time-consuming. However, how much time is spent and the kind of time devoted differs significantly for the specific activities and the individual volunteers – which is yet another facet of volunteering.

The following presents a picture first of the time spent according to the various activities and then according to the level of the individual, who may volunteer for more than one activity.

Figure 14 shows what kind of data and details were asked for in the interviews as regards the time spent an volunteering.

The first point to be noted is that for the vast majority of those volunteering their involvement entails regular activities and time commitment. Only 29% of those interviewed state that this is not the case with their volunteering.

In most cases it was also possible to state the time of day the activity was mostly performed: most frequently in the evening (40%), quite frequently also at weekends (32%), less frequently in the afternoon (32%), and even less frequently in the mornings an working days (9%).

Roughly one in four volunteers have to devote time to the activity more than once a week. On the other hand, there are just as many people, who spend extra time relatively rarely, i.e. once a month (15%) or even less frequently (13%).

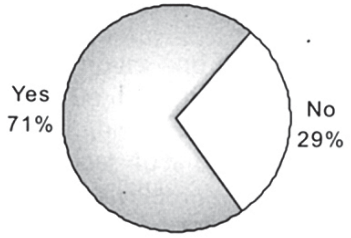
The picture is just as varied in estimating the hours spent per month. The range extends from just one hour per month (5% of the activities) to 50 hours and more per month (4% of activities). One quarter of those volunteering spend less than 5 hours per month, by contrast there are those with a "high level of involvement", who spend 20 hours and more per month. Taking all activities together, an average 14.5 hours are spent per month per activity, including those activities that take place only rarely or require a minor time commitment.

Figure 15 shows the range of hours spent as regards the individual areas of activities. The areas are listed according to the average hours spent per month an them. The *health sector* ranks first with 23.5 hours spent per month, ranking last are *law and crime* with 7.8 hours.

Figure 14:

Time devoted to volunteering

A Does your volunteering require **regular attendance** and time commitment?



B **Main time of day**[1)]

	%
in the morning (working day)	9
in the afternoon (working day)	24
in the evening/at night	40
at weekends	32
other times	5

C **How frequently?**

	%
every day	3
several times a week	23
once a week	21
several times a month	24
once a month	15
less frequently	13

D **Hours per month**[2)]

	%
1 hour	5
2 to less than 5 hours	19
5 to less than 10 hours	22
10 to less than 20 hours	24
20 to less than 30 hours	13
30 to less than 50 hours	7
50 hours and more	4

1) Multiple responses possible. "No fixed time" 19%
2) No response 6%

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Figure15:
Voluntary activities according to areas of involvement:
Hours spent per month

	Hours an average	People spending 20 hrs. and more (in %)	People spending less than 5 hours (in %)
Health sector	23.5	38	13
Social welfare	20.0	32	13
Rescue/fire services	18.7	33	18
Environment and nature	18.3	28	16
Youth work/adult education	17.5	32	18
Sport and physical recreation	16.0	31	16
Local civic engagement	15.6	27	31
Politics	14.7	22	21
Culture and music	14.6	26	21
Leisure and social activities	12.9	21	28
Church and religion	11.8	16	24
Professional advocacy	11.6	20	40
School/nursery school	8.8	12	43
Law and crime	7.8	9	43
Total	14.5	24	24

In the upper group of areas there is constantly a relatively large number of highly involved people, approximately one third, who devote a considerable amount of time to their voluntary activities (20 hours and more per month). The number of those participating more at the margins, spending less than 5 hours per month, amounts to less than 20%. Among the most time-intensive areas are the *health sector* and the *social welfare* area, *rescue/fire services, environmental protection, nature conservation and animal welfare, youth work outside schools and adult education* and *sport.*

The areas of involvement requiring least time are characterised by the fact that in almost one out of two activities very little time is to be spent, mostly infrequently. The number of those very active spending a considerable amount of time is only 10% to 20%. The areas requiring little time include *professional advocacy, school/nursery school* and *law and crime.*

The other areas are in between. Here those spending much time und those devoting time to a limited extent infrequently are almost 50/50.

There is, however, a significant number of volunteers volunteering in more than one activity. Their time spent accumulates accordingly. Figure 16 shows some of the relevant figures.

The first activity of those volunteers involved in more than one activity on average takes up more of their time than the sole activity of those volunteering only in one activity.

Heavily involved from a time aspect are those who invest 6 hours and more per week, i.e. 25 hours and more per month. In total this holds true for one in every three volunteers. Among those volunteering only in one activity this core group of highly involved people as regards time spent comprises 25%, almost 40% of those with two activities and even almost 60% of those with three and more activities.

Figure 16:
Total time spent by volunteers on their activities

	Volunteers total		of them with	
		1	2	3
		activity	activities	activities
Size of sub-group	100	63%	23%	14%
Time spent per month on first, most time-intensive activity, in hours	18.1	16.6	19.1	22.8
Total time spent	%	%	%	%
Not stated, as no regular activity	10	13	6	3
Up to 5 hrs per week	57	62	55	36
6 hours per week and more	33	25	39	61
Total	100	100	100	100

5.2 Tasks and requirements of volunteering

Despite all its variety, the range of activities carried out by volunteers can nevertheless be categorised in order to describe the tasks and requirements involved.

Figure 17 shows what volunteers state to be the main task of their volunteering. The interview comprised a categorisation; multiple responses were possible. The chart gives the percentage of volunteers for whom the respective item represents a major task of their involvement. The first figure (dark bar) gives the average for all areas of involvement, the second figure gives the maximum percentage for this item in one of the 14 areas.

Most frequently volunteering is concerned with *organising and conducting meetings and events.* This task is stated by almost half of the volunteers; in the *health sector* it is even two out of three volunteers. This is followed by *practical work that needs to be done.* One out of three volunteers states this item as the major task, in some areas even significantly more *(environmental protection, nature conservation and animal welfare:* 58%)

In other areas *providing personal care* represents the major task. These areas are the *health sector* where 67% of volunteers state providing personal care to be their major task, the *social welfare* area (55%) and *rescue and fire services* (52%). As providing personal care is only of marginal importance in some of the other areas, on average only one in four volunteers state it as the major task.

Just as frequently the major task is *information and PR work* and *lobbying and advocacy.* They represent the major task in *politics and professional advocacy. Pedagogical support* or *supervision of a group* is stated by one in four volunteers as the major task, most frequently in the area *youth work outside schools and adult education* (46%).

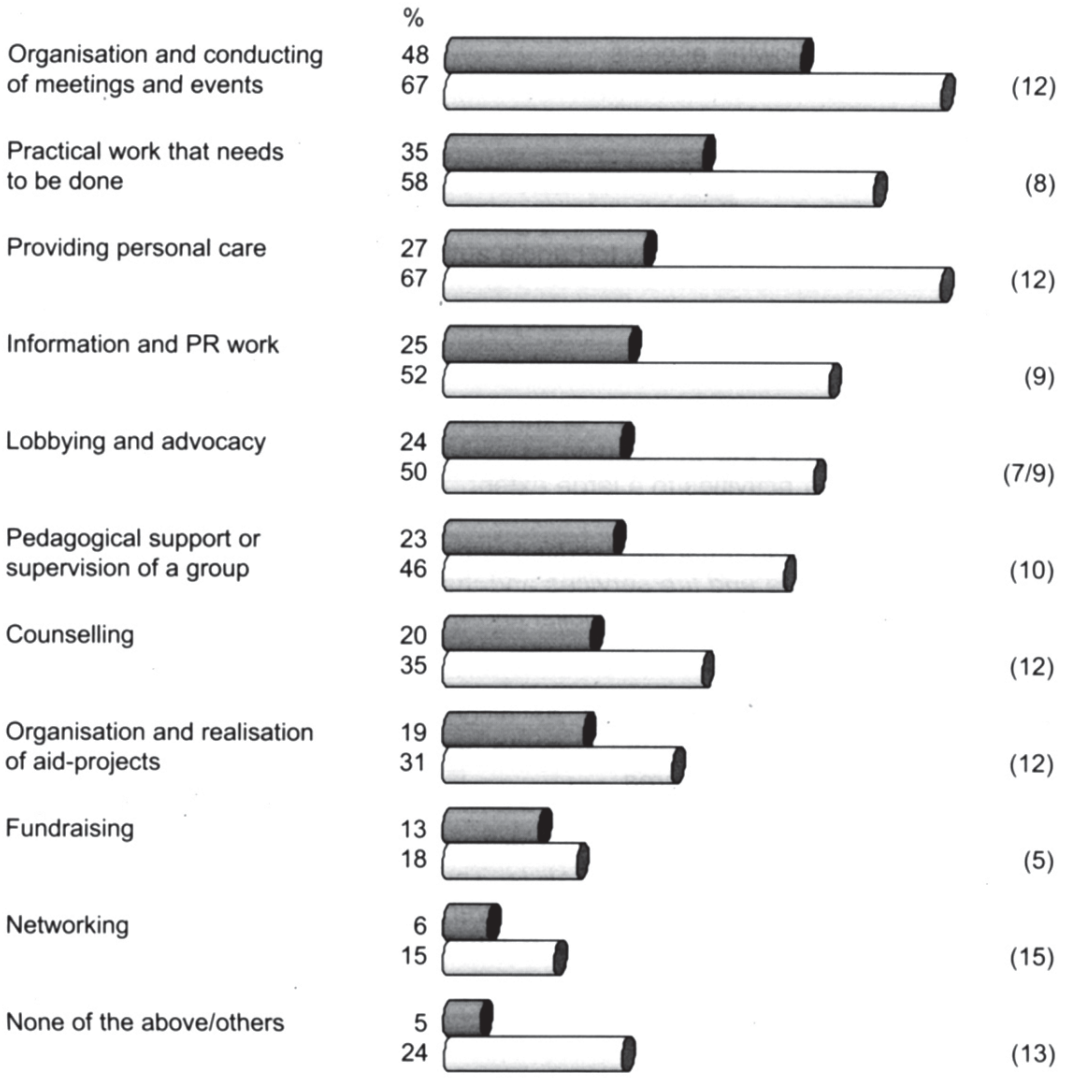
Other important tasks for volunteering are *counselling* (20%) or the *organisation and realisation of aid-projects* (19%). A minority of volunteers also states *fundraising* or *networking* as the major task.

This range of possible tasks obviously covers quite well the work undertaken by volunteers. Only 5% of volunteers state that none of these tasks describe their work properly. This applies above all to volunteers in the area of *law and crime* in which volunteering, e.g. in the form of acting as a lay judge, is of a different nature than in the other areas.

Figure 17:

Volunteering: Tasks

Percentage of volunteers stating the respective item as the major task of their activity (multiple responses possible)
dark bar: average over all areas
light bar: area with the highest specific value (in round brackets number of area)



***(1)** Sport and physical recreation, **(2)** Leisure and social activities, **(3)** Culture and music, **(4)** School/nursery school, **(5)** Social welfare, **(6)** Church and religion, **(7)** Professional advocacy, **(8)** Environmental protection, nature conservation and animal welfare, **(9)** Politics/political advocacy, **(10)** Youth work outside schools/adult education, **(11)** Rescue/voluntary fire services, **(12)** Health sector, **(13)** Law and crime, **(15)** Other local civic engagement*

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Volunteering and the tasks connected with it present high demands an those undertaking it. Ranking first is the requirement of good *inter-personal skills* (high ranking demand for 69% of volunteers), followed by a *high level of dedication* (54%). However, many volunteers also state *organisational skills* (40%), along with *ability to work under stress* (36%), *specialist knowledge* (30%), *leadership skills* (24%) or *being able to handle authorities well* (23%). One in five also state that *selflessness* is required to a high extent.

All these points can be summed up in three categories. We established index values for them, comprising the following aspects:

- *Ability to work under stress:* this comprises a high level of dedication, ability to work under stress and selflessness.

- *Social competences:* this comprises organisational skills, leadership skills, good inter-personal skills and the ability to handle authorities well.

- *Specialist knowledge:* this comprises only specialist knowledge (cf. chapter 5.3 for further aspects).

Figure 19 shows the "demand profile" of the different areas of involvement for these three categories. It gives the percentage of volunteers who state that the respective demand applies to their activities to a large extent.29

Areas with the highest *load regarding working under stress,* according to the volunteers' estimation, are the *rescue and fire services* and the *health sector.* In both areas there is also a high demand with regard to *specialist knowledge* and above average demand for *social skills.*

Social skills in the above mentioned definition are required mostly in the area *politics/political advocacy,* and – apart from the health sector – in *youth work and adult education* and the *social welfare area.*

The other areas of involvement are similar with regard to the demands regarding the *ability to work under stress* and *social skills.* Thus demands are to a certain extent independent of the task to be fulfilled. However, with regard to the third category, *specialist knowledge,* the areas differ to a larger extent. The following section will describe this more in detail.

29 Average value of those items, which are taken into account with the respective index.

Figure 18:

Volunteering: Demands to be faced by volunteers

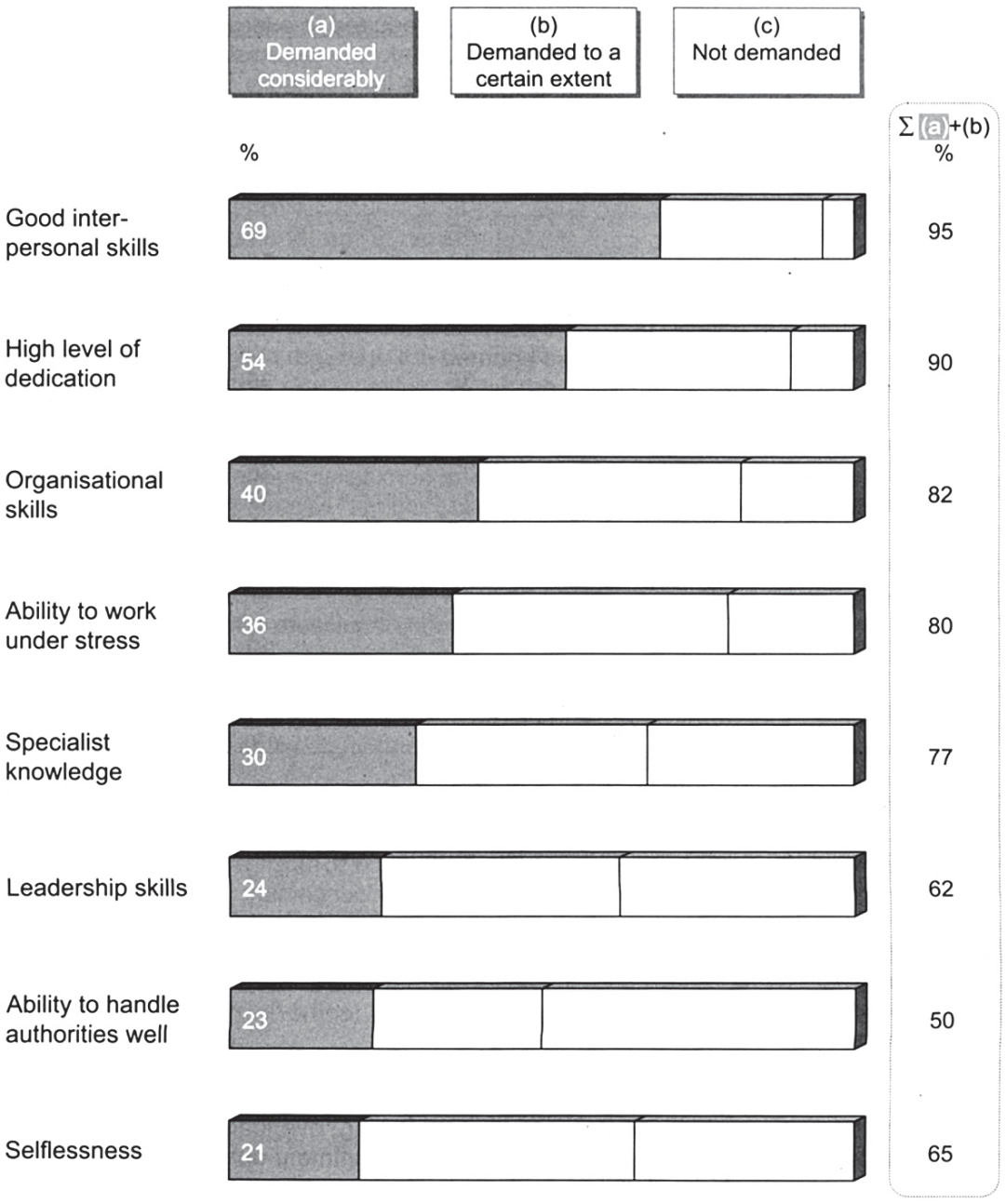

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Figure 19:

Demand profile according to area of involvement:
Ability to work under stress, social skills and specialist knowledge

	"required to a large extent":		
	Ability to work under stress [1)]	social skills	specialist knowledge
	%	%	%
Rescue/fire services	59	42	65
Health sector	54	49	48
Social welfare	46	45	30
Politics	44	55	30
Youth work/adult education	41	47	42
Environment and nature	41	35	33
Church and religion	35	35	17
Sport and physical recreation	35	37	31
Culture and music	34	35	31
Leisure and social activities	33	36	19
School/nursery school	31	37	16
Local civic activities	29	38	24
Law and crime	28	35	35
Professional advocacy	28	37	53
Total	37	39	30

1) Summary of various items from figure 18, cf. note in text

In total the majority of volunteers feel that they "are always able to cope with the demands". However, one in four state to feel *"overloaded at times".* Above average numbers of volunteers who feel overloaded at times are to be found in the following areas of involvement:

Health sector	40%
Environment and nature	34%
Rescue/fire services	33%
Law and crime	31%
Social welfare	31%

There may be various reasons for sometimes feeling overloaded: too much time required, task too difficult, psychological stress, disappointment due to the feeling of not achieving enough, etc. More detailed analysis might bring about further clarification in this area. At this point it should just be noted that the demands placed on volunteers sometimes may also result in volunteers feeling overloaded.

5.3 Specialist knowledge and qualifications

Areas of society where volunteering has traditionally been of great importance, i.e. particularly the health sector and the social welfare area, have undergone an ever increasing "professionalisation" with accompanying higher, officially set demands regarding the required necessary specialist knowledge. This has had repercussions an the volunteer work carried out in these areas. To what extent can volunteers meet these demands at all? Are volunteers forced out into the marginal role of simple helpers? Or are they facing ever increasing demands with regard to their qualifications blurring the border between volunteer and paid work? What are the effects of these developments an the relationship between "volunteers" and "paid staff'?

The diverse and extensive discussion of this issue can only be referred to at this point. In view of this background, our survey an volunteering can only contribute some basic facts with regard to the professional demands placed an volunteers.

The questions of the demand profile presented in the last section were supplemented by additional questions with regard to the demand category "specialist knowledge". The first question related to the prerequisites, which have to be met before one can take up volunteering in the specific activity:

32% stated "particular specialist knowledge in the field of activity"
19% stated that they needed "special prior training in order to prepare for the activity".

The offer of further training and the extent to which it is used, although it is not only concentrated an specialist knowledge, but also an social skills, provides a further insight into the importance of professional demands an volunteers.

- One in two volunteers state with regard to the activity performed that there are "courses and seminars for further education purposes an offer for those active in the respective area" (46%).

- To the extent that such offers do exist and are known to the volunteers, most of them have participated in such measures (70%), in most cases even in more than one. This means that a total of one in three volunteers has participated in one form or another of further training with regard to the activity performed.

There are, however, considerable differences with regard to the scope of specialist knowledge required and the offer of further training and education between the individual areas of involvement. Figure 20 shows some of the results of the study in relation to this aspect.

Figure 20:
Demands with regard to specialist knowledge required

(1) "You need specific specialist knowledge for this activity"
(2) "You have to participate in a special training course in order to prepare for the activity"
(3) "Special further training courses and seminars are on offer"

Volunteers according to area of involvement	(1) specialist knowledge %	(2) training %	(3) further training %
Rescue/fire services	60	66	81
Health sector	56	49	76
Professional advocacy	52	29	71
Youth work/adult education	42	31	66
Sport and physical recreation	38	20	46
Culture and music	37	11	36
Environment and nature	36	12	42
Politics	30	18	66
Social welfare	29	20	49
Law and crime	28	22	40
Leisure and social activities	21	14	34
Local civic engagement	21	7	15
Church and religion	19	14	56
School/nursery school	14	7	21
Total	32	19	46

Areas requiring *extensive qualifications* include *rescue and fire services, the health sector* and *professional advocacy.* In each area more than 50% of volunteers state that they need "specific specialist knowledge" und more than 70% state that there are special further training and education courses and seminars on offer.

At the other end of the range and demanding limited specialist knowledge are the areas *school/nursery schooi* and *other local civic activities.* In these areas only one in five or six volunteers states that they need "specific specialist knowledge" and that is also reflected in the limited extent to which further training courses are attended.

There seem to be two areas of involvement in which there are quite a lot of further training courses an offer, although volunteers do not state that the demand with regard to the specialist knowledge required is high. These are *politics/political advocacy* and *church and religion.* We can only assume that further training in these areas is rather concentrated on training in social skills than an imparting specialist knowledge in the more literal sense of the word.

All in all the demands an volunteers also include specialist knowledge to quite an extent. However, this fact should not be overstressed. The necessary qualifications should not be set too high in order to avoid barriers to access. The majority of volunteers state that in most areas of involvement specific specialist knowledge is only necessary "to a limited extent" or not at all. Roughly one third of the volunteers are faced with special demands regarding specialist knowledge required for their involvement.

