



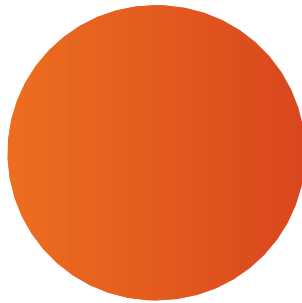
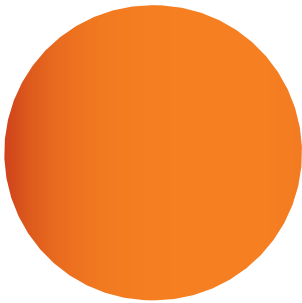
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Zyra për Qeverisje të Mirë - Kancelarija za Dobro Upravljanje - Office on Good Governance



CREATING A MORE ENABLING ENVIRONMENT FOR DEVELOPMENT OF VOLUNTEERING IN KOSOVO

Study on
Volunteering
in Kosovo







Thank You

Among many people who have helped us put this report together are two who have been involved from the beginning. Veton Mujaj as the Chair of the Working Group for the [Government Strategy of Cooperation with Civil Society](#) has been helpful in advising the research team about the main problems and challenges in the area of volunteering. Dardan Kryeziu from Civikos Platform, a network of 200 CSOs in charge of monitoring the implementation of the Strategy, has helped in terms of great insight for the design of the survey questionnaires. He has been available for any emerging request – from discussing the survey methods in content to technical support as far as reaching to Civikos members to take part in the research.

Special thanks to Hajrulla Çeku and Ajete Kerqeli for helping us guide the research project and identify potential respondents for the interviews in the field. Both were part of the content development and activities since the start until the end of the research study. In addition, we are thankful to respondents and informants that were part of the interviews and have given their contribution. That includes: Petrit Tahiri, Afrim Maliqi, Isuf Zejna, Jehona Gjurgjeala, Rozafa Ukimeraj, Agron Demi, Njomza Dragusha, Zef Shala, Laura Kryeziu, Xhevat Bajrami, Valdete Idrizi, Mentor Morina, Mustaf Kadriu, Valon Nushi, Reimonda Hoxha, Valëza Zogjani, and Edi Shyti. We are so grateful for the time and insight each respondent has given to the research project.

This report would not have been possible without the professional support of project staff Bekim Racaj, and our colleagues from the Office on Good Governance (OGG), Habit Hajredini, and Trendelina Dreshaj. Finally, our sincere appreciation goes to UBO Consulting, who have undertaken the public opinion survey, and Faton Selani, Layout Designer, who has done creative work in putting together all the data and making the report look appealing to the audience. The skillset of Faton goes far beyond our reach.

Foreword

By **Habit Hajredini**, Director
Office on Good Governance (OGG)
Office of the Prime Minister (OPM)

This study gives an overview of the current challenges and opportunities for the development of volunteerism in Kosovo. It has been prepared within the framework of the EU Technical Assistance project “Support to the implementation of Government Strategy for Cooperation with Civil Society”, with the aim of assisting the government to adopt an integral normative approach to promoting and regulating volunteerism in Kosovo.

The main problem that the study reveals is **lack of regulation** which seems to have an impact on the implementation and sustainability of public benefit programs of civil society organizations. Unlike in the region of South East Europe, and many developed Member States of EU, Kosovo does not have a special *Law on Volunteerism*. The only Law which regulates volunteerism is the Law on Empowerment and Participation of Youth which relates to youth of age 15 to 24 only, which implies that the Law is biased against any age below or above this category.

The age limitation presents a serious obstacle against volunteer work, perhaps amongst many other issues which this study tries to reveal, not only in terms of law but also practice. How to change course, as far as creating incentives over barriers, is what this study tries to bring about in the policy table. It does so by relying on a set of **surveys** and **interviews** which widely reveal the perceptions, experiences and standpoints of the respondents. All of which give us a better picture to where we stand in terms of volunteering and what is our way forward.

Have we lost our way since the independence of the state? Are we doing enough to promote the act and principles of volunteerism in the country? These are fundamental questions which you will be able to answer from reading this report, in which you may find yourself in distress given the fall of volunteering trends in Kosovo. Certainly, times have changed, and it is almost impossible to look back and compare with our efforts in volunteer work in 1990s manifested in a form of solidarity against the repression of human rights.

With that said, I want to close this introduction by thanking the authors of the study for their expertise and research support given to the EU technical assistance project. Without their commitment and passion about the subject matter, the completion of this study would have not been possible.

I join my colleagues of OGG in recommending this report to you.

Yours Sincerely,
Habit Hajredini

Key Terms

CSO

Civil Society Organization

CVW

Committee for Voluntary Work

EU

European Commission

EU

European Union

EUOK

European Union Office in Kosovo

KCSF

Kosovo Civil Society Foundation

OGG

Office of Good Governance

OPM

Office of the Prime Minister

MCYS

Ministry of Culture, Youth and Sports

MEST

Ministry of Education, Science and Technology

NGO

Non-Governmental Organization

Executive Summary

This summary contains the main findings of the study on **volunteering in Kosovo** conducted by the Office of Good Governance of the Office of the Prime Minister (OPM) as part of a EU funded project "Support to the implementation of Government Strategy for Cooperation with Civil Society," managed by the European Union Office in Kosovo (EUOK). The purpose of this study is to help the government understand the current state of volunteering and consider policy initiatives by which volunteering could be further promoted and regulated in the country.

EU for so long has recognized the importance of volunteering. With more research in the field in the last ten years, it has reached a better understanding of the volunteering landscape in all its Member States. There is a more structured EU approach in the field based on facts and data, institutional arrangements, and policy framework and impact! From the perspective of EU, this study will:

- a** Depict a detailed picture of the current state of volunteering in the country, and
- b** Determine the scope of potential policies and actions in promoting volunteerism.

The study consists of **empirical research** with the aim of gaining knowledge about volunteerism in Kosovo. By quantifying perceptions and experiences, and making sense of them in a qualitative form, the study tries to analyze how volunteering has emerged in Kosovo and to what extent is regulated and promoted in practice. The questions are evidently defined and answerable according to the data collected from surveys conducted with respondents from **public and civil society**. While it is impossible to provide a precise statistical comparison with national surveys conducted across the EU, this study tries to relate and use many sources to gather information on the level of volunteering in EU.

The main findings are clustered based on type of survey conducted during the research project, which depict the development of volunteering in the country, as in the following:

Public Perception

- 1.** The public to an extreme extent (**98.9 percent**) is not familiar with the laws pertaining to volunteering. Part of the reason why this may be case is because volunteerism is regulated only for a limited age group and promoted mostly in the context of the youth empowerment and employment.
- 2.** The level of volunteering among **youth** is relatively high. The findings reveal that **38 percent** of Kosovars have engaged in volunteering sometimes in the past. However, the percentage of people involved in volunteering in regular basis is lower.
- 3.** The period for how long youth engages in volunteering is **short**, which also implies that volunteering is not sustainable and thus has limited impact in the communities. A significant portion of respondents (**almost 50 percent**) said that they have engaged in volunteering for less than a month.
- 4.** Most of respondents (**80.6 percent**) said that they have volunteered because they wanted to help people while half of respondents (47.6) said they volunteered given the sense of feeling useful.
- 5.** The public is not being offered professional support in terms of capacity-building in volunteering. A large percentage of respondents (**96.6 percent**) said that they have not attended any training program on volunteerism.

Civil Society

1. Only a small percentage (**4.6 percent**) of CSOs have said that volunteering is **regulated** – the remaining said that it is not well regulated (43.7 percent), unregulated (25.3 percent), and extremely unregulated (16.1 percent).
2. The highest level of volunteering has been detected among youth **aged 19 to 24**. This is an age range selected by 85 percent of civil society organizations (CSOs) that were part of the study. This also shows that CSOs do not do enough to reach out to the elderly.
3. CSOs are relatively proactive in volunteering. Almost **50 percent** of CSOs have engaged 1-10 volunteers in the last 12 months. **Interns** are considered as volunteers by 56 percent of surveyed CSOs.
4. About 1/3 of CSOs (34 percent) engage in volunteering because they want to increase the professional capacities of **young generations**. Only 1/4 of CSOs (**23 percent**) do it because they want to help the **community**.
5. Majority of CSOs (**65 percent**) said that they provide training opportunities to volunteers. Nevertheless, the training programs are short-lived since 67 percent of CSOs said that they organize only 1-10 days of training each year.