5.4 Volunteer work and gainful employment

One in two of the resident population in Germany aged 14 and above states that he/she is in gainful employment (49%). An additional 4% of respondents in the survey state that while not being in regular gainful employment, they nevertheless have a sideline job for which they receive payment. This includes students, housewives, unemployed or old age pensioners. In total 53% work and receive payment for it. Among those 40% work full-time, i.e. 35 hours and more per week, 9% work part-time and 4% only have a paid sideline job. 47% do not do any paid work.

Figure 21 shows these structures in a comparison between volunteers and people not volunteering. Those volunteering in groups, clubs, societies and organisations, comprising one third of the resident population, do paid work more often than the other two thirds. ln particular they are more frequently engaged in full–time paid work.

Figure 21:
Paid work: volunteers and non-volunteers

	Population aged 14 +	Volunteers	Non-volunteers
	%	%	%
No paid work	47	42	50
Only paid sideline job	4	4	4
Working part-time	9	11	9
Working full-time (35 hours and more)	40	43	37
Total	100	100	100

This overall picture could be split up in more detail, i.e. with regard of the fewer number of volunteers among old-age pensioners and unemployed. However, regardless of any possible explanation the following statements can be made:

- Volunteering and gainful employment tend to go hand-in-hand rather than to exclude each other. The time requirements presented by both may at times be difficult to accommodate, but gainful employment as such seems to leave leeway for further activities.

- The largest group in the population are those who n*either* do paid work *nor* volunteer. lt accounts for 35% of German residents.

Population in %

Volunteering	Gainfully employed: Yes	Gainfully employed: No
Yes	18	16
No	31	35

- There seems to be no specific link between the area of those volunteering and the marginal area of the labour market in which people not officially gainfully employed do have sideline jobs (be it in the form of legitimate second jobs or moonlighting). In any case, such paid sideline jobs do not occur more frequently among volunteers than among the rest of the population.

From the point of view of the labour market there is frequent discussion about the issue as to how far gainful employment and volunteering may substitute each other. This can either be interpreted negatively, i.e. in the sense of cutting staffing levels and substitution by unpaid volunteers, or more positively expecting that gaps and deficits in the welfare state may be compensated by volunteer work, thus enabling a restructuring of the welfare state with the help of increased civic engagement.

The empirical results, which may serve to prove specific arguments in this discussion, provide by no means a clear-cut picture.[30] It would also demand too much of this study if it were to provide answers to all the questions outstanding in this context. What it can contribute, however, is to provide the interpretation of volunteers on the relationship of volunteering, on the one hand, and gainful employment, on the other hand. (cf. Figures 22 and 23).

There are areas where gainful employment, i.e. paid work and volunteering get so close to each other that the borders between them become blurred. This is one of the many "blurred margins" of volunteering.[31] 3% of volunteers called the activity for which they volunteered at a later stage of the interview their second job.32

In the majority of cases people's volunteering and their paid work are not at all interlinked, they are simply different things. However, in one of four cases the situation is different (23%). i.e. volunteers state that their volunteering is close to their paid work, past or present. 18% of the respondents even stated that professional experience in the area of involvement is a "prerequisite" for their volunteering.

This proximity of volunteer activity and gainful employment is greater in some areas of involvement than in others.

- Areas of volunteering "close to gainful employment" are in particular *professional advocacy* and the *health sector,* followed by *youth work and adult education, social welfare* and *law and crime.*

- Areas of volunteering "not close to gainful employment" are *leisure and social activities* as well as *church and religion* and *environmental protection/nature conservation/animal welfare.*

30 Cf. Beher/Liebig/Rauschenbach, op.cit., p. 31-34.

31 Cf. Bernhard von Rosenbladt: Zur Messung des ehrenamtlichen Engagements in Deutschland – Konfusion oder Konsensbildung? In: Kistler/Noll/Priller (Eds.), op.cit., p. 408.

32 Cf. Figure 5.

Figure 22:

Proximity of volunteering and gainful employment

(1) "My volunteering is closely linked with my gainful employment"
(2) "Professional experience is prerequisite for my volunteering"
(3) "Comparable activity is carried out by others as a gainful employment, i.e. they are paid for it"

Areas of involvement	(1) %	(2) %	(3) %
Professional advocacy	75	58	41
Health sector	51	32	46
Youth work and adult	40	30	48
Social welfare	35	24	36
Law and crime	33	34	43
Local civic activities	26	20	22
Culture and music	23	20	28
Politics	22	19	29
School/nursery school	19	11	14
Leisure and social activities	17	14	12
Church and religion	16	10	24
Sport and physical recreation	12	14	23
Environment and nature	12	11	22
Rescue/fire services	9	19	41
Total	23	18	26

Another criterion for evaluating how close a specific gainful employment and volunteer activities in this field are is the question as to whether the activity carried out by a volunteer is "carried out in a similar way by others as their main or secondary occupation, i.e. in a paid form." Volunteers agreed to this for one in four voluntary activities (26%). Whether this would stand an objective analysis cannot to be decided here. However, it is important that one in four volunteers is of the subjective opinion that others receive remuneration for a similar kind of work/activity.

The percentage of volunteers who answer "yes" to this question differs between the various areas of involvement, i.e. between 48% of those involved in *youth work and adult education* and 12% of those involved in *leisure and social activities.* Their percentage is above average in all those areas where volunteers see a close relation to gainful employment, also according to the first criterion – in relation to their paid work.

In fact these are the areas in which the discussion about the relation between paid work and volunteering, between paid staff and volunteers is most intensive.

The area *rescue and fire services* including *voluntary fire services* presents a special case in this context. While, on the one hand, the volunteer activity relatively rarely has any link with the paid work of the volunteer (one in five volunteers in this area are a student or undergo some form of education), on the other hand many volunteers (41%) state that the activity they perform is performed by others as a gainful employment, i.e. they are remunerated for it. This – valid – aspect forms the background for the, at times, severe debate on expense allowances and their potential status as income for which contributions to statutory social insurance must be paid.

To what extent are volunteers interested also in benefiting from their volunteer activities in their occupational life?

For the majority of volunteers this aspect is not of utmost importance. For most of them their volunteering provides them with an opportunity to develop "one's own knowledge and experience". This is an important expectation 67% of volunteers have with regard to their voluntary activities, which holds true for almost all areas of involvement. It is only 19% of volunteers for which it is important that volunteering "is also of benefit for my occupational life." In those areas close to paid work this percentage is higher, in those less close to paid work it is lower.

A specific form of benefit derived from volunteering for one's personal occupational life is the so-called "certificate of activity", which is available from some of the respective organisations. 3% of the volunteers in the study state to have been provided with such a certificate of activity by their organisation. An additional 20% of them state that they would be interested in receiving such a certificate of activity. In those areas of involvement where volunteer activities are similar to a paid job, e.g. the *health sector* and *youth work and adult education,* but also in the *rescue and fire services,* it is even one in two who either have already received such a certificate of activity or would be interested in receiving it..33

The most far-reaching form of "benefit transfer" due to volunteering would be to turn a voluntary activity into a paid job. There are only specific areas where this would be possible at all, i.e. activities which – in the view of volunteers – are comparable and for which other people exercise a permanent job for which they are also remunerated.34

33 Cf. column 6 in Figure 23
34 Cf. column 3 in Figure 22

As far as this was the case, people in the interview were asked whether they personally would be interested in such a shift from volunteering to paid work. One of four (in this sub-group) answered "yes". Projected to the total number of volunteers this amounts to 5% of all volunteers, who might be interested in turning their volunteering into a paid job.

The last column of Figure 23 shows the respective percentages for the individual areas of involvement, which differ considerably. For most areas they are between 3% and 9%. One area sticks out — the health sector with 18% of volunteers indicating that they would be interested in changing from a volunteer to a permanent staff position, or at least in receiving remuneration for their involvement.

Figure 23:

Is volunteering to be of benefit for your occupational life?

(4) "For me it is important to develop my own knowledge and experience"
(5) "For me it is important that my volunteering is also of benefit for my occupational life"
(6) "I am interested in receiving a certificate of activity " (incl. I have already received one)
(7) "I would be interested in performing my voluntary activity as a regular job for which I am remunerated"

Areas of involvement	(4) %	(5) %	(6) %	(7) %
Professional advocacy	79	50	34	7
Health sector	91	38	47	18
Youth work and adult education	81	32	45	9
Social welfare	71	20	28	8
Law and crime	87	47	35	3
Civic engagement	72	18	26	7
Culture and music	70	17	21	7
Politics	76	26	24	4
School/nursery school	63	18	18	6
Leisure and social activities	63	15	16	3
Church and religion	66	15	30	4
Sport and physical recreation	62	13	20	5
Environment and nature	63	14	17	6
Rescue/fire services	81	26	52	7
Total	67	19	25	6

6. What do volunteers receive for their involvement? Material and immaterial rewards for volunteering

6.1 Expectations of activity and extent of fulfilment

The activities performed by people within the scope of their volunteering are important for most of them – "an important or even very important part of my life", as four of five respondents state during the interview. After all they invest time, labour, and in some instances even money, ideas and emotions. They also have to take into account that there might not only be successes but also failures.

What is the reason for all that? What expectations do those volunteering have with regard to their involvement?

The interest for the subject matter of the specific activity is definitely of primary importance. Therefore in this study active participation in a certain field of activity or area forms the basis for all further questions regarding the type of involvement. In addition to area-specific motivations for a particular activity there are, however, more general expectations, which may be linked to a particular activity.

Leading an from the results obtained in previous surveys, in this study the possible spectrum of such expectations was formulated in ten points. For each point the respondents were first asked how *important* it is in relation to the activity exercised by them and, secondly, to what extent the expectations linked to the activity were actually *fulfilled.* The results are presented in Figure 24.

The most important expectation proved to be that the activity should be fun and that the volunteer comes into contact with friendly people. However, this is in keeping with altruistic motives: doing something for public welfare and helping other people.

Points such as "expanding one's own knowledge and experience", "having one's own responsibilities and decision-making powers" and "also finding recognition for the activity" are also aspects, which are considered by the majority to be *important.*

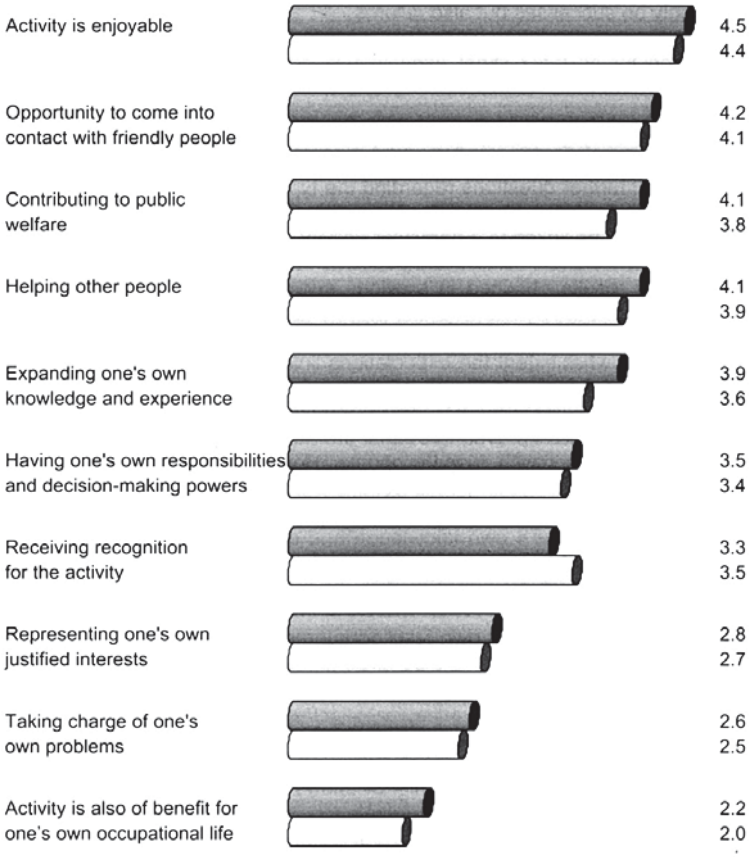
Matters such as "representing one's own justified interests", "take Charge of one's own problems" and finally that "the activity is also of benefit for one's own occupational life" are considered by the majority to be *not so important.*

In the survey a five-stage scale was used to determine the importance of these different points whose benchmark figures are designated as "unimportant" and "extremely important". The illustration contained in Figure 24 shows the mean value for each of the categories.

Figure 24:

Expectations of volunteering and the extent to which they are fulfilled

Basis: All volunteers
How important (scale 1-5, mean values) is this point?
To what extent is it actually met (scale 1-5, mean values)?



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The mean value conceals some widely diverging responses, i.e. very different weightings of specific motives in individual cases. This applies in particular to those points, which were not clearly considered to be important. One example is the matter of "representing one's own justified interests":

- 43% consider this rather to be an unimportant point in relation to their activity;
- 26% choose the mean value of the scale, which can be interpreted as "partly";
- 30%, on the other hand, classify this point as important or very important for the activity they exercise.

Areas where the representation of one's own justified interests is considered to be an important motive for their involvement by relatively many volunteers are:

local civic activities (50%)
- professional advocacy (43%)
- environment and nature (43%)
- health sector (41%)

school/nursery school (39%).

In the same areas the motive of "take charge of and resolve one's own problems" is also prevalent more frequently than in other areas. Overall 30% of volunteers consider this point to be important or very important with regard to the activity they exercise.

The *fulfilment of expectations* was measured an the same formal scale, the five stages of which now only have another significance: the benchmark figures are designated by the labels "does not apply" and "applies extensively ". Figure 24 also shows the mean values for all ten expectations and/or the scope in which these expectations are considered to be met.

All points considered to be important for the activity exercised in the expectations of the interviewees are also categorised an the scale as mostly met. Points, which are for the most part not categorised as being important, are logically not categorised as realised and/or applicable. The sequence of the ten points is for the most part identical with regard to the importance of expectations and the fulfilment of expectations.

Merely one point is slightly different from this sample. The expectation of "receiving recognition for the activity" was not stressed very much in relation to its importance for the activity. As far as realisation of this expectation is concerned, the point therefore even receives a better evaluation.

There is a considerable individual range of replies behind the mean value here too:

"The fact that you also receive recognition for your activity..."

does not generally apply	16%
applies partly	33%
applies generally	29%
applies extensively	20%

Therefore, about half of the volunteers does not receive any special recognition for his/her activity — in his/her own estimation. For the most part these respondents did, however, say that this point was also not especially important to them.

The overall picture is one of general satisfaction. Expectations of volunteering and the fulfilment of these expectations generally appear to be in harmony.

This is basically no surprise. As the activity is voluntary, anybody who is dissatisfied is able to discontinue the activity.

To what extent termination of volunteering is actually linked to specific reasons or is an indication of dissatisfaction or problems is examined in more detail at a later stage (cf. Chapter 6.3).

The relatively high degree of personal satisfaction shown by volunteers for their activity does not mean that demands for improved conditions for the voluntary activity would not be applicable to them. This matter is examined in the concluding Chapter 7.

6.2 Expense allowances and financial remuneration for voluntary activities

Volunteering in groups, clubs, societies and organisations is, for the purposes of this study, defined as "tasks and work performed either *unpaid* or *for an expense allowance"* (cf. Chapter 2.2). This definition corresponds to the general understanding of the term. and should be relatively incontestable, although controversial debate does exist as to whether volunteering should also be rewarded and promoted financially to a greater extent.

The positions range from, on the one hand, development of a general "citizens' remuneration" for volunteering to, on the other hand, the fear that a rise in payment for volunteering — quite apart from the financial viability — could bring about or reinforce a "destructive circle" of volunteering. This refers to the motivation level — motivation and advantage criteria in the case of volunteering are completely different than in the case of paid, occupational work.

Volunteers themselves did not have a uniform opinion with regard to this issue. In view of possible improvements of the general conditions for volunteering, a "financial remuneration for work performed" is in fact stated much more rarely than other aspects. Nevertheless, one in four sees that there is a need for improvement in this area (cf. Chapter 7.1).

The following section illustrates what the present situation is regarding the issue of expense allowances for volunteering. In addition to financial remuneration in a more specific context, payment in kind may also play a role. Furthermore, in this respect the extent to which costs incurred in connection with the volunteering activity are reimbursed is also of importance.

Figure 25 shows various forms of remuneration and also the ratio of volunteers receiving such remuneration.

Figure 25:
Remuneration for volunteering

(1) Lump-sum expense allowance
(2) Minor payment
(3) Fees
Total (1 – 3): financial remuneration in one of the stated forms
(4) Payment in kind, e.g. tickets, private usage of premises or equipment

Areas of involvement	(1) %	(2) %	(3) %	Total (1 – 3) %	(4) %
Law/crime	43	2	1	46	0
Politics	32	3	1	36	7
Youth work/adult education	10	3	13	26	15
Professional advocacy	15	6	1	22	5
Rescue and fire services	14	5	1	20	4
Health sector	11	5	2	18	11
Sport and physical recreation	7	6	3	16	6
Social welfare	7	3	1	11	7
Culture and music	2	4	5	11	5
Leisure and social activities	4	4	1	9	4
Civic engagement	2	6		8	9
Environment and nature	2	3	1	6	6
Church and religion	2	1	2	5	5
School/nursery school	1	3	1	5	2
Total	7	4	2	13	5

The most frequent form of remuneration for volunteering is a *lump-sum expense allowance.* Of all volunteers 7% receive remuneration of this type. The proportion varies considerably depending on the area of involvement. In the areas *law and crime* and *politics/political advocacy* it is over 30% or even 40%. In other areas it is merely 2%, i.e. there are almost no expense allowances being granted. This is true for the areas *culture and music, environmental protection. nature conservation and animal welfare, church and religion* and other *local civic activities.*

A small number of volunteers receive a *"minor payment".* This applies for a total of 4%; among the areas of involvement the proportion varies between 1% and 6%. Generally such cases will be within the scope of the so-called DM 630 regulation (approx. € 320), for which only lump-sum social security contributions are paid.

Finally, there are the *"fees".* Specific, clearly defined services, such as lectures, as part of a volunteering activity, may be remunerated, in principle. This form of remuneration is

of significance especially in the area of *youth work and adult education* (13%) and to a lesser extent in the area of *culture and music (5%).*

The proportion of volunteers, who receive one of these forms of financial remuneration for their volunteering, amounts to a total of 13%. Areas in which the proportion is higher are, apart from the areas *law and crime* (46%) and *political advocacy* (36%), *youth work and adult education* (26%), *professional advocacy* (22%), *rescue and Eire services* (20%), *health sector* (18%) and *social welfare* (16%).

In individual areas various forms of *payment in kind* also play a certain role, such as the private usage of premises or equipment, free public transport tickets etc. All in all such "indirect" forms of remuneration are, however, limited to 5% of volunteers.

One in seven voluntary activities is thus linked to a certain financial remuneration. The *amount of remuneration* is within closely defined limits. The figure is

- in 56% of cases less than DM 100 (approx. € 50) per month
- in 26% of cases between DM 100 (approx. € 50) and DM 300 (approx. € 150)
- in 7% of cases between DM 300 (approx. € 150) and DM 700 (approx. € 350)
- and only in exceptional cases (2%) more than DM 700 (approx. € 350).

Some respondents cannot state the monthly figure, which they receive "on average", as the incidence of remuneration is too irregular. "Regular" remuneration exists in two of three cases (66%).

In the majority of cases those volunteering, who receive any remuneration at all, are satisfied by the amount of the remuneration. The interviewees consider remuneration as follows:

- appropriate 63%
- too much 3%
- too little 29%.

Concerning *reimbursement of expenses* the question was posed during the interview whether it was possible to "receive reimbursement of expenses upon presentation of receipts" for expenditure in connection with the voluntary activity. The following overall picture is deduced from the replies:

32% Yes, I do receive reimbursement of expenses.
9% I can receive reimbursement of expenses, but do not avail myself of it. 48%
No, no reimbursement of expenses.
11 % Does not apply, I have no expenditure/no details.

The proportion of those receiving reimbursement of expenses is greater than average especially in the following areas:

- youth work/adult education 62%
- professional advocacy 54%

– law and crime 40%
– health sector 40%.

At the lower end of the spectrum is the area *school/nursery school* with only 18% of volunteers, who receive reimbursement of expenses.

All in all, financial remuneration for volunteering has so far been within closely defined limits. In so far as remuneration is paid, it is considered by most to be appropriate. Nevertheless, considerations and proposals for further material remuneration - in whatever form - are met with a definite response from some volunteers. This matter is examined again at a later stage (Chapter 7).

6.3 Reasons for discontinuing volunteering

Volunteering in groups, clubs, societies and organisations is frequently performed over a period of many years. However, it is, in principle, naturally restricted in duration, with the duration depending partly on the type of task performed and partly an the decisions and living circumstances of the person involved. Termination may be an indication of problems or disappointments, but it may also be entirely normal and not indicative of any problems.

Under this aspect the interview devoted particular attention not only to *access* to volunteering (cf. Section 2, Chapter 6: Routes into volunteering), but also to *termination* of volunteering. Questions an this subject are directed in part to persons, who are currently volunteering, and to persons, who were previously engaged in volunteering and terminated this activity at some time.

Those currently involved mostly consider the cause in which they are involved to be "not restricted in duration". One in four, however, thinks that the activity will be "finished in the foreseeable future" (26%). Areas of activity where perspectives are rather restricted in duration include:

- school/nursery school (58%)
- politics/political advocacy (38%).

At the other end of the range there are:

- social welfare (only 12% restricted in duration),
- the health sector (13%),
- culture and music (16%).

In this area volunteers consider their activity for the most part as *not restricted in duration.* At the same time these are the areas where a relatively high proportion of volunteers consider themselves to be irreplaceable or difficult to replace in the function they exercise.