In view of the **perceptions** and **experiences** – of the public and civil society – a common ground has emerged based on several **standpoints** in favor of a policy initiative that would minimize, if not overcome, some of the main challenges in volunteerism.

- Most of Kosovars think that volunteering is *very beneficial* (**70.7 percent**) and beneficial to *some extent* (19.3 percent). However, only **43.1 percent** of them said that would like to volunteer if given the chance. This depicts a relatively limited level of interest – the level of labor being **supplied** – to help solve the community problems or promote/protect any other matter related to public interest.
- **Healthcare, education and non-governmental sectors** are the most preferred areas for volunteering, depending on the civil society **demand** for volunteers. For the absolute majority of CSOs (**almost 80 percent**) that were part of the online survey, the demand is determined according to the **project needs** for which civil society receives very limited state support.

The first step forward to drawing a balance between *what the public is* willing to give in volunteering and what civil society and other potential organizers are willing to take is to create a set of policies and a Law that would define and promote volunteerism in the country. It is the responsibility of the state to **engage & sustain** the involvement of CSOs and other organizers in volunteer work. A simple policy formula would just do that – by eliminating barriers against volunteer work, on the one hand, and creating incentives/benefits in favor of recognizing volunteer work, on the other hand. However, any Law and/or policy initiative taken must be in accordance with the EU principles of inspiring and facilitating volunteering without threatening the moral force and free will behind the concept of volunteerism.

Introduction

In Kosovo, volunteering is seen not only in the light of charity work but also as a survival and **solidarity effort**. Initially, it has emerged in response to the repression of human rights in 1990s led by the Serbian regime of Slobodan Milosevic. It is difficult to trace back the history of volunteering before then since there is **no reliable and systematic data** registered by any institution. Following the fall of Yugoslavia and the war in Kosovo in 1998-1999, the importance of civil society sector began to increase significantly. The international community has helped the establishment of thousands of Non-Governmental Organizations (NGOs) in the areas of human rights, protection of minorities and democracy development.

With the development of the **non-profit sector** in Kosovo, volunteering has broadened as a concept. Although still defined as an **altruistic activity** intended to improve the quality of human life, volunteering has helped promote skills development, fund, and socialization.¹ NGOs, also recognized as civil society organizations (CSOs), are defined as the main **volunteer interlocutors** in Kosovo, besides public institutions (e.g. schools), and special volunteering programs supported by international organizations such as the United Nations (UN) and Red Cross. However, through time, volunteering in communities **has declined**. The GAP Institute, in its recent study, the [Role and Importance of Active Citizenry](#), hinges on the **public withdraw** from community involvement given the rising expectation that the *responsibility* of taking care of community needs should fall under the public institutions.²

Certainly, there are many other reasons which could justify the declining trends in volunteering, (many of which may go beyond the scope of this study). Lack of **institutional support** for creating an enabling environment of volunteering is as important, something that comes across this research, to which effect, there is a growing gap between what the public can offer/commit (supply) and civil society can take/engage (demand) in terms of volunteer work! What the public offers is **extremely low** – a finding that is supported by various local studies. According to GAP Institute, only **15 percent** of citizens are engaged in volunteering (in yearly basis).³ This trend is **relatively low** in a context of EU, where the level of volunteering exceeds **30 percent**, in countries like Finland, Denmark, and Germany, and **40 percent**, in countries like Austria, Sweden and the Netherlands.⁴

Why and to what extent is the public committed to volunteering depends on the demand side, how much is civil society and other potential organizers are willing to take/engage. In view of a recent study, the [Kosovar Civil Society Index \(2016\)](#), conducted by the Kosovo Civil Society Foundation (KCSF), CSOs fall short in this regard. Accordingly, only one **third (1/3) of CSOs** that were part of the study – a sample of about 1,000 CSOs that have been relatively active in 2015 – have engaged volunteers in their activities.⁵ From the perspective of KCSF in this research study, civil society does not represent a **stronghold** of volunteer work in the country,⁶ given the low volunteering trends and an **unfavorable legal environment** in the country.

1 Democracy for Development (D4D). *Volunteers Placement Manual*. February 2017, p. 7.

2 GAP Institute. [The Role and Importance of Active Citizenry](#). April 2017, p. 2.

3 GAP Institute. [The Role and Importance of Active Citizenry](#). April 2017, p. 3.

4 GHK. [Volunteering in the European Union](#). February 17, 2010, p. 7.

5 Hoxha, Taulant. [The Kosovar Civil Society Index 2016](#). Kosovo Civil Society Foundation (KCSF). October 2016, p. 16.

6 Hoxha, Taulant. [The Kosovar Civil Society Index 2016](#). Kosovo Civil Society Foundation (KCSF). October 2016, p. 51.

The current legislation related to volunteering is not comprehensive. Some of the main legal pitfalls addressed by Democracy for Development (D4D)⁷ include **lack of:**

- a** a law and an inclusive policy framework on volunteering;
- b** recognition of volunteers of certain age groups; and
- c** policy coordination for the development of volunteering.

Such policy pitfalls also come across this research study. Accordingly, the relationship between the state and the volunteer sector remains largely unregulated and uncoordinated. The current legislation is biased against a certain age category since it prohibits anyone **under age 15 or above age 24** from engaging in volunteering activities. Likewise, the state does not prioritize and channel funds in the civil society sector that are dedicated to the development of volunteering. Henceforth, civil society must inevitably depend on international funding which is provided in *ad-hoc* and project basis.

In the last Progress Report (2016), the European Commission (EC) has criticized the government for the lack of capacities and financial resources, which have undermined the [Government Strategy for Cooperation with Civil Society](#).⁸ This is just an example, according to which, the EC casts doubt on the underlying political will to help develop the civil society sector same as on the capacities of CSOs to engage in decision-making. In the view of policy pitfalls, CSOs also seem to fall short when it comes to engaging in voluntary work. For instance, they lack internal policies and capacity-building programs on volunteering, and to that effect, they fail to develop and sustain voluntary initiatives and attract and retain volunteers.

Project Goal

The objective of the project "Support to the implementation of Government Strategy for Cooperation with Civil Society" is to support the government of Kosovo in the development of the enabling environment for **volunteerism** or volunteer work in the country. This project is part of a long-term goal of the government in strengthening participatory democracy and integration into the European Union (EU) by empowering civil society to take part in decision-making.

Initiating a specific **policy** on volunteerism is perhaps one of the main government priorities of establishing mechanisms essential for the enhancement of the [Government Strategy for Cooperation with Civil Society](#). However, the Strategy does not explicitly foresee drafting of any legislation in favor of volunteerism. The Strategy rather requires a study analysis of the needs & profile of volunteering in the country.⁹ The study approach which will determine a type of policy and/or legislation is **action-oriented**, and it aims to contribute to a fundamental change of creating an integrated system of supporting the development of volunteering.

7 Democracy for Development (D4D). *Volunteers Placement Manual*. February 2017, p. 4.

8 European Commission (EC). [Kosovo 2016 Progress Report](#). November 9, 2017, p. 9.

9 Office on Good Governance. [Government Strategy for Cooperation with Civil Society](#). 2013, p. 25.

Legal Context

The legal framework of enabling volunteerism in the country is largely **unregulated**, as it has been emphasized in numerous studies, including the [TACSO Civil Society Needs Assessment Report](#). Other than the Law on Empowerment and Participation of Youth, there are no other laws which recognize and/or regulate aspects of volunteering. This is a claim which also the main **findings support**. According to the civil society survey, majority of civil society organizations (CSOs) believe that volunteerism is not well regulated or not regulated while 16% of CSOs believe that volunteerism is extremely unregulated. However, the legislation is not important since it does not create obstacles and impedes volunteering. Almost **50% of CSOs** still believe that the legal framework is favorable when it comes to engaging volunteers in their organizations! This is also to suggest that most of CSOs seem to not encounter **barriers** and **difficulties** as it is pointed in the section of research findings and data analysis.

The act of volunteering is recognized only by the Law on Empowerment and Participation of Youth ([Law No. 03/L-145](#)) and the recent updated Administrative Instructions of the Ministry of Youth, Culture and Sport. This Law, however, defines regulatory aspects for youth only, **aged 15 to 24**, relating to the volunteer agreements, rights and obligations, and reimbursement of expenses. The existing legislation defines volunteering as **unpaid work** considered important and beneficial to the society.¹⁰ While compensation is ruled out as an incentive, the current Law defines volunteering as something that would enable people to improve professional skills and enrich life experiences. This can be achieved only when the risks of misuse of power and restrictions to opportunities are prevented according to contractual arrangements between organizers and volunteers. For more information for a more thorough legal analysis, refer to **Appendix 1** and **Appendix 2**. The legal analysis in Appendix 1 also gives an overview of the international perspective to this topic if volunteerism.

European Perspective

In the European Union (EU), volunteering constitutes a rich tradition and culture. Any policy in favor of creating an enabling environment for development of volunteering should fall under the mandate of individual Member State. In most EU Member States, volunteering is not regulated according to a special Law as described in greater depth in the **Legal Analysis** presented in **Appendix 1**. The most advanced EU Member States that have a special Law on volunteering are Austria, Belgium, Luxembourg, Spain and Portugal. These are countries that are characterized with high levels of volunteering. The EU Member States that also do well in volunteering and yet do not necessarily have a special Law on volunteering include Denmark, Finland, Netherlands, Great Britain, France and Germany. In these countries, different aspects of volunteering are cross-regulated.

Regional Perspective

In view to EU policies in favor of promoting volunteerism, most countries in the Western Balkans have regulated it almost all countries. In all countries in the region, volunteering is regulated according to a special Law. Bosnia & Herzegovina is slightly an exception since there only Republika Srpska (RS), which is recognized and thus functions as a distinct legal entity, has adopted the Law on volunteering in July 2008. See the following where and when the Laws have been most of which have been amended: Croatia (2007), Macedonia (2007), B&H (2008), Serbia (2010), Montenegro (2010), Slovenia (2011), and Albania (2016). According to these countries, adopting a Law on volunteering is a way forward to joining European integrations considering the positive impact volunteering has on socio-economic development. Thus far, no comprehensive assessment has been made to understand if and to what extent these Laws have had a positive impact in these countries.

10 Official Gazette. Law No. 03/L-145 on [Empowerment and Participation of Youth](#). Article 14. November 2009, p. 4.

Literature Review

This project has conducted an in-depth and balanced review of literature relevant to the study prior to carrying out the research. It involved an analysis of main sources of research conducted in the field, in the context of the country and Europe. However, not enough has been done in research & development in volunteering except for several studies which have been conducted by local CSOs. In the sphere of public institutions, no research methods have been established by respective Ministries (e.g. MLSW or MCYS) that would focus on volunteering and the level of impact it can have on society.

The list of studies which dealt with the topic are presented for each of the following category in a chronological order. Each of the following reference has been hyperlinked and can be accessible online.

Local Sources

- GAP Institute. [The Role and Importance of Active Citizenry](#). April 2017.
- Democracy for Development (D4D). *Volunteers Placement Manual*. February 2017.
- Hoxha, Taulant. [The Kosovar Civil Society Index 2016](#). KCSF. October 2016.
- TACSO. [Kosovo Needs Assessment Report](#). January 2014.
- Çeku, Hajrulla. [Analysis on Volunteerism for Development](#). CiviKos Platform. 2013.

International Sources

- Cheng, W. & Sh. Mohamed. [Volunteerism: Matching the Supply and Demand](#). NVP Center. 2015.
- Schenkel M., P. Ermano & D. Marino. [Recent Trends in Supply and Demand of Volunteers](#). June 2014.
- European Volunteer Centre (EVC). [Volunteering Infrastructure](#). 2012.
- UN Development Programme. [State of the World's Volunteerism Report](#). 2011.
- Educational, Audiovisual & Culture Executive Agency. [Volunteering in the European Union](#). 2010.
- UN Volunteers. [Laws and Policies Affecting Volunteerism Since 2001](#). September 2009.
- Council of Europe. Recommendations on the Promotion of Voluntary Services. 1994.
- Red Cross, Inter-Parliamentary Union and UN Volunteers. [Volunteerism and Legislation: Guidance and Notes](#). (No Date)

In addition, many local legal and policy documents that have been consulted, each of these studies have been critically assessed for research purposes. Certain elements of relevance have been abstracted from each source, and they have been grouped with the main findings, including models of the Laws on Volunteering of neighboring countries (Macedonia, Serbia, and Montenegro). Most importantly, these sources have helped contextualize the study and learn what is known about the topic being investigated. In addition, they have helped the research project produce a policy brief on how to go about promoting volunteering in the country.

Research Approach

The Strategy has stressed the need to first conduct necessary analysis and **surveys**, as the basis for defining an integral, comprehensive legal framework for volunteering. In fact, surveys have served a useful start of the research phase to help decide the focus of the research study. The main survey questions cover the opinions and experiences of respondents about volunteerism in Kosovo. Answering them required a combined set of research methods which appreciate different forms of data and analysis. The results present hard-data in percentage terms as an objective means of making final judgements.

Methods

Considering the complexity of volunteerism in a local context, the research has involved a combination of two methods: (1) survey questionnaire, and (2) set of interviews. The surveys and interviews occupy a major place in this small-scale social research and policy project. Both play a part in action research in the field of social sciences. The questions identified in the questionnaire for each method are intertwined and go parallel with each other. The questionnaire for each method has been designed as presented in **Appendix 3, 4 and 5**. As for the surveys, there have been two sets of questionnaires conducted for this project which consist of a (a) **public opinion poll**, and (b) **civil society poll**.

It is important to emphasize several limitations to the survey and interview questionnaires for not studying the level of volunteering in greater depth from the following perspectives:

- › **Gender:** whether there is a gender & level of volunteering correlation in practice.
- › **Demographics:** whether the level of volunteering differs between rural versus urban areas.
- › **Economics:** whether employment and propensity to volunteer correlate with each other.

These are important elements which could add value to future research & scientific studies in volunteerism. Many EU studies on volunteering cover these aspects of science.

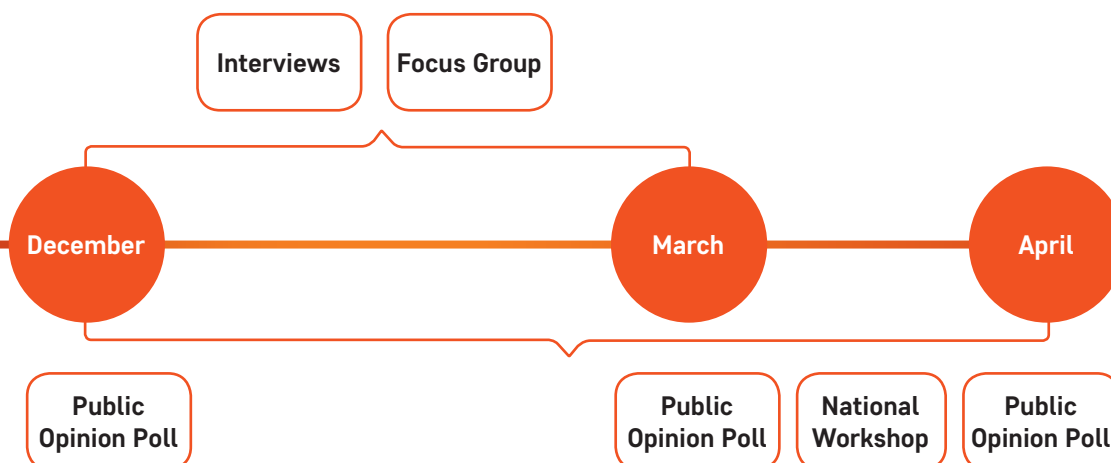
The surveys have been conducted within a quantitative paradigm and have produced a broadly different data from the interviews conducted within a qualitative paradigm. However, the two-method research has benefited the project in many ways. The logic of **triangulation** explains that there is greater research validity if the survey findings are checked against findings from the interviews. More importantly, interviews have helped the project interpret relationships between variables presented in a numerical data. Interviews gave a more detailed perspective of some of the main issues related to volunteerism. In a form of *telling anecdote*, interviews have been more revealing and influential than almost all data gathered from the surveys.