On the whole most volunteers think that, if they were to stop now, their task could be assumed by another person either "easily" (56%) or at least nevertheless "with some

difficulty" (37%). 9% consider that, if they were to leave, there would be *major difficulties.* These persons are entrusted with considerable responsibility — a fact that must certainly be evaluated with a certain degree of ambivalence: an the one hand, it stresses the importance of the activity and the actual person, an the other hand it is also a burden. The proportion of such persons under a considerable burden is above average in the areas just stated:

culture and music (14%),
social welfare (16%), the
health sector (17%).

The majority of volunteers, if it were left to them, would like to *continue* the activity in future *as usual* (68%) or even *expand* it (14%).[35] On the other hand, a small number would like to *restrict* the activity (10%) or would *prefer to relinquish it altogether (7%).*

The proportion of those, who would like to restrict their activity or relinquish it entirely (jointly 17%), is somewhat higher in some specific areas:

school/nursery school (20%)
sport and physical recreation (21%) local
civic activities (23%)
youth work/adult education (25%).

However, these are not those areas, which appeared in the previous chapters as areas with high potentials for stress or dissatisfaction. These are rather areas with a higher potential for fluctuation, which is partly due to the age structure of those involved — i.e. many young persons — and partly also due to the type of duties involved.

Once the personal living circumstances change or progress, this can have an effect an volunteering in groups, clubs, societies and organisations. *Former volunteers* state the following personal reasons for discontinuing their former volunteering:

23% professional reasons, 20%
family reasons,
17% health reasons,
17% relocation to another area.

In retrospect from their present perspective, the former volunteering is assessed as follows:

37% very positive,
52% generally positive, 8%
generally negative, 1% very
negative.

35 Cf. also Section B, Chapter 7: Volunteer potential.

Only a relatively small proportion of former volunteers — however albeit almost one tenth — therefore terminated their activity due to obvious dissatisfaction or disappointment. Those remaining, however, also report of problems in some instances. It is useful to analyse these problems in order to obtain a realistic image of volunteering. Figure 26 presents the results of this.

One in three former volunteers specifies *none* of the possible problems listed as the salient reason for terminating his/her own volunteering. In these cases it was evident that a specific job or duty had been concluded or that the person concerned had changed his/her personal focus of interest. In the case of the remaining two-thirds one of the problems listed did, however, contribute to discontinuing the activity.

The most frequent reason for discontinuing the activity is its time demands. This is followed, albeit far behind, by reasons that are rather indicative of disappointment: the fact that "not enough people wished to continue", that it "was impossible to realise one's objectives", that there were "difficulties with paid staff' or "difficulties in the group", that the volunteer felt "overloaded" or "exploited". The fact that the financial expenditure was too much is rarely stated. More often the external conditions change: the group or organisation was dissolved or funding was no longer available.36

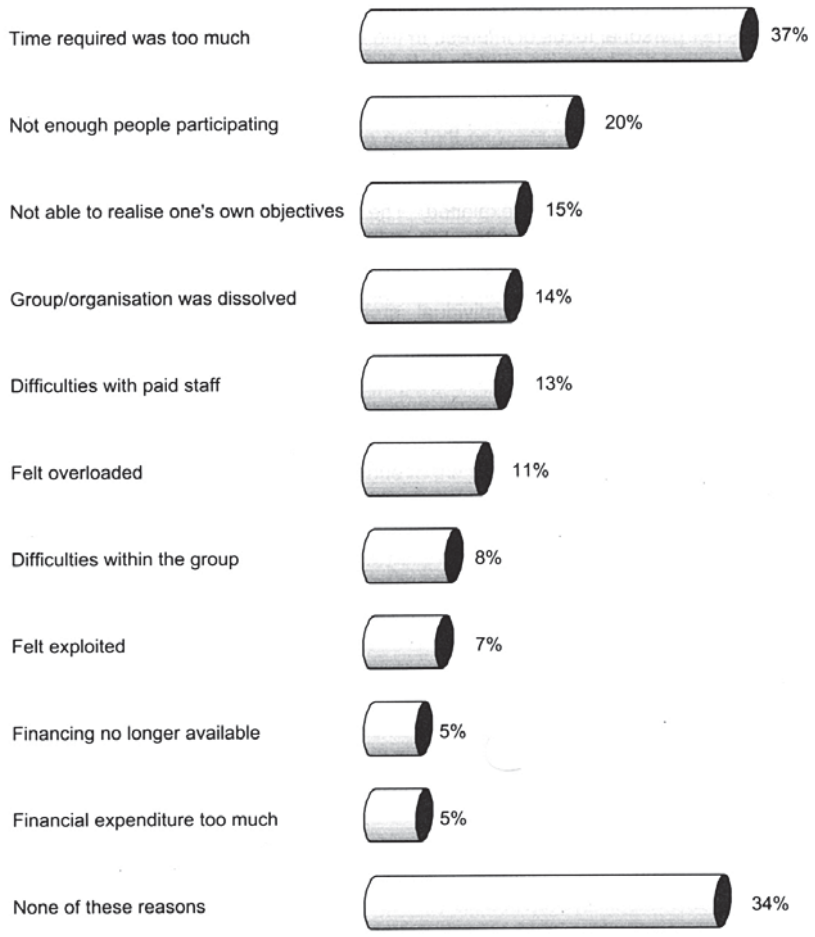
Correlations exist between the individual problem factors, which play a part in terminating a voluntary activity. Two main dimensions can be differentiated.

36 The fact that the group or organisation was dissolved is of particular significance in the eastern Laender. Cf. Section 2, Chapter 5: Volunteering in eastern Germany.

Figure 26:

Problems leading to discontinuation of volunteering

Basis: All respondents, who volunteered in the past (multiple answers possible)



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The first dimension is the *level of time and effort spent* on volunteering, in various respects: time devoted, financial expenditure, the feeling of being overloaded. These reasons occur jointly as a trend in the statements made by the respondents.

The second dimension relates to *disappointment or demotivation factors,* which include the following:

tensions and difficulties within the group,
tensions and difficulties with paid staff, I felt exploited,
I was unable to realise my own objectives.

These points also occur jointly as a trend in the statements made by the respondents. One in four of those involved in the past state at least one of these points as being the reason for leaving. To this extent disappointment or demotivation are thus contributing factors.

Volunteering must be organised in such a way that the general conditions *motivate* and do not *demotivate.* Concerning ideas to promote involvement, it is not only important to attract new people to an activity, but also to offer those involved suitable general conditions in which to exercise their activity. This question is examined in detail in the concluding section of our study.

7. improvements in framework conditions: opinions of those concerned

One important motive for volunteering is the desire to "take things into one's own hands". In this respect it is also up to the volunteers to create the appropriate framework conditions for their activities. In some cases the leeway for this may be greater, in others it may be smaller. To a certain extent there are always framework conditions set by others: be it the respective organisation, the state, the media, local administrative bodies or other citizens...

Discussions are taking place within organisations and in the political context as to how the framework conditions for volunteering could and should be improved. On the one hand, this study can provide basic information about present structures and conditions of volunteering. The representative survey also offered the opportunity to collect the views of those involved on this subject.

7.1 What organisations can do

In the survey this part of the interview was only directed at the sub-group of volunteers. The following question was asked: "Considerable discussion is taking place as to what methods can be applied to promote and support volunteering. First there is the question as to what the *organisations* in which volunteers work could do *themselves.* In the context of your own activity, for which of the following points would you say: "this is a problematic issue, improvements would be important"?

The respondents should therefore not express general opinions, but rather refer specifically to their own situations and their own experience. The wishes for improvement expressed can thus provide information on potential problems. In this respect we also interpret the statements as a type of "profile of concerns" of the individual areas of involvement.

Figure 27 indicates the eight points contained in the catalogue of possible action, which had to be evaluated by the respondents. The proportion of respondents is given, who say in each case: "yes, this is a problematic issue" and improvements would be important.

The most frequently stated problematic issues are the provision of funds for specific projects (63% would like to see improvements in this area) and the provision of suitable rooms and equipment for project and group work (46%). It is important to note that this is a matter of resources required to ensure successful work, not financial remuneration for work performed. The latter is regarded as problematic considerably less frequently, although it is so for one in four (25%).

Figure 27:
Catalogue of possible actions (A):
Wishes addressed to organisations

"Improvements would be important in this area":	%
(1) Provision of funding for certain projects	63
(2) Provision of suitable rooms and equipment for project and group work	46
(3) Opportunities for further education and training	39
(4) Expert support for the respective activity	37
(5) Human and psychological support	35
(6) Non-bureaucratic reimbursement of expenses	34
(7) Recognition of activity by paid staff within the organisation	31
(8) Financial remuneration for work done	25

Areas of involvement	Concern index A	especially in relation to...*)							
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Health sector	50			++	++	++	++	++	++
Rescue/fire services	45	++	+		+	++	+	+	+
School/nursery school	42	++	+		+				
Environment and nature	41	+	++	+			+		
Professional advocacy	41			++	++				+
Youth work and education	41	+					+	+	+
Social welfare	40				+	++	+		+
Culture and music	40		++	+					+
Sport and physical recreation	39								+
Law and crime	39			+	++	+			+
Politics	38							+	
Civic activities	37				+				
Church and religion	35					+		+	
Leisure and social activities	34								
Total	39								

*) Legend: Plus symbols are entered if a point is stated much more frequently than average in the relevant area, with the following grading:
+ 3 to 9% above average
++ 10% and more above average.

The average approval, which each of the eight possible starting points for improvements receive, can be interpreted as an "concern index" in relation to this set of problems. The individual areas of involvement are arranged in the lower section of Figure 27 according to the amount of their index value. According to this, volunteers see *most* need for action and improvement in the *health sector* and the *rescue/fire services.* Volunteers in the areas of *church and religion* and also *leisure and social activities* see the *least* urgency for problems concerning the framework conditions of the activity in the particular organisation.

Various points contained in the list of problematic issues are stressed to varying degrees by volunteers in the individual areas:'

- It was above all the respondents involved in the health sector, in professional lobbying and law and crime, who expressed more *need for expert support* in conjunction with more *opportunities for further education and training.* More *human and psychological support* in the activity is wished primarily by those involved in the same areas (not including the area of professional advocacy), however also by those involved in the areas of rescue/fire services, church and religion and social welfare.

- Provision of *funds, premises and equipment* for project and group work is considered to be an urgent problem particularly in the areas rescue/fire services, school/nursery school and environmental protection, nature conservation and animal welfare.

- *Recognition* of one's own voluntary activity by *paid staff* in the organisation is considered to be a problematic issue by a total of one third, once again especially in the health sector and in the rescue/fire services, to a lesser extent also in the areas of youth work and adult education and also in the areas of politics and church and religion.

- *Non-bureaucratic reimbursement of expenses* is considered by one in three and *financial remuneration for work performed* by one in four as a problem where improvements are required. Areas where both are stated as being a problem at an above-average level are again the health sector and the rescue/fire services and – to a lesser extent – youth work and adult education and the social welfare area.

37 Columns (1) to (8) refer to the points stated in the upper section of the Figure.

7.2 Possible action by the government, employers and the public

In the same way as stated above another catalogue of further possible actions was presented in the survey. Here improvement wishes were not directed at the organisations themselves, but rather at the state, the employers and the public.

Figure 28 shows from this list first of all the seven points concerned with the recognition of volunteering in the area of labour and social law.

Between 33% and 56% of volunteers — depending on the action — consider it important to improve the framework conditions for volunteering in this respect.

- Most often stated is *tax relief,* either in the form of tax deductibility of expenses (56%) or tax exemption for expense allowances (51%).

- Next comes *recognition of periods of volunteering* in other areas of social and labour law — i.e. for old age pensions (46%), as vocational training or professional further education (46%) or as an alternative to statutory military service or community service (40%).

- Improved *coverage by liability and accident insurance* is desired by 44% of volunteers. (It must remain open to what extent they are properly informed about existing coverage.)

- One in three volunteers considers improvements in relation to the *compatibility* of volunteering *with entitlement to unemployment benefit.* Persons, who might be affected directly by this point accord it much more importance: 48% of volunteers who are unemployed in the western Laender mention this point, while 60% of volunteers who are unemployed in the eastern Laender do so.

If these points are in turn included in a type of "concern index" for the set of problems treated here and if the areas of involvement are arranged in accordance with this index, this produces a similar ranking as with the first index (cf. Figure 27):

- Both in the case of problems arising with regard to the organisations themselves and also with regard to the recognition of volunteering in the field of labour and social law, it is more the areas of involvement that are "close to gainful employment", which are most in need of action in relation to improved framework conditions: the health sector, social welfare, rescue/fire services and also youth work and adult education.38

38 Please refer to Chapter 5.4 above for the "professional proximity" of the areas.

Figure 28:
Catalogue of possible actions (B):
Recognition of volunteering in the area of fiscal and social law

"Improvements would be important in this area":	%
(1) Tax deductibility of expenses	56
(2) Tax exemption for expense allowances	51
(3) Recognition of volunteering for pension insurance purposes	46
(4) Recognition of volunteering as vocational training or professional further education	46
(5) Coverage by liability and accident insurance	44
(6) Recognition of volunteering as alternative to statutory military service or community service	40
(7) Compatibility of volunteering with entitlement to unemployment benefit	33

Areas of involvement	Concern index B	especially in relation to...*)						
		(1)	(2)	(3)	(4)	(5)	(6)	(7)
Health sector	55			++	++	+	++	+
Social welfare	50			++	+	+	+	+
Rescue/fire services	50	+	++	++	+		+	+
Youth work and adult education	50			++	++		+	+
Politics	48	+		+	+	+		+
Professional advocacy	47	+	++		+			+
Environmental and nature	46				+	+	+	+
School/nursery school	45							
Sport and physical recreation	44		+					
Church and religion	43				+		+	
Civic activities	43					++		+
Leisure and social activities	43							
Culture and music	41							
Law and crime	40							
Total	45							

*) Legend: Plus symbols are entered if a point is stated much more frequently than average in the relevant area, with the following grading:
+ 3 to 9% above average
++ 10% and more above average.

Finally, measures were discussed to improve the framework conditions of volunteering in relation to more general aspects of recognition and support. Figure 29 shows the four points on this subject mentioned in the interview.

The respondents primarily consider better *information and advice regarding opportunities for volunteering* to be important (56%). It remains open to what extent they wish information and advice for themselves or to what extent it is rather the expression of a desire to attract more people to active participation and thus find more support themselves.

Furthermore, a considerable proportion of those involved want more *public recognition.* This is less "recognition in the form of honours etc." (23%) than recognition in the form of "press *and* media coverage" (47%).

From the list of possible problems and desires for improvement presented to the respondents one point was specifically directed at employers, i.e. "leave from work for volunteering". 41% of respondents consider improvements in this area to be important. (The point already treated "recognition of volunteering as vocational training or professional further education" could also be considered as a wish addressed to employers. 46% of respondents consider improvements in this area to be important.)

If the points relating to general recognition and support for volunteering listed in Figure 29 are in turn included in a "concern index", other areas of involvement come out an top, rather than the problem groups mentioned previously. Principally, it is volunteers in the areas of local civic activities and environmental protection, nature conservation and animal welfare, who desire improved framework conditions for their work by means of more information for the public and by better media coverage.

With regard to the point "leave from work" though, it is the area of rescue/fire services where most problems occur and appropriate improvements are desired.

All in all a multi-facetted image emerges with regard to_ the discussion an improved framework conditions for volunteering. The importance of individual problems and appropriate action varies in different areas of involvement. Some areas of involvement generally produce more problems and require more action than others do. At the same time, however, the survey shows that volunteers as a whole see that there is a considerable need and basis for promoting and supporting volunteering.

Figure 29:
Catalogue of possible actions (C):
Recognition and support for volunteering in general

"Improvements would be important in this area": %

(1) Improved information and advice concerning opportunities for volunteering 56
(2) Public recognition by press and media coverage 47
(3) Leave from work for volunteering 41
(4) Public recognition in the form of honours etc. 23

Areas of involvement	Concern index C	especially in relation to...*) (1)	(2)	(3)	(4)
Civic activities	52	++	+	+	++
Environmental and nature	50	+	++		+
Professional advocacy	48	++	+	+	+
Rescue/fire services	48			++	+
Youth work and adult education	47	+	+	+	+
Health sector	47	++	+		+
Politics	45		+	+	
Social welfare	44	+	+		
Church and religion	43		+		
Law and crime	42	+	+		
School/nursery school	41			+	
Leisure and social activities	41				+
Culture and music	40				
Sport and physical recreation	40				
Total	42				

*) Legend: Plus symbols are entered if a point is stated much more frequently than average in the relevant area, with the following grading:
+ 3 to 9% above average
++ 10% and more above average.

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Part B: Major Topics of In-depth Analyses

Authors of the project network

Note:

The chapters that follow are summary reports. The Mull reports, which present more comprehensive documentation of and commentary on the material, are published in two foltow-up volumes39:

- Reports relating to Sections 1-4 in Volume 3, edited by S. Picot
- Reports relating to Sections 5-7 in Volume 2, edited by *J.* Braun and H. Klages

Volumes 1 — 3 are published by KohIhammer Verlag, Stuttgart.

39 Available only in German.

1. The Gender Perspective: Volunteer work, voluntary activities, and civic engagement by men and women

Johanna Zierau (IES)

How do women and men volunteer and how do their priorities differ?

The first important gender-related finding of the representative survey of volunteering is that 30% of the female population and 38% of the male population volunteer – that is, fewer women than men. This matches the findings of other representative surveys, which likewise show women to have a lower level of participation in the volunteer sector.

A second important finding is that women and men differ as to their level of participation in different areas of volunteering. Wamen dominate in schools/nursery schools, social welfare, church and religion and the health sector. Wamen make up approximately two thirds **of** volunteers in these sectors. The ratio is balanced in the environmental protection, conservation and animal welfare sector and in law and crime. Men make up the majority in all other areas of involvement. Men represent about 60% of the total in culture and music and in leisure and social activities. Only one in three volunteers are female in sport and physical recreation, youth work outside schools and adult education, and in other local civic activities. Even fewer wamen (about 25%) are active in professional advocacy outside the workplace. Wamen are least likely to volunteer in accident, rescue and voluntary fire services and in politics and political advocacy, where only one in five volunteers are female. The findings for volunteering in the accident and rescue services sector, which includes male-dominated voluntary fire services, are as is to be expected. However, the proportion of women in politics and political advocacy is surprisingly low.

The gender analysis shows that of the 14 different areas of involvement, sport and physical recreation is the one *in* which *women and* men are most *likely* to *volunteer.* The remaining areas are ranked differently by women and men and also attract different proportions of the female and male volunteer population. The table below shows the ranking of areas for women and men.

Table: Areas of volunteering by gender and ranking

Ranking			
Women	%*	Men	1 %
Sport and physical recreation	8	Sport and physical recreation	15
School/nursery school	7	Leisure and social activities	7
Church and religion	6	Culture and music	6
Social welfare	5	I School/nursery school	4
Leisure and social activitie	5	Church and religion	4
Culture and music	4	Politics/political advocacy	4
Health sector	2	' Accident, rescue and voluntary fire services	4
Environmental protection, nature conservation and animal welfare	2	Social welfare	3
Youth work outside schools and adult education	1	Professional advocacy outside the workplace	3
Politics/political advocacy	1	Environmental protection, nature conservation and animal welfare	2
Professional advocacy outside the workplace	1	Youth work outside schools and education	2
	1	Other local civic activities	2
Accident, rescue and voluntary fire services	1	Health sector	1
Other local civic activities	1	Law and crime	1

*of the female population ** of the male population

It may come as a surprise that social welfare ranks no higher than fourth among the areas of involvement for wamen, especially taking into account that it is considered to be the top-ranking domain of women's volunteering. This is a result of the definition of the categories used and in how far the different areas can be clearly delimited from each other. For the purpose of the study, the area church and religion is a separate category, which is strongly characterized by welfare activities. Combining the social welfare area with the church and religion area would place social welfare activities above sports, making them the top-ranking area of volunteering for women. This would affirm the strong representation of wamen in voluntary social welfare work.

Another result worth noting is that wamen are more likely to volunteer in areas involving care-giving and health matters and in helping and providing activities than in any other area except sports. Men prefer areas the focus of which lies outside the family sphere – leisure, education and politics-related activities. The volunteer sector thus reflects the gender ratios found in employment and society. That is, volunteering is likewise segmented along gender lines.

Wamen and man additionally differ in the amount of time they devote to volunteering. Men tend to invest more time in volunteering than women; that is, their higher level of participation is compounded by greater time commitment.

In a nutshell, more men volunteer than women, they do so in areas focused outside the family, and spend more time on it. Due to this, both structure and content of volunteering are dominated to a large extent by men.

What are the typical characteristics of female and male volunteers?

The profile of a typical female volunteer might read like this:

> Woman between 30 and 50, integrated into society, with children of nurseryschool or school age, well educated, good family income, employed (parttime), whose free time is limited by her being responsible for the housework and looking after the family, interested in voluntary activities affiliated with her current circumstances, the preferred areas of volunteering being sports, schools and nursery schools, and social welfare activities.

The profile of a typical male volunteer might read like this:

> Man between 30 and 50, integrated into society, with family and children, almost free of family commitments, well-educated and advanced in his career, good family income, strongly focused on his job, whose free time is his own, interested in voluntary activities – sports, occupation-related or political activities – whose focus lies outside the family sphere.

The survey also reveals a number of socio-structural characteristics that are typical of female and male volunteers:

Half of all female volunteers are in the 30-50 age group. Men are relatively evenly distributed across the middle age groups from 20 to under 60. Young women above all, but also women between 30 and 49, volunteer more than other age groups. The greatest proportion of volunteers among men is the 40-59 age group. The level of volunteering falls significantly with increasing age, more so among women than among men.

At first sight, different family situations affect volunteering equally in certain respects regardless of gender; differences do emerge, however, at a greater level of detail.