Certainly, there was a great deal of intersection between the two methods. However, the data captured through the surveys is slightly different from the data gathered through the in-depth interviews. For a difference, survey responses are brief while interview responses are lengthy and allow for more flexibility in asking and answering questions. By the time the interviews were conducted, the research project had a view on the likely answers influenced by what it has been read and gathered from the survey findings about volunteerism. The preliminary view or assumption was that volunteerism is extremely unregulated and that it needs to be promoted more. This view has affected the way in which the interview questions were being asked. It has also affected who and what is being asked, using the contacts and networks of people from civil society.

Approach

This project is designed to be an action-oriented research by simultaneously involving as many stakeholders as possible aiming to transform the situation in democratic directions. This is to say that the project is not undertaken by research experts alone, but in partnership with people who are involved in the issue including civil society organizations (CSOs) and many government officials. What makes this research action oriented is the fact that it is educative (*learning about volunteerism*), it is problem-focused (*lack of volunteering*) within a specific context (*in Kosovo*) and future oriented. It aims to improve the legislation for regulating, promoting and recognizing volunteering in the country.

The public opinion survey has been realized in **December 2016** while the civil society poll in **March 2017**. It is important to note that prior to realizing the questionnaires for both surveys, the content of each of them has been tested and validated through a focus group. Each questionnaire has been agreed among the key members of the Council Working Group for the Development of Volunteering in Kosovo – as the Fourth Objective of the Government Strategy with Civil Society. The questionnaires have also been discussed in individual meetings with several civil society activists involved in volunteering and in front of young volunteers who have taken the civil society survey as a pilot test. Finally, the interviews have been spread out in **March & April**. Once all the data has been collected & analyzed, the findings have been discussed & validated through a subset of activities organized by the Office on Good Governance (OGG) and other organizations/ institutions including the National Workshop in **April**.





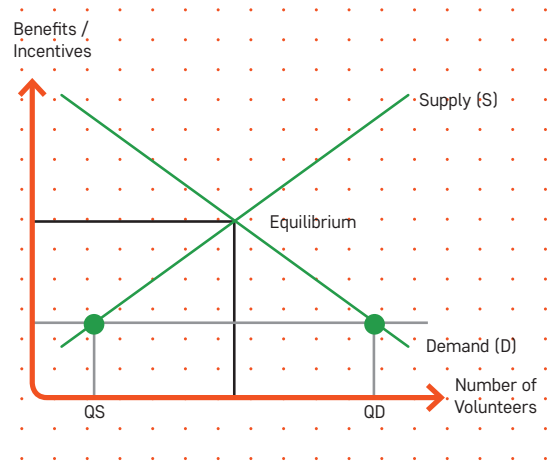
Research Findings

This section is concerned with **what** the research project has found out. It allows to review the **breadth** of opinions and experiences of the public and civil society on the topic. It is important to evaluate how they view volunteerism in the country – to what extent is applied and promoted. This section focuses on the quantitative forms of analysis which calls for some consideration of statistics. It gives a **quasi-numerical summary** of findings about the experiences and understandings the public has on the subject matter.

The main findings for each survey are grouped in clusters/indicators based on their similarity in terms of topic or variable being measured. The three common clusters include:

- 1 Knowledge/Awareness** – what do the respondents know about volunteerism.
- 2 Experience/Practice** – if and how respondents have experienced volunteerism.
- 3 Standpoints/Attitudes** – how do respondents view volunteerism now and in the future.

The national workshop organized in a format of a focus group has helped review and validate research findings in light of the views of participants. The main question asked was to what extent the survey findings agree or disagree with those of others. Confirmatory results have been helpful in advancing the overall understanding of the relevance and practicality of the research work. Consulting with others is important since the research is likely to have an impact beyond the focus of the study and be judged reliable.



What these survey findings reveal is a **mismatch** between what the public can offer (supply) and what civil society organizations (CSOs) can take (demand) as far as volunteering manpower. While the public lacks motivation and struggles to find volunteering opportunities, CSOs struggle to initiate and implement activities in this regard. The reasons why there is a gap will be outlined in greater detail in subsequent sections. The **supply & demand paradigm** (in a perfectly competitive market) explains the logic why two surveys have been conducted. *See graph on the right.* The public consists of the participants in the labor market who are seeking some type of volunteering engagement, thus representing the supply side of the equation. Civil society organizations (CSOs) present the demand side of the market.

When supply and demand for labor are equal, the market is set to be at equilibrium. At this point, the allocation of inputs (i.e. the amount of volunteering labor being sup-

plied) is exactly equal to the amount of the number of volunteers being demanded. In this case, the labor market is far below the equilibrium since the supply for volunteers is far lower than the amount of labor demanded. When the **rate of benefits and incentives** is less than the equilibrium rate, there is a shortage of labor of volunteering. This means that the quantity supplied (QS) is smaller than the quantity demanded (QD). This is the principle of **mutual exclusiveness**, which is to say that the benefits and incentives a volunteer gets depends also on the work of CSOs.

If demand for the output increases (depending on the outside support), the CSO will demand more labor and will hire more volunteers. If demand for output falls, CSOs will demand less labor and will reduce its volunteer force. In this context, as the main findings would suggest, CSOs are not doing enough in volunteering, mainly because – *holding all else equal* – the state does not provide enough support in terms of **incentives and benefits** for CSOs to attract and retain volunteers in the market. Take as an example of incentive the state support for funding capacity building programs of CSOs which engage on volunteering. That would inevitable persuade CSOs to design and deliver training programs for creating and retaining volunteers. Hence, any policy initiative that will be taken by the government in the future should reflect on the **categories** of incentives and benefits to be able to close the gap between supply and demand, in other words, trying to reach an equilibrium.

The main determinant of **labor supply** are benefits and incentives the public gets from engaging in volunteering activities. It means that more people are willing to supply voluntary work when there are more benefits and incentives for volunteers. However, these **benefits and incentives** do not necessarily have to relate to financial motives. In Kosovo, the benefits and incentives volunteers get are extremely low. Besides their involvement in volunteering activities being recognized as work experience and **the volunteer of the year** getting a 1,000 Euros reward for the contribution given to the community, volunteers do not get other benefits and incentives.

In addition, other determinants of the **labor supply** in the volunteering market include: adult population as the increase of population in the youth force may increase, public preferences as more women and retired people may choose to volunteer, and time spent in schools and training where people get to learn about the means and benefits to volunteering. Henceforth, any policy initiative for the development of volunteering be in favor of not only **incentivizing** volunteering through funding CSOs and other means but also through changing the law that would encourage youth to volunteer more (e.g. recognition of volunteering as a credit for obtaining a scholarship), offer opportunities for the elderly to volunteer (e.g. get rid of age group limitations of the Law), and teach students more about volunteering (e.g. incorporate volunteering in the school curricula).



Public Opinion Poll



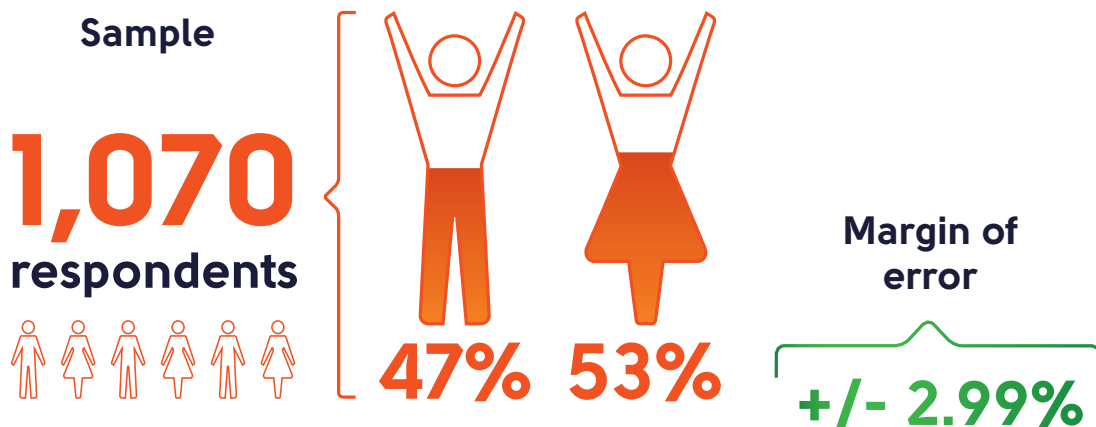
Public Opinion Poll

The public opinion survey involved asking people questions about their perception and experiences on volunteerism. See **Appendix 3**. The survey was conducted face-to-face in **December 2016** and it involved a random sample of people of all ages. The sample of **1070 respondents** was selected using an equal probability sampling design. The sample was stratified by region, gender and ethnicity (Albanian, Serbian and non-Serbian minorities). The margin of error for expressing the amount of random sampling error in a survey's results was +/- 2.99 percent.

RESEARCH METHODOLOGY

Action Oriented Research

Public Opinions/Knowledge (December 2016)

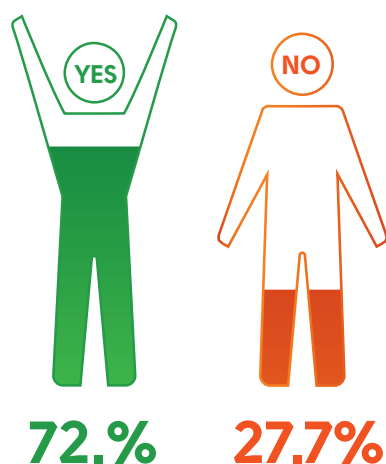


Short Summary of Main Findings

Give a short description of the main findings regarding the public perceptions about volunteering.

In general, volunteering work in Kosovo is publicly recognized as a concept or practice. The public opinion polls indicate that **72.3 percent** of respondents have heard about volunteerism. However, there is a large gap between how much the public claims to know about volunteerism, how much volunteering experience they have, and how much they are interested to engage in volunteering activities. Even though the almost majority of respondents have claimed that they have heard about volunteerism, their experience indicates they have done very little volunteering in the past. Only about one third (1/3) of respondents said that they had an opportunity to volunteer in the past. Moreover, volunteering is **not enough promoted** and regulated in work and living environment. As far as experience, almost half of respondents have stated that they have done volunteering for a period **less than a month**, but they do not receive almost **no training** support.

Have you ever heard about volunteering?



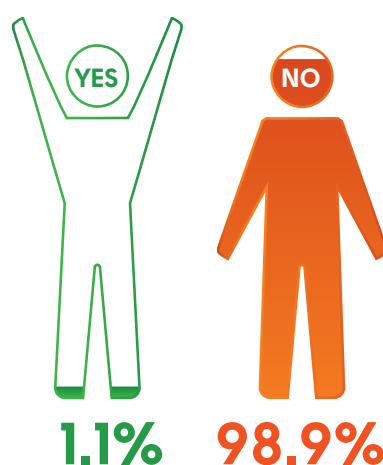
Knowledge/Awareness

This section is concerned about the extent the public is aware of volunteer work in the country. In general, volunteerism or volunteering work in Kosovo is publicly recognized as a concept or practice. The public opinion polls indicate that **72.3 percent** of respondents have

heard about volunteerism. However, how familiar is the public about volunteering triggers important questions.

When the respondents were asked if they are familiar with the legislation regulating volunteering in Kosovo, **98.9 percent** of respondents said they are not familiar, while only 1.1 percent said they are familiar with the legislation on volunteerism. The reason why respondents are not familiar with the legislation is mainly because volunteering is not well regulated even though it is well recognized in practice.

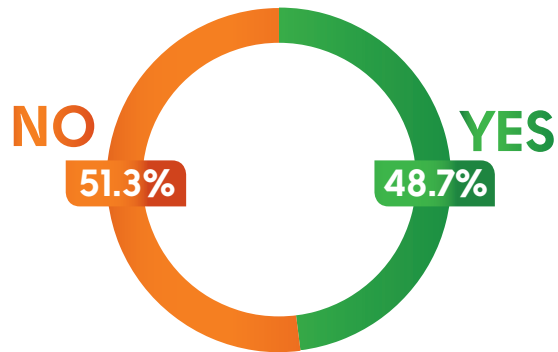
Are you familiar with the legislation regulating volunteering in Kosovo?



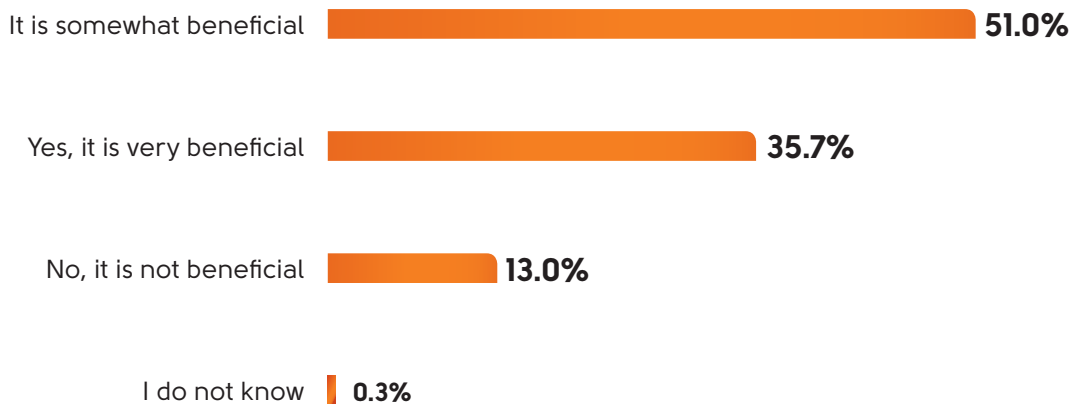
The public is generally unaware about the legislation since volunteering is not well regulated in the country. While there is not a distinct Law on volunteerism, the Law on Empowerment and Participation of Youth (Law No. 03/L-145) is the main law which regulates volunteerism only in the **youth sector**. This is a strong indicator which shows that the Ministry of Culture, Youth and Sports, (MCYS), which oversees volunteering in the country, has done poorly in terms of youth outreach. Rarely does the Ministry organize promotion events on volunteering tilted towards social responsibility and cohesion. Hence, the Ministry focuses more on oversight rather than promotion of enabling environment for volunteering. Its role is more about registration, control, and reporting rather than promoting the values of volunteering. Perhaps another problem is the predominant emphasis on youth employment which makes it difficult to communicate values of volunteering.

However, asked if volunteering is common in the environment respondents come from (i.e. family, work, social), **48.7 percent** of respondents said that “yes,” that volunteering is common, while **51.3 percent** said “no,” that it is not common in the environment where they come from. Majority of respondents consider that volunteering work is **recognized** in the environment where they live and work. While **35.7 percent** of them consider that volunteering is recognized and 51.0 percent consider that volunteering is recognized to “some extent,” **13.0 percent** of respondents consider that volunteering is not recognized [at all]. Only 0.3 percent of them have said that they do not know to what extent volunteerism is recognized in the country.