Women and men who live with children are more likely to volunteer than those in other family or household circumstances. Women and men who live alone have a below-average likelihood of being volunteers. In other words, volunteering is stronger among those with a family, or family life tends to occasion volunteering.

The age of the child or children affects the level of volunteering among women and men differently. Among men it has no effect on volunteering, whereas very young children of one or two years old severely limit volunteering among women. Women with children at this age have the lowest level of volunteering. Men are unaffected by this family situation. In fact, men with children at this age are disproportionately likely to volunteer. The level of volunteering rises significantly among women when children reach nurseryschool or school age (up to 15 years), and falls again thereafter. This may be explained

by the finding that women volunteers are particularly well represented in the schools and nursery schools sector.

Child care and care of sick and elderly relatives is left to women. This takes up time and hence binds women more than men.

This finding confirms a more-or-less traditional division of responsibilities between male and female volunteers as regards child care and care of the sick and elderly. Housework and looking alter the family take up time, yet women who have these responsibilities are more likely to volunteer – though the level of volunteering within this group does heavily depend on the age of the children.

Most volunteers, both female and male, are gainfully employed. Solely looking after the family is only a form of employment for women, and one in five women are exclusively employed in this manner. This again is a clear indication that new models of female-male partnership are of little relevance. Paid work – often on a full-time basis and often involving overtime – is the normal occupational situation for men, and has only a negligible effect on their volunteering. They are generally among the 'higly involved' volunteers, regardless of the number of hours worked each week. The highest level of volunteering is to be found among men who work 35 to 39 hours a week.

Part-time work seems to be the dominant form of gainful employment for female volunteers. Looking at this aspect in greater detail, however, female volunteers are employed part-time and full-time in roughly equal numbers. Women show a direct inverse correlation between hours worked and volunteering: as hours worked each week increase, the level of volunteering falls. Women who work relatively few hours each week have an above-average likelihood of being volunteers. Women who look after the family to the exclusion of paid work similarly have an above-average level of volunteering.

That it can entail large time commitments thus does not have adverse effects on volunteering among men. This does not hold true for women. However, part-time work -a form of employment women often choose in order to reconcile work and family – is the working pattern which seems to offer women greater scope for volunteering. All this also means that volunteering tends to complement rather than to compete with other uses of people's time; this is particularly true of the time men spend in gainful employment.40

The individual Eindings on various characteristics such as family circumstances, size of household, income, education, job situation, career status, housing and social environ-ment suggest a specific causal relationship: Women and men who face a wide range of different demands in life, are gainfully employed, have a family and are well integrated into their home surroundings are more likely to volunteer; in other words, the more favourable the general circumstances of individual women and men, the more likely they will be able to participate in voluntary activities. A number of reservations qualify this finding with regard to women, however: The continued gender-specific division of labour under which the job of doing housework and looking after the family is left to women and

[40] Cf. Marcel Erlinhagen, Karin Rinne and Johannes Schwarze, loc. cit. p. 29.

the trend towards increased gainful employment alongside family tasks limits their time budget and hence also their ability to volunteer.

What are the typical characteristics of volunteering among women and men?

In Germany, the concept of *Ehrenamt* or 'honorary office' has lost its dominance for women and men alike. The majority – women even more so than men – now describe their unpaid services as *Freiwilligenarbeit* or volunteer work. This manifestly has less to do with their practising new forms of activity and thus representing the vanguard of a 'new *Ehrenamt;* it is more a product of the organizational and task profile of the voluntary services they provide.

The findings show that women are less likely than men to volunteer in a formally structured organisation. The most common organisational framework for volunteering is the formally constituted club or society. Clubs and societies are significantly more important to volunteering among men than among women. Women are more likely to choose open forms of organisation for their voluntary activities, such as initiatives and self-organised groups. In addition, church organisations continue to be an important focus of volunteering among women.

Characterizing voluntary activities reveals hierarchies within volunteering. Men are more likely to occupy positions as functionaries in their volunteering, or their work is more likely to take place within the context of a specific function. This form of activity is associated with greater public visibility.

A further manifestation of the more formal profile of men's voluntary activities is that they are more likely than women to exercise voluntary office by virtue of having been elected. The same is true with respect to committee or board posts. In areas of volunteering where they are equally strongly represented, women and men tend to perform different tasks. 'Helper' tasks are significantly more likely to be performed by women and administrative tasks by men.

The activities themselves place quite different demands on the volunteers, which also vary according to the area of volunteering. lt appears that women attach less importance to personal requirements for fulfilling their voluntary tasks. Men have greater demand than warnen for training in preparation for their voluntary tasks and greater demand for specialist knowledge regarding the specific field of activity, and are more likely to link their volunteering with experience gained at work.

lt can be inferred from the nature of the different activities that people need a wide range of skills to meet the requirements of the voluntary activities they take on. Key skills and/or special personality traits play a far more important part than specialist knowledge, though again, men tend to set greater store by specialist knowledge than women. Men also give a slightly higher ranking to most key skills. 'Selflessness', once regarded by women as an important personal characteristic in volunteering, now receives a slightly lower ranking among female volunteers.

Greater responsibilities in the family, combined with less free time, obviously mean that women cannot take pari in training as much as men. This does not in itself support the conclusion that women attach less importance to training for voluntary activities.

The time structure of volunteering is markedly typified by long-term participation involving regular and binding commitments. The present survey shows that short-term, sporadic activity – the mark of the 'new' volunteering – has not in fact gained as much weight as the 1996 Socio-economic Panel survey indicated. Gender differences are most evident in the tendency of women to be active an weekday mornings and afternoons, whereas men often use the weekend for their volunteering activities. This again suggests that women have greater family commitments at the weekend.

Volunteering is based an a whole range of motives. The most frequent is that volunteering is fun. This applies equally for men and women. Altruistic reasons continue to rank highly. However, personal motives also play an increasingly important part.

Female and male volunteers alike would like more support and encouragement in order to improve their unpaid work and the recognition they receive for it. Despite a high general level of satisfaction, various demands are made by large numbers of volunteers. Some of these are directed at the organisations and chiefly relate to the voluntary activities themselves, with financial and organisational aspects taking centre stage. Others call for improvements in the support and supervision of volunteers and for greater recognition from paid staff members.

The state, too, is called upon to improve the conditions for volunteer work and to accord it greater societal recognition. This includes tax breaks and pension credits for time spent volunteering, better liability insurance cover, and recognition of experience and skills gained while volunteering, both in (courses of) education and training and at the workplace.

Conclusions

Wamen volunteer less and devote significantly less time to their voluntary activities. There are various reasons for this lower level of involvement. One of the most important is the unequal division of family responsibilities between the sexes. Even today, women continue to carry the primary responsibility for housework and for feeding and looking after the family. Their work for the family in itself constitutes an important contribution to society. The trend towards increased gainful employment alongside family commitments restricts their free time for other activities, volunteering included. The quantitative differente should hence not be regarded as a deficit, but discussed as arising within the context of women's multiple roles. For this reason, the question of raising participation by women to match male participation levels is academic.

Wamen and men favour different areas of voluntary activity. Wamen tend to focus more strongly **on** family-related and social welfare activities. Men, on the other hand, prefer areas of greater occupational relevance and with greater prestige value. Functional and executive duties are typical of their activity profile. The gender-specific levels of participation in different areas thus constitute a form of segregation in that wamen focus

their volunteering more around the family sector and men around public life. This confirms the established gender hierarchy; in other words, the gender-specific social division of labour produces a gender-specific segmentation of volunteering. lt also results in different levels of importance being attached to volunteering undertaken by women or men, above all because voluntary activities in the more male-dominated areas are more visible in the public eye. Women's activities – relating to social welfare matters, helping and caring – likewise have great social importance but are less
and consequently are not accorded the public recognition they deserve.

The different levels of volunteering by women and men in the different areas are also a product of the historical development of those areas. Organisational, structural and time arrangements are designed around male interests and lifestyles to a larger extent. Such structures and arrangements hinder women from entering the areas of activity concerned. lmproving opportunities for women would also entail the creation of new, changed structures that aim to break down existing hierarchies. However, the inequality of female and male participation levels, or rather, the fact that women are under-represented in such areas, makes it harder to initiate developments in this direction.

A suitable personal profile and certain personal circumstances are beneficial to those wishing to become volunteers. Favourable starting conditions such as being well-educated, having paid employment and a good income and being integrated into society are factors that promote social participation and civic engagement. Whereas the family framework gives men the opportunity to pursue their volunteering without compromise, women's dual commitment to work and the family restricts them with regard to volunteering.

Levelling gender hierarchies and establishing equality of opportunities between women and men in society entails a search for new models of partnership. These would help break down the existing gender-specific division of labour and establish a new sharing of family and employment responsibilities between women and men. This would create new scope for volunteering by men in sectors relating to the family and social welfare matters, and by women in areas that are more in the public limelight. The preconditions include a move away from allotted roles and a redistribution of work both in the family and in the world of paid employment.

2. Young People and Volunteering

Sibylle Picot (Infratest Burke Sozialforschung)

There is much talk of a crisis in volunteering, and representatives of various associations complain about the lack of willingness, especially among young people, to take up volunteering. In contrast, social science literature claims that while traditional forms of voluntary activity may have been exhausted, there are new forms of volunteering that are better suited to the changes in people's living conditions, concepts and focuses. Young people – often classed as agents of change – could be seen as the pioneers of such developments. However, the findings of this representative survey show evidence of fairly traditional forms and structures of volunteering where young people are involved.

It is often assumed that the individualisation of young people's lifestyles and their focus on having fun hinders volunteering. This theory is, however, likewise clearly refuted in discussions among social scientists. This study shows that young people volunteer in large numbers and in considerable variety and intensity, thus demonstrating that volunteering and having fun can be successfully combined.

No lack of volunteer spirit in young people

Young people aged between 14 and 24 form a particularly active group within society. Firstly, they have a stronger tendency to participate in clubs and societies, groups and projects than in all other age groups. Secondly, at 37%, the number of volunteers in this group is extremely high. This matches the number of volunteers among those of working age, and is higher than the number among those aged 60 and over. The numbers show that young people, of whom 70% attend school or vocational training, seem to be relatively successful in allotting a considerable amount of their time to volunteering. Their volunteering involves regular commitments, and just under half of all young volunteers devote more than 5 hours per week to their voluntary activities. In comparison to older volunteers, the frequency with which young people perform voluntary activities is impressive – 44% do so either on a daily basis or several times per week.

In some areas of involvement, the proportion of young volunteers in the total number of volunteers is so large that their contribution is vital. This is especially the case in the areas of sport and accident and rescue services.

Mostly traditional forms of volunteering

Volunteering among young people has, up to now, taken place mainly within traditional organisation structures and differs little in this regard from other age groups. Half of all young volunteers are active in clubs and societies, and a quarter in large organisations, with the church playing by far the greatest role. Among those young people who perform two voluntary activities, the second is often in a self-organised group, initiative or project, and often associated with school.

On these findings, self-organised groups and initiatives, which represent the new understanding of volunteering, have not (yet) gained very much importance among young people.

Volunteering starts in the personal environment

The main areas of activity and volunteering among the young are to be found in their personal environment. Volunteering among young people is at its strongest in sport and physical recreation, leisure and social activities, schools, cultural activities, church and religion, and rescue and voluntary fire services. In contrast, young people are under-represented when it comes to social and political engagement of any kind.

The main beneficiaries from volunteering performed by young people in the various fields of activity are children and youths. This also applies to young people's voluntary activities in such areas as sport and physical recreation, leisure and social activities, culture and music, and church and religion.

Socially steered into volunteering/

Half of all volunteers said they had taken up volunteering for the first time before the age of 20. This shows that many grow into volunteering from an early age. Those who take up volunteering in their youth will in all probability remain in volunteering later on. The fact that entry into volunteering so often takes place in people's earlier years highlights the need for greater recognition and promotion of volunteering among young people through targeted improvements in the framework conditions.

Change in terminology

Young people use the traditional term *Ehrenamt* ('honorary office') far less frequently than older volunteers and, in talking about their voluntary activity, tend to speak of *Frei-willigenarbeit* ('volunteer work'). This may also be due to the fact that they are less likely to perform activities that involve being elected into office and are also less likely to hold executive positions. This would appear to be a matter of age.

Although the term *Ehrenamt* is less suitable for volunteering by young people, this only provides a partial explanation for their preference for the newer term *Freiwilligenarbeit.* There seem to be larger moves towards modernisation of language, with society's young in the vanguard.

Requirements and demand for further training

Almost 70% of the voluntary activities performed by young people involve working with children and youths in the form of pedagogical support and supervision of a group. Young people state more frequently than others that their voluntary activity demands high levels of commitment and the ability to work under stress. In light of what are generally regarded as the high expectations of young volunteers, it is not surprising that a third of all young volunteers state that they sometimes feel overlaoded by the work they do.

In view of the relatively high proportion – compared with other age groups – of young people who sometimes feel overloaded by their voluntary activity, further training opportunities are especially important. However, a good half of young volunteers are not aware of the availability of any further training courses or seminars for their type of voluntary activity. This also brings to light the fact that young people are extremely interested in gaining skills through their volunteering. And they are also very keen to obtain certification of their voluntary activity, especially among young people from the eastern Laender.

Social integration and young volunteers

The willingness of both young people and adults to take on volunteering is highly dependent on social integration. Apart from club and group activities that are directly related to volunteering, the sense of belonging to a large circle of friends and acquaintances, feeling settled in their local surroundings and being part of a church congregation are positive influencing factors as regards their willingness to volunteer. There is also clear evidence of a relationship between volunteering and level of education. The findings on young people show the same tendency as those on people of working age: Volunteering has a specific social context and those who are better integrated and have enjoyed a better education are more likely to volunteer.

The fun aspect of volunteering

As regards their motives for volunteering, young people lay great store in the fact that their volunteering should be a fun experience and enable them to meet like-minded people. The emphasis on fun matches young people's core values, with hedonistic and even materialistic goals playing an important role. They place considerably more emphasis on the associated values than adults or older people (e.g. "enjoy life to the full" and "a high standard of living"), and no difference is evident between young volunteers and young non-volunteers.

The opportunity for gathering greater experience plays a big part when it comes to motivations for volunteering. Young volunteers emphasise more than adults the importance of being able to make their own decisions and the need for recognition for the voluntary activity they perform. In general it becomes clear that, when compared to older age groups, young people enter into volunteering with particularly great expectations.

Young volunteers' expectations that volunteering should be fun, however, are met to a greater extent than those of adult volunteers. This applies to a large extent to almost 90% of young volunteers and – in close relation – their need for social contact within the framework of their voluntary activity is also fulfilled.

Potential for disappointment

In the main, young people say their expectations of volunteering are met, and they say so more often than adult volunteers.

Looked at from a different angle, the initial extremely positive impression of satisfaction among young volunteers gives way to a problematical aspect. The potential for disappointment is most clear-cut among young volunteers with high expectations and values. It is highest in particular with regard to those aspects which affect the personal interests of the young people. In the main, the expectations of those for whom it is important to represent "one's own, legitimate interests" or "take charge of one's own problems and resolve them" often go unfulfilled. This also applies to 'those young people who wish to avail themselves of the occupational benefits they expect the voluntary activity to offer.

Young volunteers and `growing up'

The young volunteer age group displays considerable differences in volunteering. This concerns both younger and older youths, meaning the difference between those in the 14-19 age group and those in the 20-24 age group, young people of both sexes, and young volunteers from both eastern and western Laender.

Young people under the age of 20 are more or less socially steered into social responsibility and representation of specific interests. As a comparison with the 20-24 year olds shows, the main areas and types of voluntary activity are different. While the younger volunteers are mainly involved in organising activities within their personal environment, those over 20 are involved in voluntary activities in the social and political sectors. They are more likely to be involved in groups that are active beyond their immediate region and to have been elected into office and/or perform either a committee or board function. Their activities are more 'adult' in nature, involving more organisational responsibilities and administrative work. Younger volunteers, in comparison to older youths, lay greater store in demonstrating their individuality through their volunteering, which is clearly evident from the motives they give for taking up voluntary activities in the first place. Volunteering obviously plays an important role in 'growing up' in society.

Young volunteers and the need for emancipation

Young women aged between 14 and 24 volunteer far less often than young men. They volunteer mostly in schools, in the church sector, in social welfare, and in environmental protection, nature conservation and animal welfare, while young men mostly volunteer in sports and in accident, rescue and voluntary fire services. Young women also volunteer more for the benefit of children and young people. Gender-specific patterns are evident both in the choice of their field of activity and assessing the respective requirements. Young female volunteers tend to be highly motivated, and often take up further training opportunities. At present, their entry into volunteering would appear to depend on their taking the initiative as they are less likely to be approached by a key functionary from a group or organisation, and are less likely to be encouraged by friends and acquaintances. Their desired improvements as regards the general conditions of volunteering include greater public recognition and better information about opportunities for volunteering.

It may come as a surprise that gender-specific stereotypes are also highly evident among the younger generation and in an area that, as a strictly voluntary arena, should offer space for growth and opportunities for choice.

Young volunteers in the eastern Laender - a different focus

In the eastern Laender, practically every third young person is a non-volunteer, while the equivalent figure in the western Laender is only one in four. And the proportion of volunteers overall is lower compared with western Laender. Considerable differences emerge as regards the structural conditions of volunteering: the churches, which play a very active role in youth work in the western Laender, have no significant status as a focus of voluntary activity. State and work-related volunteering structures have more or less dissolved as a result of the change in system. However, greater importance is attached to youth work in state and community organisations than in the western Laender. The number of young people who volunteer for projects, initiatives and self-organised groups is also higher.

Young people in the eastern Laender can barely relate to the concept of *Ehrenamt,* the traditional term for volunteering, are rarely elected into their voluntary activity or perform a committee or board function, and their activities mainly involve working in a team. Young people tend to enter volunteering with the main motive of taking their destiny into their own hands. Young volunteers in the eastern Laender state more often that their volunteering serves lobbying and advocacy. Interestingly enough, the expectation of taking charge of one's own problems through volunteering is met more frequently among them. This shows a very clear difference as regards attitudes in comparison with young volunteers in the western Laender.

The motivation to take on volunteering comes more from friends and acquaintances and rarely from key functionaries within a group or organisation. Logically, young people are more likely to be motivated to enter volunteering when it involves becoming active for their own cause. In the eastern Laender, however, where numerous volunteering structures have broken down, there seem to be more elements of the 'new volunteering'

as it is called in the respective debate, which is more concentrated an the western Laender.

Motives of highly dedicated young volunteers

Young, highly dedicated volunteers - those who spend more than five hours a week an their voluntary activities - attach particular personal importance to volunteering. Like young volunteers in general, they see volunteering as a part of growing up, but they also have other motives. The opportunity to test their own skills and competences in volunteering is often taken as the chance to find themselves, and to expand their own knowledge and experience, with self-responsibility and the ability to make decisions their main focus.

Greater benefits of volunteering for young people

With regard to improvement of the framework conditions, the wishes of young people addressed to the respective organisations are really no different to those of older volunteers. This is not the case when it comes to activities to promote volunteering by society and the state. The possible recognition of their voluntary activities as an occupational apprenticeship or as vocational training is ranked higher and many are concerned with obtaining recognition for volunteering in place of obligatory military or community service.

Other findings confirm the need to devote more attention to the occupational benefits of volunteering for young people and to continuing existing approaches in this field. This includes, for example, young people's interest in a certificate of activity and in taking an paid work of a similar nature to their current voluntary activity. What must be considered is that those who are less well integrated socially and also less well situated are generally less involved in volunteering, hence in the absence of change in this area, the positive effects of such activities will not necessary benefit those young people whose need is greatest.

Routes of access and methods of promotion

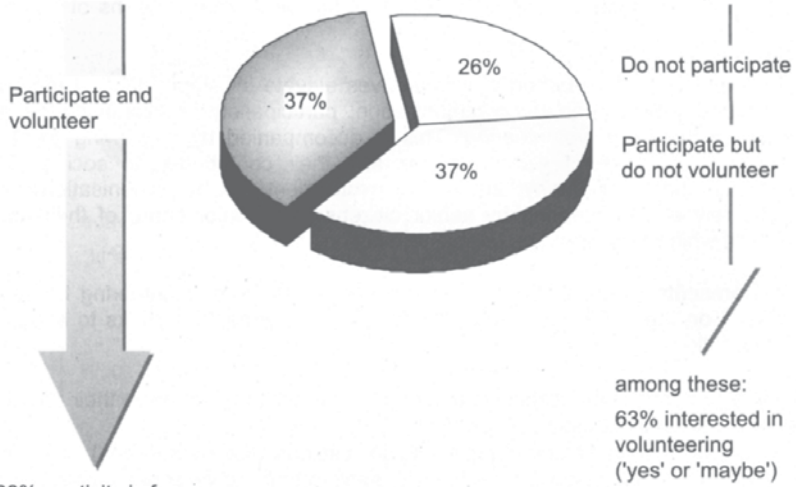
Young people not currently involved in volunteering are often not averse to taking on volunteering in the future (63%), and many volunteers would be willing to expand their volunteering (57%). A particularly important route into volunteering for young people is through friends, acquaintances and peers. Young people tend to group together, particularly with regard to volunteering for one's own cause and self-organised forms of volunteering. In general, this process can be promoted by the provision of appropriate framework conditions or by giving greater consideration to the specific interests of young people. What must be remembered is that volunteering in later life often has its roots in youth or childhood activities, and this emphasises the necessity for early promotion.

However, young volunteers also strongly emphasise the need for better information and advice an opportunities for volunteering. 80% of young people have never heard of an information or advice centre.

It appears that young volunteers are often underestimated in the public debate. One important problem lies in the area of public awareness: Young people must be taken more seriously as citizens who provide a substantial contribution to volunteering despite their youth and who are willing to take on responsibility if afforded the appropriate space to do so.