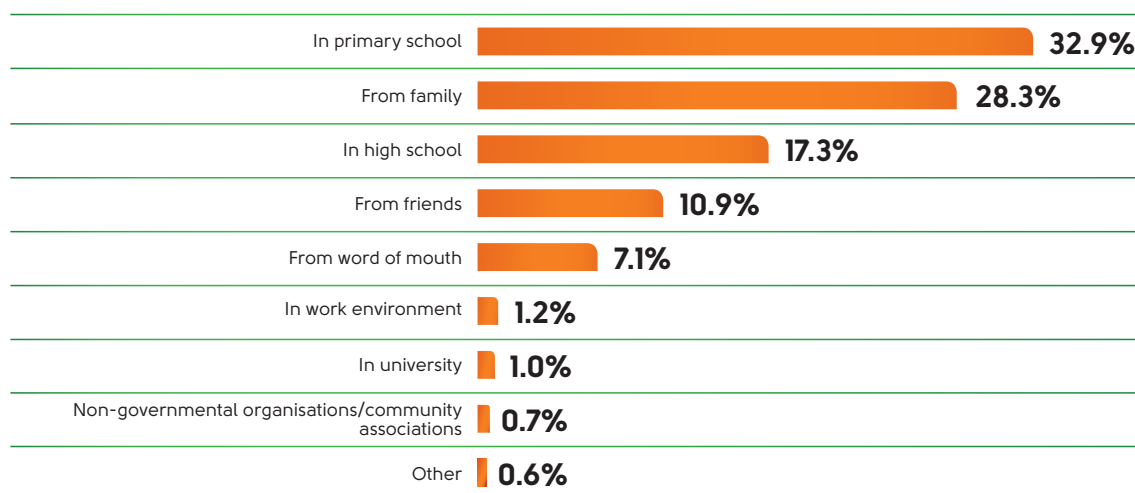
Is volunteering common in the environment you come from (family, work, social)?



Do you think that the voluntary work is beneficial to the community?



Where did you first hear about volunteering?



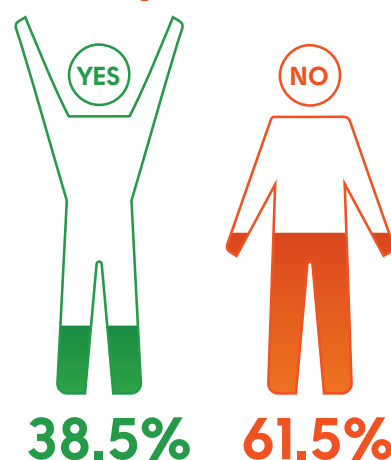
When it comes to promoting volunteerism, schools and families play an important role. Half of respondents (**50.2 percent**) in total have claimed that they have heard about volunteering in schools – 32.9 percent in primary schools and 17.3 percent in high schools. This makes it even more important to improve the civic education curriculum and further promote partnerships among schools and civil society organizations in designing and implementing school volunteering projects in local communities.

About **46.3 percent** of respondents have heard of volunteering through either their circle of family members (28.3 percent) and friends (10.9 percent) or through the word of mouth (7.1 percent). The remaining 3.5 percent of respondents have heard about volunteerism through work, college and civil society organizations.

Experience/Practice

This section is concerned about the extent the public applies volunteering. According to the research findings, volunteering is not sufficiently exercised in practice if compared with the previous findings which indicate that volunteering is well recognized as a concept. When asked if they have ever been involved in volunteering, **61.5 percent** of respondents said “no,” that they have not engaged in volunteer work while only **38.5 percent** of respondents said “yes,” that they have engaged in volunteer work.

Have you ever had an opportunity to volunteer?



This percentage breakdown reflects the overall involvement in volunteering. The findings about the public experience in volunteers are worth comparing with a wide-range of sources on the level of volunteering in the European Union (EU). In EU, several national surveys have been conducted which provide varying levels of volunteering across Member States although they seem to refer to the public involvement in volunteering in the regular basis. While they offer different results, they indicate that the estimated number of volunteers engaged in EU comes to 100 to 150 million.¹¹ See below the percentage trends based on different studies conducted at different times.

11 GHK. [Volunteering in the European Union](#). February 17, 2010, p. 57-58.

Eurobarometer Report (European Social Reality) 2006

This study indicated that **34 percent** of adults aged 15 years and over in the 25 EU Member States were engaged in volunteering. However, in the level of volunteering reached 18 percent Romania and 10 percent in Bulgaria.

European Social Survey (ESS) 2006/2007

This study indicated that **36 percent** of Europeans had taken part in work for voluntary or charitable organizations at least once during the past year and nearly 14 percent had been involved a minimum of once a month.

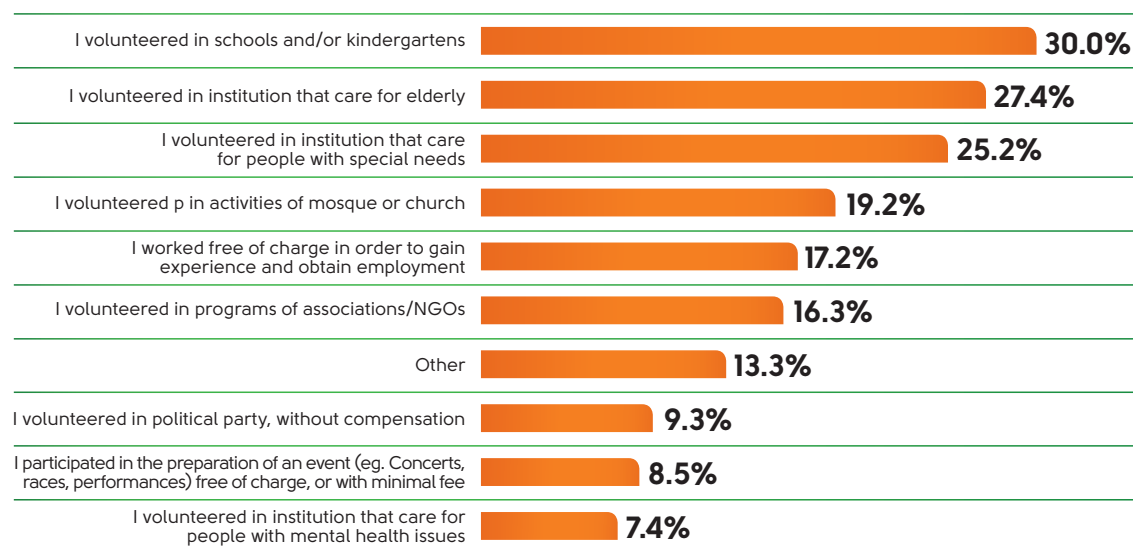
European Volunteer Center (SPES Study) 2008

This study found that **28 percent** of the total population in countries that were part of the survey (i.e. Spain, France, Poland, Czech Republic, United Kingdoms, and Netherlands) had taken part in voluntary activities in non-profit organizations.

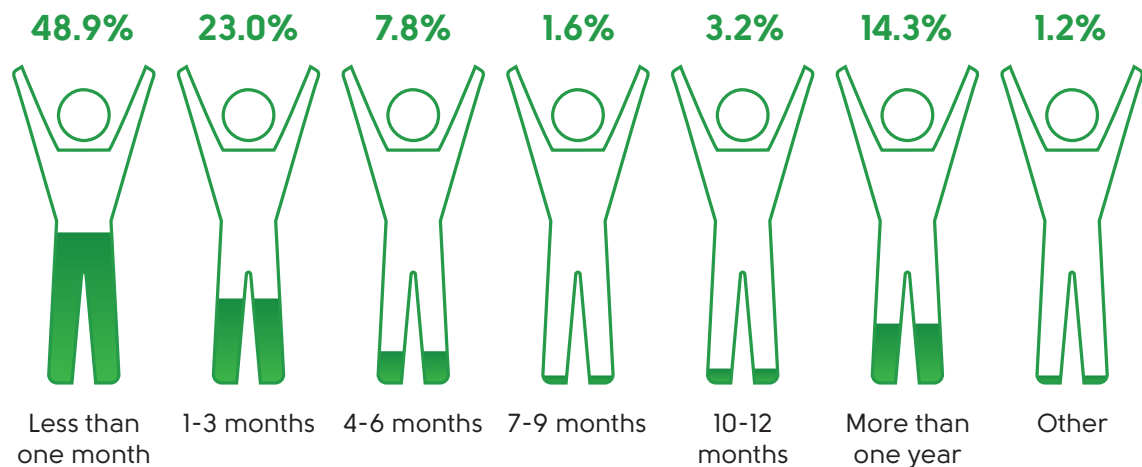
As noted in the table, these studies have been conducted in 2006-2008 and referenced as reliable sources in a comprehensive study conducted by **GHK** for the European Union (EU) in February 2010. They depict the level of volunteering in general terms for the entire EU. That is, the level of volunteering is much higher than the average in more developed countries of EU (e.g. Austria). Henceforth, the survey discrepancies indicate that the statistical analysis is open to interpretation and should be viewed as indicative only.