Young people volunteering

Basis: Young people aged 14 - 24



88% activity is fun

69% activity benefits children and young people

44% volunteer daily or several times a week

40% volunteer in 'sport and physical recreation'

64% refer to their volunteering as 'volunteer work'

76% not in elected office

73% no committee or board position

78% perform activity in a team

85% activity requires ability to work under stress

33% others do similar work on a professional or paid basis

33% feel overloaded at times

55% want volunteering to be recognised as equivalent to further education or training

48% want volunteering to be accepted as a replacement for statutory military or community service

57% would be prepared to expand volunteering

(All characteristics significantly more frequent than among volunteers over 25)

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3. Volunteering among senior citizens

Ulrich Brendgens and Joachim Braun (ISAB-Institut)

In recent years the demographic trend towards the ageing society has brought about sweeping socio-political changes. Today, nearly one in every four Germans is over 60 years old and hence a senior citizen. By 2015, one in three Germans will be over 60. Senior citizens thus make up a significant part of the population in terms of numbers alone.

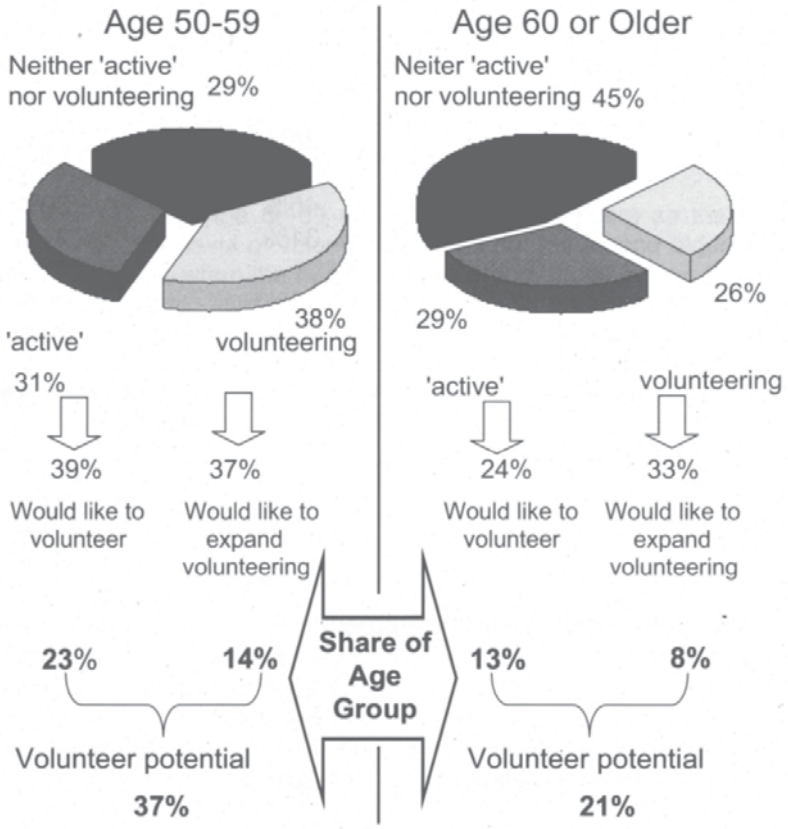
Longer life expectancies and shorter working lives elevate the importance of the post-work phase and with it need for communication, participation in community life and meaningful activities, e.g. volunteering. This is accompanied by a growing need for greater social recognition of senior citizens and their contribution to society. This contribution is made in many areas of involvement. Many organisations and associations rely on volunteering by senior citizens as a major share of their social capital without which they would be unable to function.

This report presents empirical findings on the current state of volunteering by senior citizens based on the 1999 Survey on Volunteering in Germany. It seeks to answer a number of questions:

- What groups of senior citizens volunteer, and what factors influence their choice of activities and willingness to participate?
- In what ways does volunteering by senior citizens (the over-sixties) differ from volunteering by the 50-59 age group representing tomorrow's senior citizens?
- What types and areas of volunteering do today's and tomorrow's senior citizens prefer?
- What do senior citizens expect of volunteering and what kind of support do they expect to receive?
- How do senior citizens regard their own voluntary activities and what are their preferred forms of organisation?
- What services do volunteer senior citizens provide to society and to themselves?
- To what degree are senior citizens willing to expand their volunteering, and what reasons exist that hinder them in doing so?

The willingness of tomorrow's senior citizens to volunteer and their preferences are of particular interest with regard to the future development of volunteering by senior citizens. The main findings of the report on senior citizen volunteering are summarised in Figures 1 and 2.

Figure 1: Extent of and potential for volunteering among senior citizens and the 50-59 age group



- ►Senior citizens are involved in all 14 areas of involvement.
- ►Senior citizens' preferred areas of involvement are sport and physical recreation, social welfare, leisure and social activities, church and religion, and culture and music.
- ►Over-60s, particularly those who volunteer, donate more and more frequently than those unter 60.

© ISAB-Institut Cologne 4/2000, 1999 Survey on Volunteering (n = 14,922)

Fig. 2: Volunteering by senior citizens and the 50-59 age group

	Age 50-59	Age 60+
➢ volunteers in % of the age group		
Total	38%	26%
Men	45%	30%
Women	31%	21%
Western Laender	40%	26%
Eastern Laender	29%	22%
➢ Average time spent per month	17 hrs	21½ hrs
➢ Age first engaged in voluntary activity		
Under 30	51%	40%
30 to 50	43%	35%
Over 50	6%	23%
➢ Duration of current voluntary involvement		
4 years or less	20%	18%
5 to 10 years	22%	21%
Over 10 years	58%	51%
➢ Committee/board responsibilities:	46%	37%
➢ Able to cope with demands:	77%	81%
➢ Recruited or asked to engage in voluntary activity:	63%	56%
➢ Involved at own initiative:	33%	39%
➢ Expect better information and advice on volunteering opportunities:	59%	48%
➢ Expect more training opportunities:	39%	33%

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Volunteers and `actively' involved senior citizens

There are many ways to participate in activities outside the family and the workplace –for example clubs and societies, initiatives, projects and self-help groups. Respondents were given a list of 14 areas of involvement and asked whether they are actively involved in one or more of them. They were then asked whether they have also taken on voluntary tasks or duties in the fields in which they are active. This permits senior citizens to be classified by level of involvement into three groups. 45% of senior citizens neither actively participate nor volunteer, 29% are actively involved, 26% volunteer. Senior citizens are thus somewhat less likely to volunteer than their juniors (37% in the 14-49 age group and 38% in the 50-59 age group).

Almost as many (31%) of the 60-69 age group are volunteers as the average of all respondents (34%). The level of volunteering does not fall among older senior citizens until upwards of age 75, when the number of volunteers drops below 20%. Comparison with the 50-59 age group – where volunteering is at its strongest – clearly reflects the major change in situation experienced by senior citizens regarding integration into and opportunities for volunteering. Retirement from work, the end of family-raising, loss of a spouse, etc., lead to problems of structuring time, loss of competency, and special challenges in finding meaningful activities and taking on positions of responsibility in old age.

Areas of voluntary involvement among senior citizens

While senior citizens are involved in all areas of society, there are five areas of involvement in which they are most active. These are sports and physical recreation, church and religion, social welfare, leisure and social activities, and culture and music. Senior citizens are less frequently involved in the remaining areas. Their involvement in the various areas varies according to age and sex, employment status, occupational or income status, region and the form of organisation in which they volunteer. Social integration into family and community life facilitates volunteering. Higher levels of educational and career achievement – factors that are usually linked with greater material security – positively influence volunteering among senior citizens.

Levels of volunteering among senior citizens

The rate of involvement among senior citizens is higher for men (30%) than for women **(21%). In** 4 out of the 14 areas of involvement (social welfare, church and religion, school and nursery school, and law and crime), however, women are more frequently involved than men. Different volunteering rates between the sexes are also evident in the 50-59 age group. Volunteering rates among the over-sixties and particularly among the 50-59 group are considerably lower in the eastern than in the western Laender.

The size of household influences senior citizens' willingness to volunteer. Senior citizens living alone are less likely to volunteer than couples or members of larger households. Senior citizens still in paid work are more likely to volunteer. Volunteering increases with the level of educational achievement, from 21% among senior citizens whose schooling

ended at lower secondary level to 42% among those who completed secondary schooling or a degree.

The most pronounced difference between the two groups comprising today's and tomorrow's senior citizens is in their employment status. Of the 60-69 age group, 14% are gainfully employed and 86% are not. Among the 50-59 age group, 73% are in gainful employment and 27% are not. Relative to their share of their respective age groups, those in gainful employment are the most involved in both groups.

Personal attitudes, too, influence senior citizens in their volunteering: senior citizens who volunteer prove more frequently to be realists and idealists (as a proxy for greater self-centredness), while those who do not volunteer tend more towards values typical of a conventional, resigned nature.

The willingness to volunteer is greater in communities with a population under 20,000: whereas 24% of respondents in larger towns participate in voluntary activities, some 29% of senior citizens do so in small communities. Smaller, less anonymous communities, it seems, offer good potential for volunteering. Among younger senior citizens especially, volunteering increases in inverse proportion to the size of community.

In many cases, senior citizens become part of an organisation early an and undertake specific responsibilities for many years. The tasks and type of voluntary involvement may change. Dwindling ability in one area is compensated by increased activity in another: whereas younger senior citizens often perform practical work like organising events, pedagogical support or supervision of a group, the needs of older participants move to providing personal care, networking and in particular fundraising.

Volunteering is a dynamic field in which senior citizens can undertake voluntary activities in a range of different areas. The forms and types of involvement change with personal circumstances and individual preferences. With increasing age, for example, senior citizens tend to become more involved in social welfare, while their involvement in youth and adult education diminishes. This shows that senior citizens remain highly flexible in matching their willingness to volunteer to their needs up to an advanced age. The holding of lifelong "Ehrenamt" is passe but, as the survey shows, the willingness to volunteer remains, with the area of activity changing at different stages of life.

Volunteering makes up a significant part of senior citizens' daily life: more than half volunteer at least once a week, and a further quarter at least once a month. Half spend 5 hours a week volunteering, with older senior citizens participating more sporadically.

37% of volunteer senior citizens sit an club, society, group and association committees or boards, compared with 46% in the 50-59 age group. Senior citizens spend an average of 21.5 hours a month volunteering, more than the 50-59 age group's average of 17 hours.

Many older people are involved in more than one area of volunteering, though the proportion of volunteers with multiple voluntary involvement diminishes with increasing age. On average, today's senior citizens started volunteering six years later in life – at the

age of 35 – than the senior citizens of tomorrow in the 50-59 age group. Many took a 'break' after their first period of volunteering. In many cases, respondents began their current activity a span of years after their first. This supports the finding that there is no such thing as a single 'lifelong' volunteering; instead, the area of involvement changes in line with personal and family circumstances and with changing interests.

One in four senior citizens did not start volunteering until over 50. 18% have been involved for less than 4 years. Many enter into volunteering for the first time at an advanced age, as shown by the fact that one in five younger senior citizens and almost one in three older senior citizens started volunteering late in life.

Volunteer attitudes and preferred forms of organisation among senior citizens

Senior citizens hold volunteering in high regard: eight out of ten senior citizens said their volunteering was important to them. Volunteering gains in importance with advancing age: older senior citizens consider their volunteering to be more important to them than younger senior citizens. Almost one in two describe their activity as 'volunteer work', though senior citizens are more likely to call it *Ehrenamt* than younger age groups. The term 'volunteer work' is frequently used for volunteering in the areas of sport and leisure activities, while *Ehrenamt* tends to be used as a synonym in the fields of politics, law and Order, rescue services and social welfare.

By far the most frequent form of organisation when it comes to volunteering by senior citizens is the formally constituted club or society: 48% of senior citizen volunteers are members of clubs or societies. Club and society membership is particularly popular in the eastern Laender, where it accounts for 54% of senior citizen volunteers. However, clubs and societies also tend to be a male preserve: 67% of senior citizen volunteers in clubs and societies are men, and only 33% are women. Whereas male senior citizens are more likely to volunteer in a club or society framework, female senior citizens prefer to volunteer in churches, schools and nursery schools, and in self-organised groups.

Requirements

One in two volunteer senior citizens said their duties required special skills (such as specialist knowledge, work experience or special training). There is obviously demand for further training, as the training opportunities an offer meet with a strong response and are readily taken up, with the majority (especially among older senior citizens) having attended training several times. This identifies a key need in the promotion of volunteering among senior citizens.

What volunteering demands of senior citizens most is social skills and good inter-personal skills. One in two additionally stress the high level of dedication that volunteering requires. One in three name the ability to work under stress, organisational skills and specialist knowledge as important requirements. Senior citizens over the age of 60 generally consider that they are well equipped for their activities, be it due to experience or to training that they have attended. One in four of the 50-59 age group, on the other hand, say that they sometimes cannot cope.

Support expectations among senior citizens

Asked what measures should be taken to promote and support volunteering, senior citizens attach particular importance to two promotional measures out of a selection of different proposals. The state or local authorities should provide better information and advice an opportunities for volunteering. More than a third of senior citizens consider further training for volunteers necessary.

Special training in preparation for their volunteering is important to 22% of senior citizens. 48% say that courses and seminars are available for volunteers. Almost as many state that there are no training opportunities an offer for them.

Potential and readiness to expand involvement among senior citizen volunteers

As in other age groups, the main impulse to start volunteering for senior citizens came from outside ('asked'), though senior citizens take the initiative and also volunteer an their own initiative more frequently than younger people.

33% of senior citizens who already volunteer say they would be prepared to do more. This includes older senior citizens. Older people who do not already volunteer, an the other hand, are significantly more hesitant to respond. Their willingness to volunteer is lower than by those who already do so. Conversely, those who do not yet volunteer express greater general interest (It depends').

24% of senior citizens plan to volunteer in future if something interesting presents itself. Judiciously targeted information – for example as part of advisory services focused an volunteering – combined with opportunities for networking could lower the barriers to entry here, since only one in two who express an interest have an idea of what sort of activity they would like to engage in. The latter group frequently cite social welfare, along with health and the environmental protection, nature conservation and animal welfare area. Senior citizens thus constitute great additional potential that clubs, societies, associations, churches and other community organisations can tap by developing appropriate routes into volunteering.

In the light of current demographic trends, it will become even more important **in** future to promote volunteering among senior citizens, to integrate them into existing structures and to create space for new structures to emerge. This follows both from the need to integrate older people more fully into social and age-specific concerns and from the need to provide the large group of tomorrow's senior citizens with attractive prospects for 'successful ageing' and inclusion in society.

Conclusions for the promotion of volunteering among senior citizens

1. The situation of senior citizens is marked by the upheavals of ceasing employment and entering the post-family stage of life. Meaningful activity within the framework of volunteering can be important in this situation. As this is often a period of

reorientation, there is a need for practical information on volunteering and advice on the specific opportunities that are available.

2. Besides being provided with information, it is important that senior citizens be adequately prepared for the voluntary task they envisage performing. This means both training in what they are going to do and information about the conditions under which they are going to do it. The organisation of such training is thus an important factor, as is coordination and, where appropriate, division of responsibilities among training providers (training bodies of the associations, adult education establishments, and further training events sponsored by volunteer initiatives).

3. While the level of volunteering is higher among male than among female senior citizens, their longer life expectancy means that the number of aged female volunteers is very large indeed. This necessitates an additional training element specifically for women, to train them for positions that today remain very much a male reserve.

4. Due to the current demographic trends and the growing numbers of one-person households, the potential for providing support to senior citizens is diminishing. There is thus need for action in all areas where senior citizens can be relieved of their burden. Because the social welfare sector is particularly important to senior citizens, and because younger senior citizens in particular are more likely to be volunteers, steps should be taken to initiate a culture of mutual aid.

5. The current generation of soon-to-be senior citizens can play an important part in all this. Today's 50-59-year-olds have the highest level of volunteering, but often still have substantial family and work commitments. It follows that this generation must be provided with support to continue their voluntary activities into the postwork phase of their lives. Tomorrow's senior citizens (the 50-59 age group) have significantly stronger values and attitudes in favour of volunteering than the oversixties of today. They have a greater interest in self-determination and in creatively and autonomously shaping organised forms of civic engagement. There is thus a heightened need in future to shape areas of involvement, roles of responsibility and the supporting fabric so that they better do justice to the changed values and attitudes of senior citizens.

4. Volunteering in sports

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Volunteering is important to many different sectors of society. Discussions on volunteering thus – rightly – often focus on questions and issues specific to a given area. In the following, we shall use the example of sports to show how far the general, inclusive perspective of this survey can be applied to specific questions arising in the individual areas of involvement.

Ever since the origins of the 19th century middle and working-class sports movements, sports clubs have regarded the voluntary services of their members as a constitutive element of their organisation and activities. However, going by the concerned utterances of the German Sports Federation, this underlying basis would seem to be crumbling away: Fewer and fewer members are interested in voluntary involvement, and the volunteering spirit is being supplanted by consumerism. An important factor in this is doubtless the fact that sport clubs face growing competition from private, commercially operated sporting facilities, particularly in the fitness sector and fashionable sports.

What does the situation look like based on the statements by the respondents of this survey?

Sport is Germany's largest volunteer sector

Sport is the area in which the greatest number of people 'actively participate in some way' – 37% of the population aged 14 or above or some 23 million people according to the results of this representative survey.

Of these, more than one in four say that they also perform voluntary tasks or duties. That is 11% of the population aged 14 or above. The *sport and physical recreation* area alone constitutes 22% of all volunteers in all areas. Thus in quantitative terms this is by far the most important area with regard to volunteering in Germany.

94% of volunteering in the sports sector takes place in a club or association

The organisational framework for volunteering in *sport and physical recreation* is in the overwhelming majority of cases the Sports club (90%) or association (4%). Self-organised groups do exist outside this framework but have little quantitative importance (4%). The same applies for state, municipal or private facilities (2%).

The analyses for the sports sector presented in the following are limited to those volunteers who are active within the framework of a club or association.

50% of volunteers in the Sports sector are voluntary functionaries and 50% are `helpers'.

Internal statistics from the German Sports Federation (DSB) suggest there are 2.2 million volunteers in sports clubs. Most of these are 'functionaries' — committee or board members at club or departmental level, instructors, referees and the like.

The present survey was not specially tailored to the sports sector. To be useful for internal discussions in sports clubs and associations, it must be possible to distinguish between the volunteer subgroups of relevance within them. This can be achieved only approximately with the categories used in the survey, which were of course designed to fit all areas of involvement. Nevertheless, the results are plausible and significant for the actual situation of sport clubs today.

Three groups are distinguished:

(1) *Board members*
Definition criterion: The person has an 'executive or board role' and is in 'elected office'.

(2) *Instructors*
Definition criterion: The main focus of the person's activity is 'instructional supervision or training of a group' and the activity is 'associated with regular time commitments'.

(3) *Helpers* Definition criterion: All others.

There is an overlap of approximately 20% in the membership of Groups 1 and 2. Respondents who would otherwise belong to both groups under the applied criteria are ascribed to Group 2 (instructors) for the remaining analysis. The resulting distribution is as follows:

Of all volunteers in sports clubs recorded in this survey:

- 20% are board members
- 30% are instructors
- 50% are helpers

The 'helpers' group, which mostly comprises people who do not hold any formal office, is thus as large as the two groups of functionaries combined. This voluntary participation outside of formal structures is of great importance to sports clubs. One can speak of the 'invisible workforce' of sports clubs who are unlikely to appear in organisation charts and statistics but without whom the clubs would not be able to function.

As the association statistics on sports clubs report 2.2 million volunteers, and if the assumption is correct that this number represents voluntary functionaries, then the total number of people who hold voluntary office or perform volunteer work in sports clubs is twice as large, i.e. 4.4 million. As this calculation is based on uncertain premises, it would be safer to speak of between 4 and 4.5 million people. The present survey is the first that has been able to cover this full spectrum of volunteering in sports clubs.

Board members: Older, more males, more civil servants and self-employed, some tired of office

A third of the volunteers in sport clubs are women. This roughly corresponds to the female share of the membership according to DSB statistics. The women's share of board members is lower, however, at 24%, whereas a disproportionately large number of wamen (39%) are to be found in the helpers group.

Overall, volunteers in sports are slightly younger than the average age of volunteers in all areas of involvement. This does not hold for board members, however, who are significantly older than instructors and helpers. Only 12% of board members are under 30, and one in two are 50 or older.

Sports club board members also differ from the two other groups in their occupational structure. With 33%, civil servants and self-employed people are over-represented an boards, whereas for example they only make up 16% of helpers.

There is thus an unmistakeable tendency towards `worthyism'.

Board members often hold their (voluntary) office in sports clubs for many years – almost half for 10 years or more. Most would like to continue their activities as before, or even do more (together 74%). One in four, an the other hand, show signs of being tired of office and would like to cut down an their activities or give them up altogether (together 26%) – a proportion that is higher than in the other two volunteer groups in the sports area.

Instructors: Greatest time commitment and one in four remunerated

Volunteer instructors – of whom 67% are male and 33% female – face very heavy demands. Most (62%) must attend several times a week. One in two spend 20 hours or more a month volunteering, the average being 21.1 hours. By way of comparison, the average time spent by board members is 16.5 hours, and the average among helpers is 12.3 hours.

Most instructors receive no remuneration for their services. 24% do receive such remuneration (a lump-sum expense allowance or a 'minor payment'). In the majority of cases the remuneration is under DM 300 (about €150) a month; only in one in ten cases is it in the DM 300 (about €150) to DM 700 (about €350) range, and the majority (70%) consider the sum appropriate.

Discretionary remuneration is far less common among the other two volunteer subgroups. 7% of board members and 13% of helpers receive a lump-sum expense allowance or a minor payment.

Instructors are the volunteer subgroup in the sports sector who face the greatest demands not only in terms of time, but also in other aspects. More than the others, they are required to possess specialist knowledge, leadership skills, inter-personal skills and the ability to work under stress.

Helpers: The volunteer army

The volunteers brought together under the heading of 'helpers' mostly perform tasks organising and holding events and undertake 'practical work that needs to be done'. Once again, the work of the majority (60%) entails regular time commitments. However, the proportion for whom this is not the case is larger than with the other two subgroups.

Only one in four helpers describe what they do as *Ehrenamt.* Most (64%) consider 'volunteer work' the more appropriate term.

61% of helpers are male and 39% are female. The proportion of women in this area of volunteering thus even exceeds the proportion of female members, which the association statistics show to be 37% for the 15+ age.

Helpers come from all age groups, though younger volunteers are more frequent than in the other two subgroups: one in three is under 30.

Most are prepared to continue with their volunteering. However, one in five (22%) would like to cut down or stop altogether; only 13% would 'like to do more'. This is noteworthy in as much as almost 40% say elsewhere in the interview that they would be 'ready and able to expand their volunteering and to take an more tasks if something interesting comes up'. There is thus obviously potential for volunteers to take an more tasks if they are offered them and consider them 'interesting'.

Volunteer potential in the sports area

The overwhelming majority of those who are actively participating in the Sports sector in some form or other currently do not perform any tasks or duties an a voluntary basis. Many, however, say they have done so at some time in the past. One in two would be willing in principle to take on voluntary tasks and duties. Where respondents have something specific in mind here, however, only one in two think of sports. That is, those active in the sports sector do also have an interest in other areas of involvement.

Those interested in volunteering in the sports sector are significantly younger than those who volunteer already there. Half are under 30. This, then, is an area where new blood is there to be recruited.

About one in two potential volunteers are already actively participating in a sports club. Conversely, half are not actively participating. In many Gases, then, some form of active participation in sports and the assumption of voluntary responsibilities in this area is an attractive proposition even for those who do not (yet) actively participate in a sports club.

Outlook: A `crisis' in volunteering?

Germany currently has around 87,000 sports clubs with some 23 million members, around 16 million of whom are aged 14 or older. Sports clubs have expanded and differentiated in the range of services they offer, but have increasing competition particularly from commercially organized sports facilities.

Volunteering by members remains the mainstay of sports club activities. At the same time, there is a growing trend towards professionalization and the service approach. This parallels complaints about the spread of the consumer mentality in the form of dwindling participation in, and willingness to help with, tasks that are for the benefit of all involved. It is this combination of (surmised) trends which underlies talk of a 'crisis' in volunteering.

As the survey **has** shown, about 4 to 4.5 million people provide their services on a voluntary basis within the framework of sports club activities. This figure is far higher than earlier estimates, because in addition to the voluntary services of functionaries – such as board members, instructors **and** coaches – it also includes services performed by other volunteers.

About half of the voluntary activities performed in sports clubs is made up of forms of volunteering that lie outside the narrow domain of club functionaries. By and large, the duties of the 'helpers' group may be less demanding in terms of time and effort than the work of board members and instructors, but viewed overall they are by no means insignificant or inconsequential.

It is necessary to take this broader view of volunteering if we are to gain an accurate picture and understanding of the work of sports clubs. Certain common propositions on volunteering in sports appear in need of review in this fresh light, and certain past survey results, being limited to the insufficiently broad functionaries group, are put into a different perspective at least in terms of scope.

- The sheer weight of numbers represented by between 4 and 4.5 million volunteers in Sports clubs gives reason to doubt that talk of a 'crisis' in volunteering is entirely accurate and appropriate.

- To describe volunteering in Sports as a 'male domain' may be appropriate when it comes to board members, but not for instructors and certainly not for other volunteers. Moreover, the data indicate that over the course of the 1990s, women gained a great deal of ground with regard to the holding of 'honorary posts'.

- The situation is similar with regard to participation by younger age groups and in particularly youths. These groups are under-represented on boards but play an important part **at** instructor level and in other voluntary activities. Viewed overall, volunteering in the sports sector is more 'youthful' than other areas of volunteering.

- There is a controversial trend towards 'paid volunteering', including in the Sports area. For some this is an answer to current problems, while others fear a 'vicious circle' destroying people's motivation to volunteer. The present survey suggests that the significance of this problem has been overestimated. A relatively small share of volunteers in sports receive a remuneration for their services, and the amounts paid remain within narrow bounds. Many volunteers pay their own out-of-pocket expenses. The subject of payment for voluntary services takes a back seat with regard to other problems in people's wish-list of improvements in the volunteering infrastructure. So far there can be no talk of existing voluntary

structures being substantially hollowed out by open or concealed forms of remuneration.

- To date, the trend towards 'professionalisation' of sports club activities has likewise stayed within narrow bounds. The broad base of volunteering remains largely unaffected. This is testified by the low numbers of full-time and part-time paid employees in sports clubs. Moreover, only tiny subgroups among the volunteer workforce show an interest in switching to paid employment. There is far greater interest in enhanced training opportunities, and also in better means of accreditation for skills acquired while volunteering and of using such qualifications in the job context.

According to the results of the survey, the principle of Sports club members providing their services on a voluntary, unpaid basis is alive and well. Recruiting problems for specific functions and positions do indeed exist, particularly at level. In this regard, it is necessary to explore how to integrate groups who are traditionally under-represented in this area – such as wamen and young people – and what changes in the culture of sports clubs this might require.

The need for greater professionalism in Sports club activities – be it in club management or in Sports training and supervision – should not be viewed as running counter to broad participation by members on a voluntary, unpaid basis. Combining the two in an appropriate way is the challenge that now faces clubs, societies, associations and other institutions in many areas of society, not least in the sports sector.

5. Volunteering in eastern Germany

Thomas Gensicke (Forschungsinstitut für öffentliche Verwaltung, FÖV)

Germany is made up of federal states (Laender). Until re-unification in 1990, the western or "old" Laender formed the Federal Republic of Germany and the "new" or eastern Laender the German Democratic Republic (GDR). In a decade of transition, the eastern Laender had to build new political and economic structures. Volunteering in the eastern Laender has to be viewed against this background.

Volunteering in the eastern Laender less widespread than in the western Laender

The proportion of citizens who 'actively participate' – those who take part in some form in groups, initiatives, clubs, societies, organisations and other bodies in the various areas of involvement – is lower in the eastern Laender than in the western Laender. The survey figures are 55% in the eastern Laender and 68% in the western Laender, **in** both cases for the entire population aged 14 or above. In line with this lower level of participation, the subgroup comprising those take on tasks and duties on a voluntary basis is also smaller. The share of 'volunteers' in the population aged 14 or above is 28% in the eastern Laender and 35% in the western Laender.

The level of volunteering is approximately the same across all five eastern Laender, with the exception of Berlin where it is even lower, particularly in the eastern part of the city. All western Laender have higher levels of volunteering, ranging from marginally higher in the 'city states' (Bremen and Hamburg) to significantly higher in the remainder.[41]

These figures depict today's situation. We should bear in mind when interpreting them that people *over 40* in the eastern Laender are likely to have been active as volunteers *prior* to *unification.* There is also *great potential* for volunteering among young people in eastern Germany. This study explores as far as possible why many older people *no longer* and many younger people *do not yet* volunteer.

Starting points for an explanation

This study ascribes differences in civic involvement and volunteering between the eastern and western Laender to a wide range of factors, while highlighting *infrastructural problems* as a particularly important aspect of 'active participation' and specifically volunteering. Besides a lower level of membership in clubs, societies, associations and other organisations, such infrastructural problems also include the smaller *church and religious base* for active participation and volunteering in the eastern Laender.

Another reason why volunteering has not advanced in eastern Germany as far as it has **in** the western Laender is the still less favourable *financial situation* of households and

[41] For more precise figures, see Part A, Section 3.2 of this report.

the public sector, of which *high unemployment is* only one particularly conspicuous manifestation. This affects *women* in particular, more of whom would like to enter paid employment and are less prepared than their counterparts in the western Laender to accept voluntary or unpaid work as a "substitute".

It is impossible to overlook the fact that the eastern Laender lag behind the western Laender when it comes to *public interest in politics* and that this has a negative impact on active participation and volunteering. The political process since the fall of the Berlin wall and unification has left not a few citizens of the eastern Laender disappointed and politically alienated. Political and government institutions inspire less confidence than in the western Laender, and one result of this is a lower level of civic engagement at present.

Bearing in mind the 'syndrome' of special difficulties induced by the *social and political transformation* of their part of Germany, eastern Germans' *level of involvement* in civic activities and volunteering is still remarkably high. Social scientists should keep a close watch for new forms of self-organization and mutual aid developing in the eastern Laender to a greater extent than in the western Laender, where the long-established infrastructure of active participation and volunteering tend to make for greater continuity and less abrupt change.

Special infrastructural problems in volunteering

The infrastructure of active participation and volunteering in the former GDR was largely tied to state enterprises and specific institutions such as schools. Much of this infrastructure feil away with the change of political system. Large state enterprises in particular, many of which sponsored and funded an infrastructure of active participation and volunteering (for example in sports), in the majority of cases were simply no longer there to provide this infrastructure following the collapse of former East German industry in the course of which two thirds of jobs were lost. While municipalities in particular have taken over many of the welfare functions of the workplace, much has been lost in the process of restructuring due to tight budgets and other reasons.

The infrastructure of active participation and volunteering with its strong ties to large industry and state institutions has been superseded in the eastern Laender, too, by a culture of local clubs, societies and organisations modelled an those in the western Laender.

In the *church sector,* however, which forms a major part of the infrastructure for active participation and volunteering particularly in the western Laender rural areas and small towns, it is unlikely that the eastern Laender will catch up with the western Laender due to the large share (75%) of eastern German population who lack any religious affiliation.

In the 'mass' sector of sports, too, the participation level is significantly lower in the eastern Laender than in the western Laender, though rising prosperity might hold a certain amount of growth potential. The share of the population that actively participates in the sports sector is 39% in the western Laender and 25% in the eastern Laender, with 12% and 8% respectively also undertaking voluntary tasks and duties.

The picture becomes even more clear-cut when the analysis is limited to membership in sports clubs. 28% of the population in the western Laender are members of sports clubs, compared with only 12% in the eastern Laender. That is, 'active' participants (who do not volunteer) in the sports sector in the eastern Laender outnumber the people with *sports club membership* by two to one. Many sporting activities thus probably take place on an "informal" basis (without club membership).

Almost a decade after the Berlin wall came down, "formal" integration of active participation into clubs and societies in the eastern Laender such as those in the 'mass' sector of sports is still far from reaching the significant levels of the western Laender.

Many people gave up their voluntary activities around the time of unification

The Survey on Volunteering gave special consideration to the specific situation entailed by the change of political system in the eastern Laender by additionally asking respondents to describe and evaluate their *past voluntary activities.* Among other things, this revealed the share of citizens in the eastern Laender who have volunteered at some time in the past to be 26% in the 40-49 age group (compared with 19% in the western Laender), 27% in the 50-59 age group (27% in the western Laender) and even some 33% in the 60-69 age group (22% in the western Laender).

This demonstrates the extent of the sudden drop in volunteering particularly among the generations comprising the core of former GDR culture compared with the corresponding West German generations. Combining the figures for the years 1988 to 1990, 36% of past volunteering in the eastern Laender ceased during the unification period, compared with only half that (18%) in the western Laender.

Problem of 'losses' greatest among the middle aged

Of the population in the eastern Laender aged 50 to 59 in 1999, over half (51%) gave up volunteering between 1988 and 1990, compared with only 21% of the same age group in the western Laender. This age group also contrasts strongly with its counterparts in the western Laender by virtue of its 21% unemployment rate (as against only 5% in the western Laender).

The large 50-59 age group and the 40-to-49 age group usually make up the "hard core" of the volunteer sector, in that people in these age groups are more likely to volunteer, frequently occupy responsible positions, and also recruit many new volunteers. Because of this, the 'losses' in the eastern Laender would appear to have dealt a particularly hard blow to volunteering there.

One striking testimony to the collapse of a large part of the volunteering infrastructure in the eastern Laender is the fact that almost a third (32%) of those in the eastern Laender who gave up volunteering did so because of organisations and groups being dissolved, compared with only 10% in the western Laender. In 1989, the year in which no fewer than 27% of volunteers in the GDR gave up, the proportion giving disbandment as their reason for Boing so was even 51%.

It is important to note that in both parts of Germany, very few of those who have given up volunteering did so in anger. Most retain a positive opinion of their past activity. Many would even be prepared to take up volunteering again, though this tendency is stronger in the western than in the eastern Laender.

Young volunteers more frequently self-organized

The decline in volunteering, particularly among the middle age groups typical of such activities, has not yet been made good in the eastern Laender by an increase in volunteering among *young people.* This can probably be ascribed to a stronger occupational focus among young people in the eastern Laender.

Another aspect is the lack of opportunities in the eastern Laender and the presence of an environment in which it is harder to attract young people to volunteering. Finally, encouragement is lacking from older generations, who have likewise become more reticent about volunteering.

Nevertheless, many young people in the eastern Laender still have an interest in volunteering. Those who volunteer are more likely than their counterparts in the western Laender to do so an a *self-organised basis* by forming groups on their own initiative and more forcefully advocating their own interests (see Chapter 2, Part B of this report).

Volunteer sectors in the eastern and western Laender similar in structure

Where volunteering takes place in the eastern Laender, it exhibits a similar social and psychological rationale to that found in the West. Volunteers in the eastern as well as in the western Laender of Germany are more likely to come from more *well-off* groups of the population who feel *responsibility* for the community and wish to make their own lives more *interesting* and *exciting.* Less-well-placed groups and jobless people who come together for purposes of mutual aid and to promote their own interests are untypical of volunteering in both the eastern and the western Laender.

One difference is that volunteering in the western Laender is more closely linked to social stratification, which in turn tends to be more a function of income than in the eastern Laender. In the eastern Laender, the social rationale for volunteering is more strongly influenced by *education* and also by specific 'social' attitudes and values, though the differences are not so pronounced.

For example, university-level graduates in both the eastern and the western Laender are approximately equally likely to volunteer, with a level of involvement of around 44%, whereas the figure for people with lower secondary school-leaving certificates is 39% in the western Laender but only 27% in the eastern Laender.

Women less likely to volunteer

Another point worthy of note is that *women* in the eastern Laender are more reluctant to volunteer than women in the western Laender. A greater proportion of Amen in the eastern Laender are in paid work, and of those who are not, a great proportion would like to be. Women in the western Laender are four times as likely to be housewives (20% compared with 5% in the eastern Laender), and a disproportionately large share (39%) of this group are volunteers.

Women in the eastern Laender are more likely to expect of volunteering that it will *be of benefit to their occupational life.* Many, however, doubt that this expectation will be fulfilled, particularly if they are unemployed, and consequently are more likely to refrain from volunteering.

Viewed overall, volunteering by people who are socially underprivileged, unemployed or in marginal employment is not, as has occasionally been hoped, a large-scale solution for the still severe labour market problems in the eastern Laender, or for the consequences of these problems, the greater burden of which falls to women.

Implications of limited financial resources

As volunteering is closely linked to social stratification and financial resources at both household and community level, inhibiting factors associated with *limited financial resources* are more pronounced in volunteering in the eastern than in the western Laender.

On objective criteria, organisations in the eastern Laender have even less money for projects and day-to-day running expenses than their counterparts in the western Laender. Respondents in the eastern Laender are also more likely to have given up volunteering because funding was no longer available for their organisation or group.

Many more respondents in the eastern than in the western Laender state that they cannot afford to volunteer, and more worry about proper insurance cover if they were to do so. Material reasons of this kind are most likely to be given by respondents who are interested in and consider themselves suitable for volunteering.

Due respect should be accorded in view of these findings to the gut reactions resulting from insecure personal, public and organisation finances. On the other hand, there are also certain elements of prejudice, and such prejudices can be dispelled by education and information.

Less favourable infrastructure reduces the scope for recruiting

The less developed volunteering infrastructure in the eastern Laender is all the more a hindrance because, as the 1999 Survey on Volunteering shows, still relatively few volunteer on the basis of personal decision or personal initiative. Such personal motives may be on the increase, however.

The more frequent route into volunteering remains recruitment in the form of *advertising for and directly asking potential volunteers* within a broad-based, networked infrastructure of clubs, societies and, to an increasing extent, information and contact centres. This route is flanked by encouragement from family members, friends and acquaintances (see Chapter 6, Part B of this report).

The fact that a smaller percentage of people in the eastern Laender are members of clubs and societies, however, limits the numbers that these can reach by asking and advertising within their ranks. A large share of people in the eastern and the western Laender alike are interested to a roughly equal degree in 'local events' and 'what is happening locally'. However, people in the western Laender are more likely to attend club and society events (52% 'regularly' or 'occasionally' compared with 40% in the eastern Laender).

In both the eastern and western Laender, *formally constituted clubs and societies* remain the most common organisational structure for volunteering and account for approximately half of volunteers, young people included.

Gaps in the infrastructure must be closed

In the volunteer sector, as elsewhere, there is thus also in the eastern Laender all the more need for the various levels of public administration to close gaps that the private sector – large organisations, parties and churches – are unable to fill either at all or in the foreseeable future. If volunteering is to be intensified, the weak volunteering infrastructure in the eastern Laender makes it a matter of even greater urgency there than in the western Laender that local *information and contact centres* are established to perform education, promotion and networking tasks with the support of local, and where necessary state, government.

There are already signs that gaps in the volunteering infrastructure in the eastern Laender, resulting for example from the smaller relative size of the church sector, are more or less being filled by public institutions. Whereas 15% of volunteering in the western Laender takes place under the auspices of the church and religious groups, the equivalent figure for the eastern Laender is only 7%. Conversely, only 10% of volunteering in the western Laender comes within the realm of state and municipal institutions, compared with 14% in the eastern Laender.

Volunteering as a form of self-help and a complement to employment policy

Volunteering by disadvantaged members of society can at least serve as a *complementary strategy* to policies promoting employment even if it cannot replace them entirely. There is evidence that unemployed in the eastern Laender and those in marginal employment are increasingly adopting a strategy of using volunteering as a way to also improve their *job prospects.*

48% of people who are interested in volunteering in the eastern Laender would do so if it were beneficial to their occupational life. As mentioned earlier, this group does entertain

certain doubts as to whether such expectations will be fulfilled. All the same, there is considerable scope here at least for the alleviation of labour market problems by unconventional means.

Some 40% of volunteers in the eastern Laender demand that the state should make it possible to volunteer while drawing unemployment benefit — significantly more than in the western Laender (32%). Even where there is not a seamless transition from unpaid to paid work, volunteering can still help people keep up a positive attitude an life, integrate socially and expand their horizons.

Volunteering as a field for gaining **experience in democracy**

People in the eastern Laender have a less favourable view of Germany's political system (and particularly of its everyday workings) than their counterparts in the western Laender. Besides political disappointment, such judgements are made at a greater personal remove from the ongoing political process, as people in the eastern Laender are less likely than people in the western Laender to be actively involved in public life. The promotion of volunteering should hence be seen not just as a complementary strategy to help solve specific labour market problems or alleviate their consequences, but also as an opportunity for more people in the eastern Laender to gain practical experience in public and political life. This raises a challenge to all who work in the political education sector and have an interest in increasing political activity among people in the eastern Laender, including the political education centres of the various Laender , schools and educational institutions.

6. Routes into volunteering in Germany

Hans Günter Abt and Joachim Braun (ISAB-Institut)

With the establishment of information and advice centres for self-help issues, senior citizens' bureaux and information and advice centres for volunteering, a number of measures have been taken at municipal level that have improved opportunities for finding routes into volunteering. However, the situation has become increasingly confused – not least for the general public. This has given rise to discussions on how to integrate or network existing forms of support and how to extend them to communities in which no supportive infrastructure yet exists. With the International Year of Volunteers 2001 on the threshold, issues such as these can enjoy new focus if we take the opportunity it offers for attracting public attention to the further development of supportive structures and volunteering itself.

Use of the term 'volunteer' has been confirmed in the survey. The term *Ehrenamt* (honorary office) means litte to many volunteers. The fact that the majority of them find the term *Freiwilligenarbelt* ('volunteer work') far more fitting may come as a surprise. Their preference for 'volunteer work' shows that they contrast their volunteering in particular with their paid work This has to be taken into account when endeavouring to improve access routes.

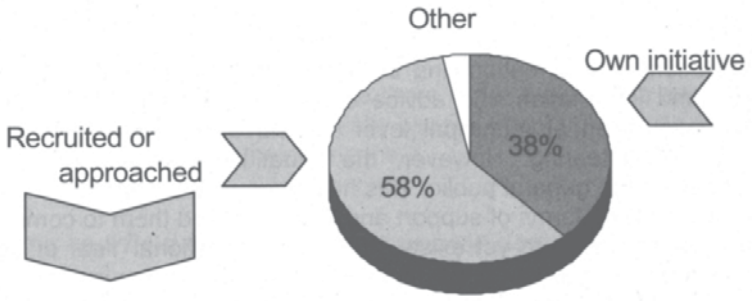
Figure 1 shows the main Eindings of the 1999 Survey on Volunteering with regard to routes into volunteering.42

Continuity and flexibility in volunteering

For the majority of volunteers, entry into volunteering begins in their youth or early adulthood. More than half become active for the first time before they are 20, and two thirds up to the age of 25. Only 5% of those who volunteer first did so when over the age of 55. Of those questioned who are now 40 or older, every second respondent started volunteering up to the age of 25. Today's active volunteers mainly comprise individuals who had their first experience of volunteering in their earlier years.