The fields of work where respondents claimed that they have volunteered the most include schools and kindergartens (30.0 percent), institutions caring for the elderly (27.4 percent) and for people with disabilities (25.2 percent), religious institutions (19.2 percent), associations/civil society organizations (16.3 percent), and political parties (9.3 percent). In terms of **how long** their engagement in volunteering has lasted, almost half of respondents (48.9 percent) have claimed less than a month while almost one fourth (23.0 percent) claimed one to three months of engagement in volunteering. Only 14.3 percent of respondents have claimed more than one year of engagement in volunteering.

If yes, in what area did you volunteer?



For how long have you been volunteering?



Accordingly, respondents have identified education as the most important sector for volunteering activities. In this context, students are engaged as volunteers in school activities. However, the volunteering programs in schools are organized in *ad-hoc* basis and are not embedded in everyday classroom activities or school curriculum.¹² Schools define volunteering more as a “community work” in the context of **civic education** which they teach to students. However, civic education is more taught in theory while volunteering requires practice. No schools in Kosovo have any special volunteering program, data on the voluntary initiatives taken, and more importantly, voluntary youth guides. The extent to which volunteerism is practice depends on the individual teachers’ efforts.

In schools, volunteering is not mandatory, and for any volunteering activity students are not granted classroom **credits** – as it is the case in few countries in the region (e.g. Albania).¹³ Schools almost never cooperate with civil society organizations (CSOs) for specific volunteering projects. What makes it difficult for schools to promote volunteerism is the fact that schools are **not full-time**, and thus offer little space for teachers and students to engage in volunteering activities.

Typical school activities of volunteering comprise of cleaning actions or chores. Rarely, if not at all, are students asked to help the retirees or people who are in need, assist teachers in class preparations, teach a craft or hobby, share cultural and ethnic back-grounds, assist in computer and scientific labs, and complete specific projects at home. Furthermore, religious institutions benefit slightly more from volunteers if compared to CSOs as pointed out in the previous graph in percentage terms. This is an indication that civil society has not been doing enough in promoting volunteering. Similar assertion has been made by KCSF, while referring to UNDP Public Pulse (2015) which has shown that 3.8 percent of Kosovars have reported of doing some voluntary work for a CSO.¹⁴

¹² Kadriu, Mustaf. Ministry of Education, Science and Technology. Interview. April 24, 2017.

¹³ European Volunteer Centre (EVC). [Volunteering Infrastructure](#). 2012, p. 12.

¹⁴ Hoxha, Taulant. [The Kosovar Civil Society Index 2016](#). Kosovo Civil Society Foundation (KCSF). October 2016, p. 55.

I volunteer because:



Research findings indicate the **main reasons** why people engage in volunteering. They can be defined in two sets of categories based on the sense of **public interest** and self-interest. Most of respondents said that they engage in volunteering for purposes of helping people who are in need (**80.6 percent**) and sense of feeling useful (**47.6 percent**). Fewer respondents said that they engaged in volunteering for purposes of **self-interest**. In total, 26.9 percent of respondents said that they have engaged in volunteering to gain help while 26.5 percent to gain new knowledge and skills.

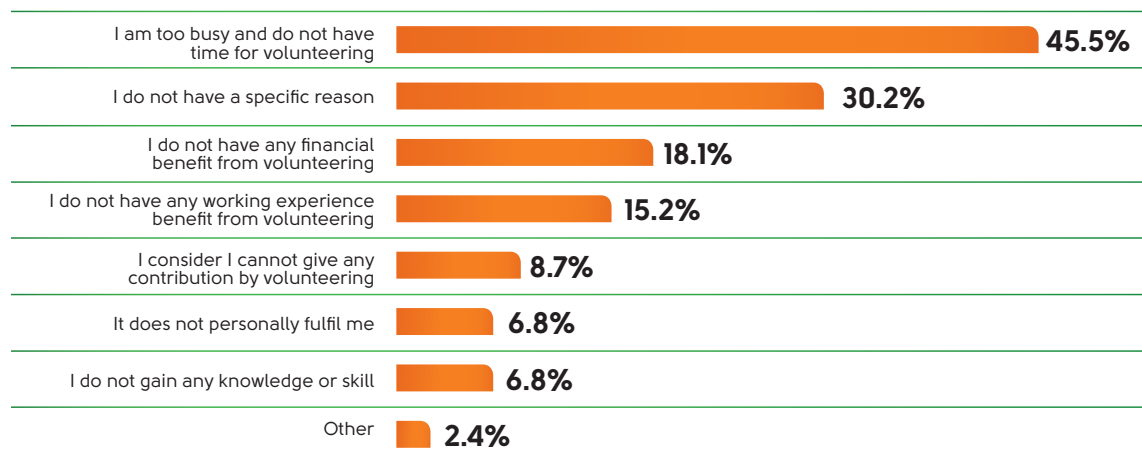
Public Interest > Private Interest

In addition, volunteering is practiced when there is more free time and interest to network with others. 19.0 percent of respondents said that they engaged in volunteering since they had free time to do so while 15.4 percent said they have volunteered to meet youth.

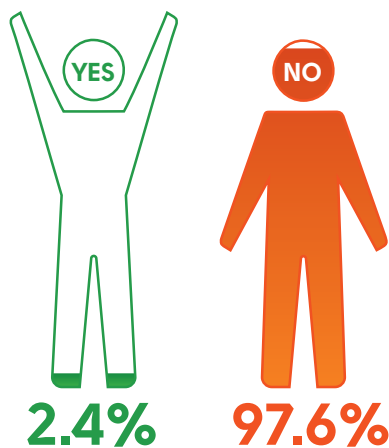
Almost most of respondents (**45.5 percent**) said that they do not want to volunteer because they find themselves busy and do not have free time for volunteering. Almost one third (1/3) of respondents could not think of any specific reason why they do not want to volunteer. Other reasons why people do not want to volunteer include: lack of financial benefit (18.1 percent), lack of work experience (15.2 percent), feeling of not being able to contribute (8.7 percent), no fulfillment (6.8 percent), and lack of skills and knowledge development).

Research findings indicate that fewer respondents said that they engaged in volunteering for purposes of self-interest.

What is the main reason for which you do NOT want to volunteer?



Did you complete any training program on volunteering?

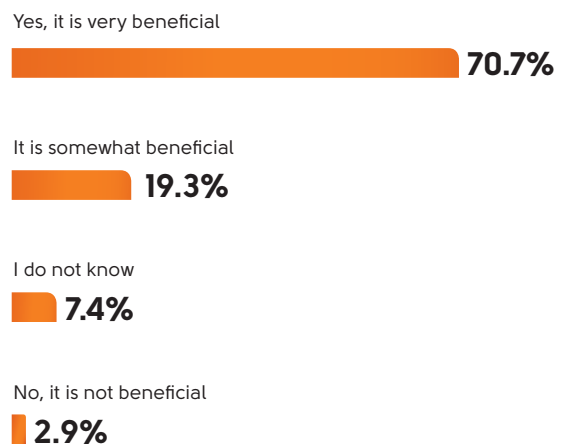


Institutions and organizations seem to not do enough in terms of increasing the capacities of volunteers. According to the research findings, when asked if respondents have participated in any training program on volunteerism, **97.6 percent** of them said “no,” that they have not attended any training program on volunteerism. This indicator supports any initiative from CSOs to invest more on volunteering initiatives and capacity-building programs.