[42] The statistics relate to the first, most time-consuming voluntary activity a person performs. The figures may differ slightly from those given in Part A of the report, which covers alI activities performed — including further, less time-consuming ones.

Figure 1: Routes into Volunteering



42 % by people in leading functions in volunteer organisations
35 % by active friends and acquaintances
3 % by information and advisory centres for volunteering and self-help
29 % driven by own experience

Further routes

41 % were elected into their voluntary activity
38 % have board or committee functions
73 % work in a team
23 % see a connection with their paid work

Average age when taking up volunteering

34 years when taking up current voluntary activity
23 years when taking up voluntary activity for the first time

Fluctuation in volunteering

24 % took up current voluntary activity in the last two years
25 % intend to give up current voluntary activity in the near future

Desired support: better information and advice on volunteering opportunities

56 % of all volunteers
73 % of volunteers in local civic activities
72 % of volunteers in the health sector
64 % of volunteers in environmental protection, nature conservation and animal welfare
63 % of volunteers in social welfare

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It is not uncommon for those who currently volunteer to have taken up doing so in mid-adulthood or even in later life. A quarter of volunteers – a relatively high proportion – only became involved in their current voluntary activity in the past two years. The findings of the survey are evidence both of changes in volunteering and of its dynamic nature. They also show that it is possible to attract new volunteers in adulthood through to pensionable age. In the main, people take up volunteering in their youth, and again in adulthood, but in a new area or in another role.

Depending of the phase of life and area of involvement, there is a high degree of fluctuation among volunteers. This means the reported level of involvement of 34% is not a reliable statistical measure. Instead, many people consider the question of whether to enter volunteering several times at different times of their lives. With the tendency for long-term involvement on the decline, many people are constantly on the look-out for new opportunities and options. Thus the availability of suitable information and advice services concerning opportunities for volunteering is becoming increasingly important.

Self-initiative and external motivation on the route to volunteering

Contrary to the popular belief that volunteering is generally based on individual, self-initiated action, for every two respondents who took up their main activity on their own initiative (38%), three others found their way into volunteering either as a result of being approached or in response to advertising (58%), i.e. through external motivation. Volunteering can, therefore, be promoted through the use of both targeted and advertising approaches. For those who currently volunteer, their main incentive came from other volunteers who perform key functions in groups or organisations. The fact that four out of ten volunteers were motivated in this way leads us to the conclusion that the vast majority of them already were in contact with other volunteers. Participation in activities, membership of a group or organisation and other forms of integration provided the background for their transition into volunteering. The second most important group of motivators are people in the immediate personal environment: mainly friends and acquaintances (35%), but also family members (12%) – a particularly high-rating factor as regards young volunteers. Thus for a third of all volunteers, close personal relationships with other volunteers play an important role. For more than a quarter of volunteers, personal concerns also played a role in the decision to take up volunteering. Some 3% of volunteers obtained decisive incentives from media such as the press, radio or television, while the same number did so from information and advice centres.

As a result of this recruiting approach, millions of volunteers have enormous influence through their contacts with non-active people. Thus a volunteer-friendly environment within society in which volunteers receive appropriate recognition and support, is a basic requirement in sustaining volunteers' motivation and in winning over newcomers to volunteering. At the same time, the effectiveness of the personal approach has its limits – without stable social relationships there is no opportunity for it. In a mobile society, this can only apply to a certain section of the population, while the other section remains dependent on access to information and advice. In this context it has to be noted that personal relationships can only be promoted to a very limited extent by public measures. Public information and contact centres, however, are more easy to establish.

For many volunteers their volunteering does not take place in an isolated sphere but rather in a social context that supports their activities. Access to volunteering is not always direct. Social integration and acceptance must first be established and won through participation in activities. Being elected into office as a route into volunteering is one example of this, as apart from one's own willingness to take up volunteering, one must also be accepted by others. Many volunteers, a total of 41%, have taken up their main activity in this way and have a mandate. Thus, this route is seen as a normal part of volunteering. Volunteering is also an integral part of the democratic culture. The findings regarding committee and board functions and integration in a team confirm the social integration of volunteering. These are based on social acceptance by an active and involved environment. 38% of all volunteers are entrusted with specific responsibilities, namely key management roles or committee functions. Almost three quarters work in a team. In this way, volunteers enjoy at least acceptance within their community, if not active support. Extensive time demands and long-term involvement are synonymous with executive responsibilities. Many more men than women, especially between the ages of 40 and 59, have official legitimacy for their volunteering in the form of elected or executive office. Young volunteers rarely belong to this group.

One unusual route into volunteering is 'semi-volunteer work' – paradoxical as this may sound. This grey area includes lay judges who take up office at public request, and conscripts who opt to do auxiliary duties in the emergency services. Both groups, however, are very small and represent less than one per cent of volunteers.

23% of volunteers see a connection between their volunteering and their paid work. This mainly involves an overlap between occupational and voluntary tasks. There may well be other connections arising in the context of the volunteer's paid work. Professional knowledge can, therefore, serve as a selection criterion for a range of voluntary activities. Requirements of this type must be observed in the recruitment and placing of interested individuals. The connection between gainful employment and volunteering becomes more frequent with increasing age, better education and higher level of involvement. People who work in non-profit organisations and in the public service state this kind of link most frequently.

Routes into different areas of volunteering

People don't just volunteer *per se;* they choose a specific issue and activity. The issues are not freely interchangeable, and are usually the main incentive for volunteering for a particular cause or to serve other people. For this reason, one has to distinguish between the various areas of involvement when clarifying specific routes of access. In addition, the group of 'active' participants who have not (yet) volunteered must be taken into account. These include active athletes, musicians, self-help group members, participants in recreation activities and members of organised clubs and societies. These active groups may be targeted by personal approach, which has proven to be the most important method of recruiting volunteers to date. In general, the greater the number, the greater the need for voluntary activity.

lrrespective of age, the majority of volunteers and the majority of active participants can be found in recreation-oriented sectors: mostly in *sport and physical recreation,* then in *culture and music* and in *leisure and social activities.* This is also where the majority of young newcomers are found. Men are somewhat over-represented among volunteers. In the first two areas of involvement, individual experience plays an important role. Incentives come mainly from friends and acquaintances, while in *sport and physical recreation* and in *culture and music* motivation can also come from key personalities. The situation is similar as regards *local civic activities.* However, it is mainly people in the older age groups who gain their first experience of volunteering by taking up this type of activity. Due to various aspects, we assume a high level of volunteer integration here.

The *social welfare, health, youth work and education* areas are considerably smaller than the recreation-oriented areas. Connections between volunteering and paid work are relatively common. Taking up volunteering in later life and a high level of involvement are characteristic of the first two areas. Wamen are over-represented in these areas, while the same applies to men and youths in the youth work and education area. More than in any other area, the incentive to take up volunteering in the areas of social welfare and health comes from the media or from contact centres.

Environmental protection, nature conservation and animal welfare is a growth sector with high levels of involvement. Men and women are equally active. Interlinkages with other areas are minimal. Motivation comes mainly from friends and acquaintances, individual experience and self-intitiative is well developped. Media and contact centres are also frequently involved. The currency of the issue and the level of sympathy for it appear to have a stronger influence than the need for social integration into a specific environment.

The area *schools and nursery schools* and law *and crime show* certain commonalities in that the volunteers are mostly attached to organisations that serve the renewal of the activity. Differences between the eastern and western Laender do therefore hardly exist in these areas. However, differences in age, gender and intensity are evident in that the involvement of schoolgirls and mothers in the first area is rather limited and short-term, while in the second area, middle aged and older men have a high level of representation and remain active an a long-term basis.

Volunteers in professional or political advocacy have considerable characteristics in common: there is a relatively high proportion of middle aged and older men, they generally volunteer for longer periods than in other areas, and often also volunteer in other areas. Elections often form part of their volunteering. In the area of professional advocacy, external incentives are relatively common, as is, naturally, the relationship to the volunteer's paid work. The barriers to be confronted when taking up volunteering as regards the strong social integration aspect and other requirements in these areas are not to be underestimated.

Two other areas that deserve special attention are *church and rellgion* which show a small group of active participants. This cannot be apportioned to a lack of new blood as this is an important area of volunteering for young people, and also for middle aged and older adults. Wamen are **in** the majority. With relatively little time involved, volunteer attachment tends to be long-term. Motivation came mainly from key personalities. One specific feature is the low level of importance attached to this area in the eastern Laender. The medium-sized area of *accident, rescue and voluntary fire services* is characterised by the number of young newcomers, which is usually a result of their social integration into families and peer groups, and usually paves the way for long-term volunteering. This area generally attracts men, particularly blue-collar workers. Interlinkages are rare.

Routes into different types of volunteer organisation

Critics purport that traditional types of organisation do not allow adequate room for people's needs in volunteering and are therefore partly responsible for the decline in volunteer numbers. The survey results indicate that this explanation does not go far enough. Organised clubs and societies, especially those in the leisure-oriented areas, are the type of volunteer organisations that account for 43% of all voluntary activities. In the main, clubs and societies generate new recruits by approaching people who are already active in some way. The combined numbers of volunteers in large organisations such as political parties, associations and unions, in other volunteer organisations such as self-help groups, initiatives, projects and self-organised groups, and in private and public organisations and churches each make up for about the same share of all volunteers, i.e. about 13 to 14%.

Some areas of involvement stand out through their divergent forms of organisation. This applies in particular to the areas of *social welfare, health* and *youth work and adult education.* The differences between large organisations and other types of volunteer organisation may seem more apparent here because of differing self-perceptions and conceptions that are in competition with each other. However, the various types of organisation show little difference with regard to their attractiveness for various groups of society. This is particularly the case for the various age groups.

Improving routes into volunteering

The high level of importance placed an personal approach with regard to recruiting new volunteers raises the question of access routes for people who have no personal contact to the volunteer environment. Surprisingly, 56% of current volunteers see a far greater need for more information and advice an opportunities for volunteering by way of public support – a greater proportion than wish for greater financial support and recognition. Volunteers in small and problem-oriented areas see information and advice as the most needed form of support. These volunteers probably recognise far more readily the lack of transparency and the increased need for public relations work (see Fig. 2).

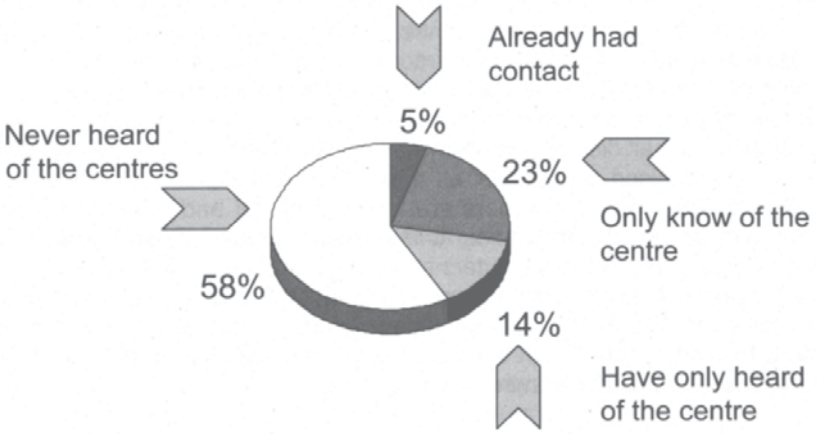
The required measures are beginning to be implemented in information and contact centres with differing approaches. In this way, more and more people are becoming aware of the existence of such centres. More than a quarter know of a centre in their region, but almost 60% have never heard of any information or contact centres. Five per cent – one in six of those who know of a centre – have already contacted it in one way or another. However, at 30%, personal interest in information an the subject is considerably higher. Extrapolating this figure to the total population of Germany, there are some 18 million people who ask for services provided by information and contact centres. This shows a clear discrepancy between spoken demands for information and their actually being exercised. Women of all ages, middle aged and older people, and above all senior citizens and City dwellers are more aware of and have so far profited most from the availability of information and contact centres. Volunteers in large, recreation-oriented sectors and those attached to organisations are less likely to have received information an contact centres than those in other areas, while volunteers in smaller areas, problem-oriented fields and lobbying are more likely to have done so. They have more frequent contact with such centres. In this way, information and contact centres serve to stabilise the involvement existing there.

Promotion of volunteering resides, rightly, at municipal level, where 80% of volunteers become involved. The variety of services provided in relation to their location brings to light the importance of voluntary activities in enhancing the quality of life for citizens. Elements like leisure, education, and support for the needy are combined with participative activities and organisational services, without which many voluntary services would not exist at community level.

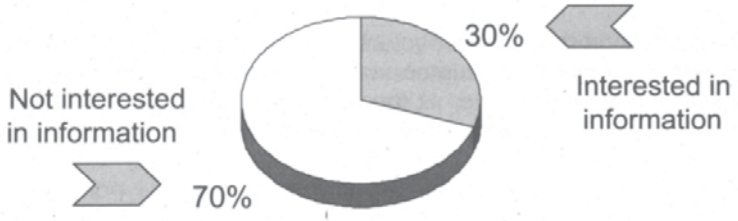
The services of organisations that support volunteering are used more by women than men. Thus they serve the high level of interest shown by women who have not been actively engaged in volunteering to date. At the same time, they promote the chances for wamen – who have been less involved than men up to now – to take up volunteering.

Fig. 2: Information and Contact Centres
Interest in Information

Volunteering agencies, self-help contact centres and senior citizens' bureaux are being established in many towns and districts.
Have you heard about this?
Is there an information or contact centre in your town or in your region?
Have you ever had any contact with an information or contact centre?



Have you ever been interested in contacting such a centre to obtain information on opportunities for volunteering?



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Survey on Volunteering in Germany (n = 14,922)

The decision on whether volunteering should be publicly promoted by information and advice centres must be made at political level. The decision is seen to be an important one from the citizens' standpoint. The findings provide important pointers regarding the design of information and contact/advisory services.

Two important target groups are young people and senior citizens, but there are others. Information and advice are best aimed at all groups of society, irrespective of the involvement of those approached, not only in an attempt to support newcomers to volunteering but also to assist volunteers in switching to new types of volunteering. People who are not or are only marginally integrated into social networks and sociocultural environments that are open to volunteering, disadvantaged people as regards income and education, mobile people and to a certain extent women and people in the eastern Laender of Germany sometimes experience considerable problems regarding routes into volunteering and are therefore deserving particular support. This requires the development of target group-specific approach methods.

Support should not be abstractly aimed at volunteering in general, but at specific, target group-appropriate offerings and topics. People who have not volunteered before are more ready to accept issues close to every-day life and are easily recruited into recreation-oriented sectors. With volunteering in the social welfare and political sectors, on the other hand, the chances of success are greater when it comes to recruiting middle-aged people who already have some experience of volunteering.

Waiting for interested individuals to take the initiative means that a huge amount of potential goes unnoticed. A pro-active approach reaches larger groups, with the methods of personal approach and supply of information appearing to be more successful than those of the media. The option to choose between various types of organisation increases the chance of recruiting new volunteers. When advising interested individuals, consideration should also be given to matching the qualification requirements to the individual's skills and experience.

Whether a person actually takes up volunteering depends not only on personal motivation, but also on socio-political influences. The status and recognition accorded by society to volunteering, the prevailing general conditions, the availability of information on opportunities for volunteering and the level of actual support provided are key factors in determining whether people's willingness to volunteer turns into actual volunteering at a particular time of life.

7. Volunteering potential in Germany

Helmut Klages (Forschungsinstitut für Öffentliche Verwaltung, FÖV)

Volunteering: A **dynamic model**

Throughout Germany, there is a strong and generally increasing willingness to take up volunteering. Thus more and more people engage in volunteering at some time in their lives. It does not, however, mean that they always take up volunteering for life. On the contrary, it seems right to assume that, for certain reasons or due to a specific phase of life, many people volunteer for a *limited time* only, either with the prior knowledge that their involvement will only be temporary or because certain circumstances that arise in the course of their lives force them to give up volunteering – perhaps they have children and need to give them their full attention, perhaps they have to put all their effort into professional requirements, or maybe they become ill or relocate. If we imagine that half these people return to volunteering at some point in time, we can conjure up a picture of a continuous tide of people flowing into, out of and back into volunteering, supplemented by newcomer volunteers who in turn also drop out at some point, only to return at a later date.

This picture is enhanced by the fact made evident by the survey that people who wish to return to volunteering do not always want to return to the same place, i.e. to the same organisation or the same group, and that they often want to do something entirely different to what they did before. Looking at the picture as a whole, we have an image of *dynamic opportunities* for volunteering displaying strong entry and exit movements combined with a tendency for growth. It is not, however, a picture of growth in which each new year of growth forms a new ring around the growth rings of previous years. To understand the dynamics, we must envisage the intermingled currents and exchange processes which can be compared to those that occur in the *labour market* and which also involve constant comings, goings and returns.

The study was primarily designed as a cross-sectional survey to describe the scope and structure of volunteering at a particular time in mid-1999. In addition, aspects of change were also taken into consideration – questions on issues such as routes into volunteering, the duration of and time devoted to the respective activity, the time an earlier voluntary activity ended and the reasons for giving it up, and interest in future or further volunteering. This chapter focuses on the prospects for volunteering, i.e. on existing volunteer potential.

The **surprisingly large scope of volunteer potential**

By *volunteer potential,* we mean those respondents who declared themselves willing either at the present time or at some point in the future to take on tasks and responsibilities in the field of volunteering. Such potential is evident in various subgroups of society with varying expectations and experiences in this sector:

- Among those who currently volunteer, every third respondent said he or she "was willing and able to expand his/her volunteering and to take on additional tasks if something interesting came up". We can call this subgroup the 'expanders'; it comprises some 11% of all respondents.

- Among those who had previously volunteered, almost every second respondent said that he or she was "interested or could become interested in volunteering for clubs and societies, initiatives, projects or self-help groups and take on voluntary tasks or responsibilities".[43] This subgroup of the potential we can call the 'former volunteers'; it comprises 10% of respondents.

- In the larger group of those who had not yet volunteered, a good third were generally interested in volunteering. We can call them the 'newcomers'; they comprise 16% of respondents.

Together, these three subgroups form the *volunteer potential in Germany,* and comprise 37% of the population, or (extrapolated) more than 20 million people. This group of potential volunteers is, therefore, even greater than the entire group of current volunteers.

This is an impressive finding and it shows the chances for success offered by future promotion of volunteering.

A detailed analysis of the three subgroups of potential volunteers does, however, also give rise to a range of findings that show the necessity for more active promotion of volunteering and also for specific success factors that must be considered when promoting volunteering.

43 Along with the respondents who answered a clear 'yes', we also included those who answered 'maybe, it depends'. As the analysis shows, there are many similarities between those who answered 'yes' and 'maybe'.

Sources of Volunteer Potential in Germany		
Active Volunteers 34%	People not volunteering at present 66%	
	of whom ...	
	have volunteered in the past 31%	have never volunteered 67%
	of whom are interested or might become interested in ...	
of whom would be willing and able to expand their volunteering 34%	volunteering again 47%	volunteering for the first time 37%
'Expanders'	'Former volunteers'	'Newcomers'
in % of all respondents		
11%	10%	16%
Total Volunteer Potential: 37%		

Problems faced by *former volunteers* wishing to return to volunteering

As already mentioned, voluntary actlvities are increasingly performed an a temporary basis – be it because the activity itself is limited to a certain time-frame or because circumstances in individuals' lives – children, illness, exceptional professional demands or relocation – force the volunteer to give up the activity. Given such conditions of obvious discontinuity, a key factor appears to be whether people who have become involved in volunteering can build a stable attitude towards volunteering that is strong enough to withstand both the fluctuation in responsibilities and periods of transition in their lives to allow them to return to volunteering as soon as a suitable opportunity presents itself.

If this condition were met, then the vast majority of *former volunteers* should express interest in returning to volunteering. This is not, however, the case, as the above outline shows. Less than 50% of former volunteers express such an interest, even though the majority of them remember their earlier volunteering in a positive light and generally have no serious, subjective reasons to volunteer again.

In addition, the majority of *former volunteers* who express **an** interest in taking up volunteering again have not done any volunteering for over five years, i.e. they have

already exceeded the critical time-barrier up to which they could directly draw upon their earlier contacts, knowledge and experience. In other words, the standard image of fluctuation which allows people a smooth and fast route into volunteering, and out of one voluntary activity and into the next one, does not work satisfactorily in practice. Initial entry into volunteering does not always result in the kind of socialisation effect that could lead to the desired establishment of a voluntary disposition strong enough to allow spontaneous reaction as regards further volunteering when the right opportunity presents itself. The *former volunteers* obviously possess a higher level of interest in volunteering than those who have never engaged in volunteering. In most cases, however, such interest – where it exists – leads to an undecided limbo-type situation between wanting to and actually doing, which, as the 1999 Survey on Volunteering shows, results in inaction if too much time is allowed to elapse alter the last voluntary activity.

What's more, a surprisingly high number of former volunteers do not wish to return to their former voluntary activity, but rather express interest in doing something completely different, i.e. in another area of volunteering, another organisation and a different type of activity. This trend towards 'mobility' in volunteering complicates matters and further reduces the probability of finding an individual solution – rather than one provided by the support structure – to the emerging *re-entry problem.*

Despite the impressive picture created by the general overview of the scope in volunteer potential, this specific aspect might turn into a problem for the further development of volunteering, making the outlook less bright. The diagnosis has to be inadequate flux due to deficiencies in the volunteering system itself. The relatively large number of former volunteers who are willing to return to volunteering, and about whom one might initially be pleased, is, in reality, too small. At the same time, however, it shows a *backlog* of people who are willing to return to volunteering in principle, but who have missed the right boat with regard to finding their way back into volunteering.

For this reason, the volunteering system operates at a loss – a basically intolerable situation that leads to pessimistic forecasts despite current growth trends.

The *newcomers: a* contrast group

The second subgroup of potential volunteers, the group of *interested* non-volunteers, is surprisingly clearly distinguished from the volunteers by a range of structural characteristics and could therefore be called a contrast group.

In short, the newcomers – partly in strong contrast to the volunteers – distinguish themselves through a high proportion of wamen, a very high proportion of young people, a relatively high proportion of people with primary schooling and workers, and a considerable number of low-wage earners. This *dormant potential* for volunteering among those who have never volunteered therefore brings into play other groups who have been under-represented in volunteering to date.

To tap the available potential, a range of appropriate questions must be raised which have received little consideration up to now in discussions about intensifying the promotion of volunteering. In particular, we have to assume that people in this group can

only be won over on the condition that their specific expectations of volunteering are met.

An examination of these expectations leads to the conclusion that the newcomers agree entirely with the former volunteers as regards their respective strong desires for emotionally fulfilling experience and activity in volunteering, for its helping effect, and the social recognition it brings. However, newcomers display significantly stronger expectations in every aspect concerning personal benefit, with the biggest difference being in the expectation of possible benefits to their paid work.

In other words, apart from intrinsic motives that can be apportioned to changes in societal values, newcomers display a range of other more concrete motives which do not necessarily involve money, but have a clear material focus in that they generally expect volunteering to benefit them in some way. This shows a difference in motive which, although it can be seen as a nuance, would more than likely play a vital role in considerations about future promotion of volunteering.

Another important finding with regard to the promotion of volunteering is that newcomers – as opposed to former volunteers – experience considerable hesitance towards volunteering that must be overcome if they are to be recruited into volunteering.

The differences between the two groups are particularly evident when it comes to the time available, the costs involved with volunteering, and personal aptitude. While former volunteers are not unduly concerned by the question of personal experience, newcomers, when asked, display a certain amount of irritation and insecurity. In conclusion, both groups are concerned with the question of taking an too much, exhausting themselves, and eventually damaging their health if they take up volunteering which they have agreed to in principle.

In addition, the considerable lack of information an opportunities for volunteering leads to doubt about whether people would find the type of activity to which they are best suited. As expected, the *newcomers* have less clear ideas about the area in which they might wish to volunteer. While 59% of *former volunteers* answered 'yes' to the same question – although this figure is surprisingly low and can only be explained if considered in relation to *mobility in volunteering* (see above) – only 51% of *newcomers* did so. The *newcomers* are less well-informed than *former volunteers* regarding who they can contact to find out about the opportunities for and the conditions of volunteering. The respective question was answered positively by 78% and 65% in the respective groups. 50% of *former volunteers* know of information and advice centres for people looking for opportunities to volunteer, compared with only 41%, or less than half, of *newcomers.*

Unfulfilled carrier expectations among *expanders*

Volunteers who express an interest in expanding their volunteering display a need to overcome qualitative under-challenge rather than for taking an additional work. At the same time, they display a strong desire for *mobility in volunteering* (see above). This usually involves highly motivated, enthusiastic and relatively young volunteers who do

not qualify for a whole range of honorary posts due to the handicap of being too young and not having had the opportunity to gain adequate social recognition.

It is also interesting to note that among the expanders – or at least among some of them – there is considerably greater interest in turning their volunteering into paid work. But great care must be exercised in interpreting this finding. It would be exaggerated to conclude that the expanders are turning away from volunteering. It would be more realistic to envisage that they feel financially disadvantaged by volunteering, as they are generally less likely to receive a regular payment than are the other groups. An appropriate interpretation would be to take the happy medium and conclude that expanders are interested in levelling out disadvantages in volunteering through the achievement of *higher professionalisation levels.*

Against the background of an unfulfilled desire for activity and recognition, *expanders* tend to be more sensitive towards policy and organisational deficiencies in volunteering. We must therefore take account of the fact that they express stronger criticism than other volunteers as regards deficiencies in support from paid staff members, deficiencies in provisions for volunteering as regards equipment and funds, deficiencies in the areas of societal and political recognition and security in volunteering, and, in particular, deficiencies in information and advice on the opportunities for routes into volunteering.

Implications for the promotion of volunteering

The findings of the survey with regard to the potential for volunteering give rise to new approaches to the future promotion of volunteering.

The observation of considerable fluctuation barriers and backlogs in the societal environment of volunteering, and the unexploited potential for volunteering that lies at its core, shed light on the need for a review of the basic objective in the promotion of volunteering. Basically, the core objective in the promotion of volunteering should be the best possible organisation of entry, exit and re-entry processes. These must guarantee dynamic use of available volunteer potential while fostering the highest possible level of individual motivation and fulfilling individual mobility needs to the highest possible **extent. At the** same time, care must be taken to avoid losses of energy and time due to the effects of internal and external barriers to volunteering that can be influenced and minimised.

Looked at in more detail, respondents' statements make it clear that volunteering does not yet have sufficient *financial backing,* especially as regards the extremely poor provision of premises and equipment and the extremely weak and more or less ad hoc financial support, relief and security for volunteers.

Secondly, it is highly evident that the demand for *"betten information/advice on the opportunities for volunteering" occurs* in the top groups.

This deficiency in volunteering is evident in a way that has not so far been recognised or expressed with sufficient force.

The labour market may serve as a comparison in highlighting the deficit in volunteering as regards the extent and quality of information. The labour office administration maintains a vast, country-wide system for informing, advising and placing job seekers, whose dimensions ensure both reliable collation of information in each individual case and the exploitation of all possible opportunities for re-entry into employment.

If we look at the situation regarding volunteering – which is ascribed high significance due to its high social and political value – then we come to a comparably disappointing conclusion.

It is correct, that there are now more than hundred volunteering fairs, information and advice centres, volunteer agencies, etc. in Germany. To this extent, we can talk of inroads being made into an information and advice 'infrastructure', but certainly not of adequate coverage of information and advice services. Plus, the public funds and support that flow into these generally small pioneer organisations have been very limited so far. Characteristically, there exists no reliable information on the number of publicly financed centres of this type to date. **It** can be assumed, however, that less than half receive public funding. Though it is increasingly recognised that the promotion of volunteering saves a lot of money, what has not been sufficiently recognised is the fact that effective saving – in volunteering as elsewhere – has its costs. In other words, we must first invest in volunteering before we can expect any substantial returns from it. Volunteering does not come for free.

What we need today is *adequate coverage through an established infrastructure at municipal level* of information and advice centres for volunteering (or volunteering agencies and fairs) in each Land. It remains to be seen, how these information and advice centres are to be organised, to which organisations they are best affiliated, etc. In practise, they are best left to the discretion of local actors. At this point, the main focus is on the general perspective. A thesis evolves that the 'pro-active state' – so rightly under discussion these days – will not be achieved until Germany has an adequate country-wide infrastructure of volunteer promotion centres that provide information, advice and placement services.

Thirdly, at the forefront of the type of infrastructure needed in the future there must be the provision of *broadly effective information and education* through the *media.* Today, we talk of living in an *information and media society,* and rightly so. But if as much depends on it as people increasingly believe, where and in what form is volunteering evident in the media? Do the media contribute even a fraction for volunteering of that which they do for the production of pure consumption-oriented and effortless leisure activities dedicated to individual convenience and ultimately to egoistic enjoyment of free time? And do the media not, with their dominant attitude towards entertainment, special events and recreation, counteract the development of a healthy and able volunteering system free from barriers within society?

Fourthly, apart from these fundamental requirements for the future promotion of volunteering, there are a number of other issues that should not be forgotten, because they influence the attractiveness of volunteering and thus the chances of fostering interest in volunteering and, consequently, are demanded by volunteers in their roles as system experts.

Further training opportunities, though actually still under-developed, play a vital role in this context.

What is also extremely important is what needs to be done within the volunteer organisations themselves. In the field of specialised support for the voluntary activity – also on the volunteers' wish list – the issue is not money, but rather a *change in the relationship between paid staff members and volunteers.* The paid staff members must learn that they should work with and help the volunteers, and not act as their supervisors and masters. To a great extent, this relates to the *culture of volunteering* which is so often talked about these days.

Part of this culture includes the fact that when drawing up the conditions for voluntary activities, people's changed ideas on *values* need to be afforded greater consideration than they are today.

In many organisations, the traditional image of the 'selfless' helper still applies to the idea of volunteers. The organisation cannot then be attractive to people with self-development values, and who want to *enjoy helping.* The main issues for consideration in future can be grouped into twelve requirements for *responsibility roles* that should be made available to all volunteers:

1. Space for individual and seif-responsible action and decisions;
2. The chance to integrate one's own aptitudes and abilities;
3. The chance to do something worthwhile, also in the individual's understanding:
4. The chance to perform success-oriented activities, i.e. to foster an interest in the results – if only to satisfy the idealistic motive of obtaining feedback to enable self-assessment based on self-selected success criteria;
5. Recognition from those responsible as regards the opportunity to take credit for the success of one's own actions – including legal obligations;
6. The chance to work in a self-organised team;
7. The opportunity to exercise self-control;
8. Guaranteeing adequate skills and knowledge; opportunities for further personal development (qualification criteria);
9. Provision of generous opportunities for flexibility as regards time (the chance to be in charge of one's own time);
10. The chance to participate in determining activity goals and objectives;
11. Provision of pro-active leadership;
12. The chance to switch to another activity, and to leave (to withdraw one's loyalty) without the need for justification.

ANNEX

Annex 1

Methodological design of the representative survey

The objective of the study is to provide a comprehensive overview on volunteering in Germany including a variety of forms such as 'Ehrenamt', volunteer work and civic engagement in initiatives and project groups as well as self-help. The study aims to represent the scope, type, structural conditions and motivation for volunteering.

This study objective can only be achieved on the basis of a representative survey in which citizens themselves provide information about whether or not they perform relevant activities. The survey must therefore initially include the total population; the focus on volunteers does not apply *ex ante,* but rather in the course of the interview.

In the following section the methodological design of the representative survey is explained in brief. Further explanations regarding specific aspects are contained in the *Materials,* op. cit. (cf. footnote in lntroductory Remarks).

Random sample

The sampled universe for the survey is the resident population in Germany aged 14 years and above.[44] This sampled universe comprises approx. 64 m. people. They are to be represented by a random sample of approx. 15,000 people. The random sample thus represents a reduced image of the population. If this is realised reliably with regard to method, the results of the survey can be generalised allowing statements concerning the population as a whole.

The survey population was selected on a random basis. The basis in this case is the Infratest Telephone Household Master Sample (ITMS), which is characterised by a very differentiated stratification according to geographical criteria on a municipal level, in urban centres right down to the municipal district level. By using the Random Last Digit (RLD) procedure, as it is known, the telephone random sample is representative of *all* telephone numbers, including those not contained in the telephone directory. As a result of the high density of telephones in private households in Germany (96%) almost all private households are logged in this way. Within the households one person was designated as interviewee according to a random key.

[44] To be precise, the actual sampled universe must be described as "German-speaking residential population in private households with telephone". Persons in institutional households (old-age homes and Gare centres, residential homes, prisons etc.) are not included in the survey. Persons without adequate command of German to conduct an interview likewise could not be surveyed. The same naturally also applies to telephone surveys of households without a telephone, which account for approx. 4% of all households.
The most important systematic under-representation in the random sample, for various reasons, refers to the proportion of persons of foreign nationality, who account for 3% of the random sample, whereas they represent approx. 8% of the sampled universe.

With the limitations mentioned, this procedure ensures that all persons in the sampled universe have the same chance of being included in the survey. Households where no answer was received were called up to six times at different times of the day.

As participation in the survey is voluntary, **it** is unavoidable that certain groups of persons may be under-represented due to non-participation and that other groups may be over-represented. To a certain extent this can be ascertained by comparing the random sample structure with official population statistics. Any deviations are corrected in the calculations by means of a so-called "weighting" factor.

In the present survey the weighting ensured that the random sample was in line with official population statistics with regard to distribution due to

- Land
  community size (BlK categories)
- gender
  age groups.

This not only applies to the random sample of Germany as a whole, but also on the level of the federal Laender.

In relation to the Laender the random sample is disproportional. The number of interviews in the smaller Laender was raised to a minimum level of approx. 900 respondents. The number of cases is thus large enough to allow for analysis on the Laender level, too.45

Interviewing method

The survey was conducted on the basis of computer-assisted telephone interviews (CATI).

The telephone survey is the method of choice, as persons who are difficult to reach - doubtless also including many volunteers - are easier to reach by telephone than at home by personal interview (i.e. face to face).

The computer support for the interview enables automatic control of the question sequences in the interview. This was very valuable for the study, as the catalogue of questions could thus be arranged in the desired complexity. Without the support of computers the complex measurement concept for the recording of volunteering would hardly have been achievable. The catalogue of questions is contained in Annex 2.

45 More detailed explanations and results in table form are contained in the report "Laender comparison", op. cit. (cf. footnote in Introductory Remarks).
There was no expansion of the random sample in the two smallest Laender. Bremen was included with Lower Saxony, Saarland was included with Rhineland-Palatinate.

Conduct of survey

After a preliminary test in March 1999 the main survey was conducted from the beginning of May until the end of July 1999. Trained telephone interviewers of the Infratest staff were involved in five telephone studios (Munich, Frankfurt, Bielefeld, Berlin and Parchim). All studios observed the same standards and were connected to the central control system for the random sample.

Of the randomly selected respondents 55% participated in the survey. The random sample achieved comprises:

14,922 interviews
of which
10,010 were from the base random sample for Germany as a whole
4,912 were from the expansion of the random sample in the individual Laender.

The expansion of the random sample in the individual Laender to a minimum of 900 respondents per Land affects the eastern Laender more than the western ones. Thus the total number of interviews increased

in the western Laender from 7,832 to 9,517 in
the eastern Laender from 2,178 to 5,405.

For analyses at national level the random sample was "re-proportioned" by weighting. Each Land was awarded the weight corresponding to its population in relation **to the** overall national population.

Verification and projection of voluntary activities described in the interview

The measurement concept allowed respondents in theory to state up to 30 activities, in which they volunteer. In actual fact up to 10 nominations per person were stated. Of all nominations two activities were selected and described in more detail in the course of the interview: (1) the activity that takes up most time and (2) another activity randomly selected from the remaining ones.

The 14,922 respondents stated a total of 7,769 activities in the interview. Whether the stated activity complies with the criteria for the definition of volunteering was verified in the course of data checking. The quantity of activities accepted as being valid thus dropped by 3.5% to a remaining 7,500 activities.

A "fuzzy boundary" in the delimitation of volunteering cannot, however, be avoided. Of the 7,500 activities mentioned, 630 were characterised as being in the fuzzy zone. In most cases it is unclear to what extent "tasks or duties" are really assumed beyond mere membership or participation. In some cases activities are in the transitional area between voluntary activity and sideline job. However, in the final analysis, it was considered appropriate to accept the category of activity as stated by the respondents. Even if stricter criteria were to be applied in this area, this would reduce the established level of volunteering by no more than 3 percentage points.

The allocation of activities into the 15 predetermined areas of involvement was also checked. In this case too, the restriction applied that only clearly erroneous allocations were to be corrected, which was the case for approx. 6% of activities stated. In many cases, however, an activity can quite rightly be attributed to different areas. In case of doubt the allocation by the respondents themselves was accepted.

For 5,485 of the 7,500 activities more accurate feature profiles are provided for in the interview. The evaluation is based to a large extent on this selection of activities alone. As a result of the selection criteria in the interview, the less time-consuming activities are under-represented. This effect is corrected by a specially developed weighting model ("activity weighting"), which enables non-distorted statements concerning the structure and distribution of *all* kinds of volunteering.

Individuals may perform several activities in the field of voluntary involvement. In the analysis a distinction must therefore be made as to whether statements refer to features of a *person* or to features of an *activity* performed by a person. The data are processed in such a way that – depending on the subject of interest – they can be analysed either with reference to persons or with reference to activities.

Annex 2

Catalogue of questions for the survey

Voluntary activities: social and economic context

Social integration / social behaviour in informal areas:

- family
- networks
- neighbourhood

Voluntary activity in groups, clubs, societies or organisations

including:

voluntary activities

- 15 areas of involvement

Professional activities

Sectors:

- economy
- government
- third sector

Value orientation

Socio-demographic features of person/household

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Structure of questionnaire

All respondents

Sub-groups

E **Personal circumstances, introductory questions**

A **Voluntary activities?**

yes → B

no → C

D **Information centres Demography Gainful employment**

Those active:		structural features	motivation
first activity	(B1)	✓	✓
second activity	(B2)	✓	—

Those not active: **potential**

- **retrospective: Have you ever previously...?**
- **prospective: Would you be willing...?**

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Catalogue of questions

*Section **E: Introductory questions***

E l	Gender
E2	Year of birth
E3	Employment status
E4	If student in full-time education: type of education
E5	How long have you been living at your present location?
E6	Do you like living there?
E7	Friends and acquaintances
E8/E9	Number of persons in household
El 0	With whom do you live?
E10a	Age of youngest child
El 1	Person who looks after child
E12	Are there any persons needing care?
E12a	If yes: Who is the person needing care?
E12b	Who is the main carer?
E 1 3	Supporting activities/neighbourhood support received
E14	Supporting activities/neighbourhood support given
E15	Do you belong to a denomination/religion?
E15a	If yes: denomination
E15b	close links with the church
E16	Interest in politics

Section A: Cataloguing of voluntary activities

Al	Active participation in 15 possible areas of involvement
A2	Definition of "volunteering"
A3(X)	Do you also volunteer in those areas in which you are actively involved? (Enquiry for each area)
A3(X)1	Open text capture: group/organisation/institution in which people are involved; what task/function or job is done?
A3(X)2	Likewise for any second voluntary activity and/or organisation in the same area of volunteering
A4	Listing of all stated voluntary activities (up to 30 possible designations). Checking the designations for possible double nominations which are not taken into account in the following
A5	If more than one voluntary activity is exercised: Most time is spent an which activity? (This activity is described in greater detail in Section B1.)
A6	Time spent per week an all voluntary activities
A7	Willingness to assume additional voluntary activities?
A8	Age of first involvement in volunteering?
A9	Significance of volunteering in personal life
A10	For unemployed persons who volunteer: Unemployed since when?
All	Volunteering started before or after becoming unemployed?
Al2	If before: has it become more or less since becoming unemployed?

Section B1: Structural features and motivation factors of voluntary activity an which most time is spent

B1-0 Term used to best describe the activity
B1-1 Group of persons concerned
B1-2 Organisational framework
B1-3 Local or supraregional focus of group/organisation
B1-4 If supraregional: personal involvement also on a supraregional level?
B1-5 Main content of voluntary activity
B1-6 If accident, rescue or voluntary fire services: is this activity instead of statutory military service or community service?
B1-7 Election office
B1-8 Committee or board function
B1-9 Work alone or in a team
B1-10 Qualifications required for the activity
B1-11 Demands of activity
B1-12 Does the respondent feel that he/she meets these demands?
B1-13 Do any opportunities exist for further training?
B1-13a If yes, having taken part?
B1-14 Interested in receiving a "certificate of activity"?
B1-15 Does the activity require regular attendance and time commitment?
B1-15a Time of the activity
B1-16 Time spent on the activity: frequency
B1-17 hours per month
B1-18 Reimbursement of expenses
B1-19 Remuneration for the activity?
B1-20 If yes: regularly or occasionally?
B1-21 Is the remuneration adequate?
B1-22 Amount of remuneration
B1-23 Is the same activity performed by others as paid work?
B1-23a If yes: would the respondent be interested him/herself?
B1-24 Relation voluntary activity and gainful employment
B1-25 Expectations connected with the voluntary activity
B1-26 Are these expectations met?
B1-27 (not applicable)
B1-28 Since when has the activity been exercised?
B1-29 What was the impulse for taking on the activity?
B1-30 Initiative for this
B1-31 Limited duration of the activity?
B1-32 Difficulty to relinquish the task
B1-33 Own preference for extension/restriction/relinquishment of activity
B1-34/35 Evaluation of proposals for improvement of framework conditions for voluntary activity
B1-36 Connecting text to second activity or to final section

Section B2: Structural features of second voluntary activlty 46

Identical to question block B1,
however not including questions 25-26, 29-30 and 34-35.

[46] If more than two are exercised, one is chosen at random.

Section C: Volunteer potential of those not volunteering

C l	Any former involvement in voluntary activities?
C2	If yes: In which areas?
C3	When terminated?
C4	Evaluation today
C5	Any personal reasons for terminating
C6	Other reasons for terminating
C7	Interested in becoming involved in voluntary activities in the future?
C8	If yes: Any more precise ideas?
C9	Area(s) in which there is interest
C10/11	Where to get more information if necessary
C12	Expectations of possible voluntary activity (motives)
C13	Reasons for not becoming involved in voluntary activities

Section D: Concluding section (for all respondents)

D1	Awareness of information and contact centres
D2	If yes: Do any exist in the region?
D3	Any personal contacts with them?
D4	Personally interested in information?

Questions relating to *gainful emloyment:*

D5a	If currently not in employment: Any paid activity? (lt yes, occupational questions relate to this activity)
D6	Weekly working time
D7	Minor employment (according to German law)?
D8	If currently without any paid activity: previous gainful employment (lt yes, the following occupational questions are related to the former occupational activity)
D9	Appropriate connecting text
D10/11	Professional position
D12	Professional/occupational activity (designation of occupation as text)
D13	Economic sector
D13a	If this was charity/non profit-making work: type of organisation/association
D14	Function on works council
D15	Evaluation of personal financial situation
D16	Net income of household
D17/18	Donations made in the course of the past 12 months
D19	Nationality
D20	Previous statutory military service or community service?
D21	Voluntary year in social service?
D22	Highest educational qualification
D23	Value orientation

Annex 3:

Members of Project Advisory Council

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