Standpoints/Attitudes

This section is concerned about the positions of the public about volunteering. There is an absolute majority of respondents who think that volunteering is beneficial to the community. Almost **71 percent** think that volunteering is extremely beneficial while almost 20 percent think that volunteering is beneficial “to some extent.” A very small portion of respondents (2.6 percent) think that volunteering is not beneficial to the community while 7.4 percent of respondents have said that they did not know.

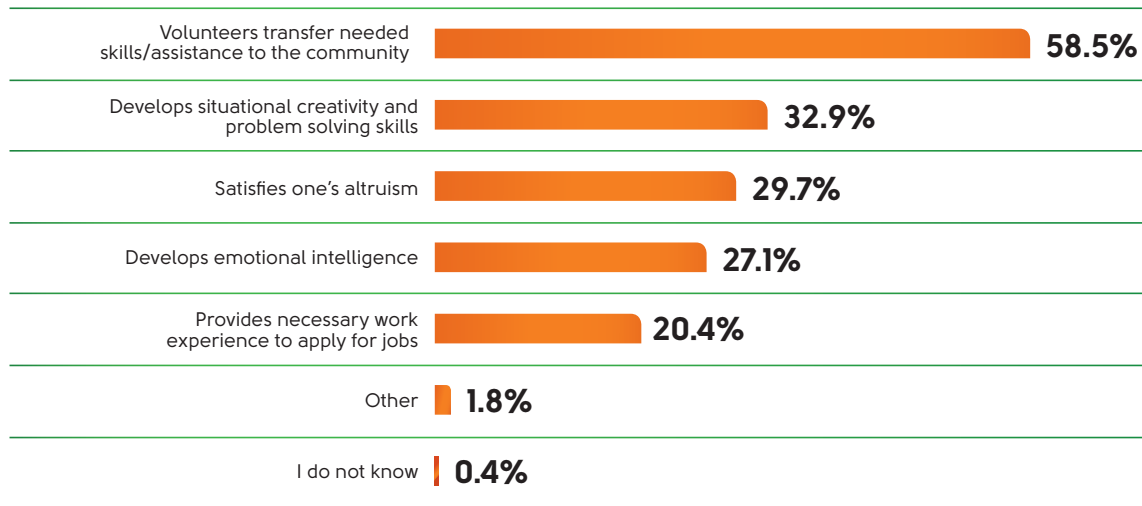
Do you think that the voluntary work is beneficial to the community?



The main reasons which indicate why volunteering is beneficial to the community include: volunteering assigns the necessary skills/support to the community (58.5 percent), leads to creative initiatives and skills for problem solving (32.9 percent), satisfies the feelings of

doing good to others in the community (29.7 percent), inspires emotional intelligence (27.1 percent), and offers work experience necessary to apply at work (20.4 percent).

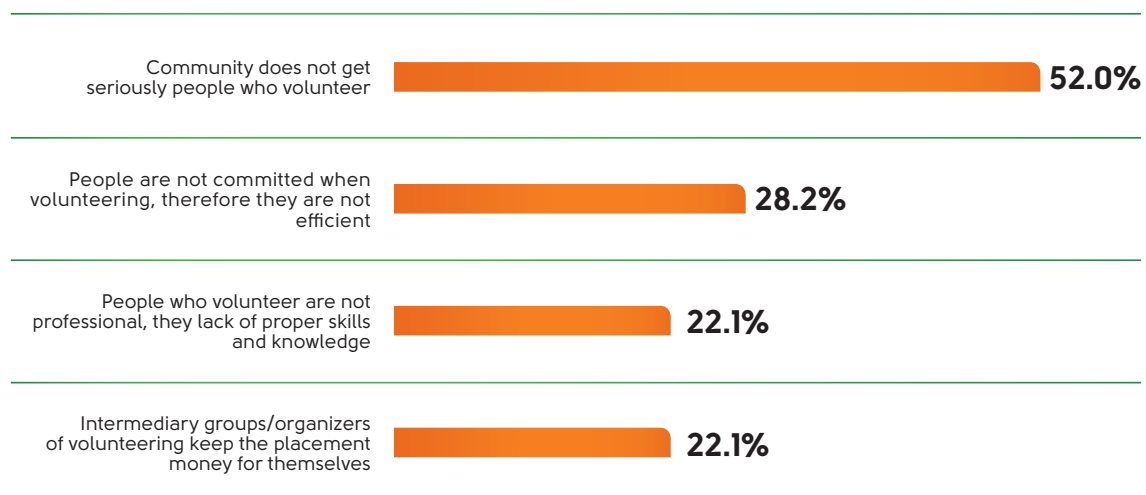
Why do you think it is beneficial?



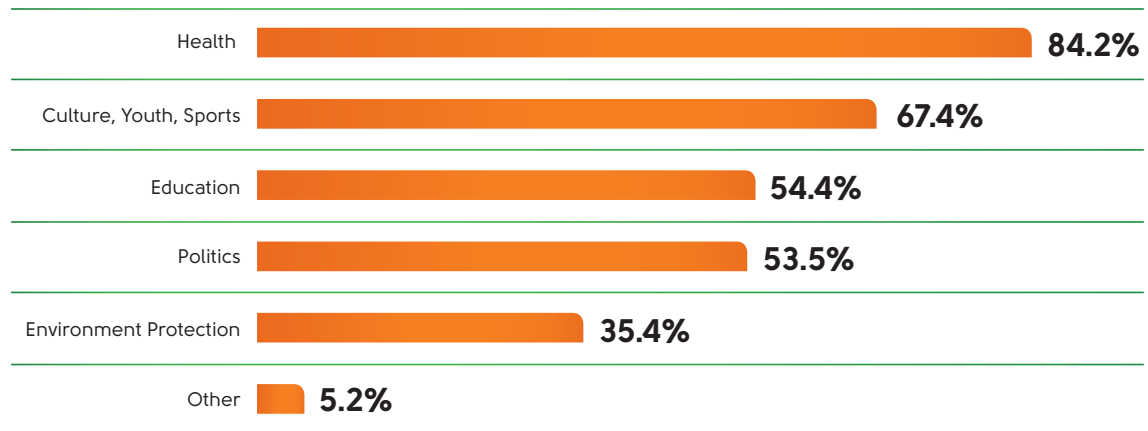
The main reasons which indicate why volunteering is not beneficial include the following: the community does not take volunteers seriously (52 percent), people are not dedicated to do volunteer work and thus are not efficient

(28.2 percent), volunteers are not professional and lack required skills and knowledge (22.1 percent), and organizers of volunteer work keep money for themselves (22.1 percent).

Why do you think it is not beneficial?



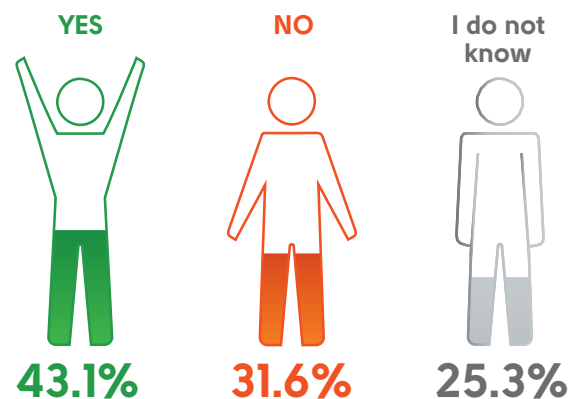
In which areas do you think volunteering is mostly needed in Kosovo?



When respondents were asked in which sector/area is **volunteering needed the most**, **84.2 percent** of them rated the healthcare system as the most important sector for volunteering. The remaining sectors that were perceived as less important include: culture, youth and sports (67.4 per-cent), education (54.4 percent), politics or policymaking (53.5 percent), environment (35.4 percent), and other (5.2 percent).

Asked **if respondents are interested** to be included in any type of volunteering activity, only 43.1 percent said that they are interested while 31.6 percent they were not interested and 25.3 percent said that they did not know. Institutions which were preferred for volunteering activities mainly involved institutions which provide care for people with disabilities, children and elderly. About **43-46 percent** of respondents preferred to volunteer in these institutions while 33 percent of respondents preferred civil society programs. The less preferred institutions/sectors include those that care for people with mental problems (16.3 percent), religious institutions

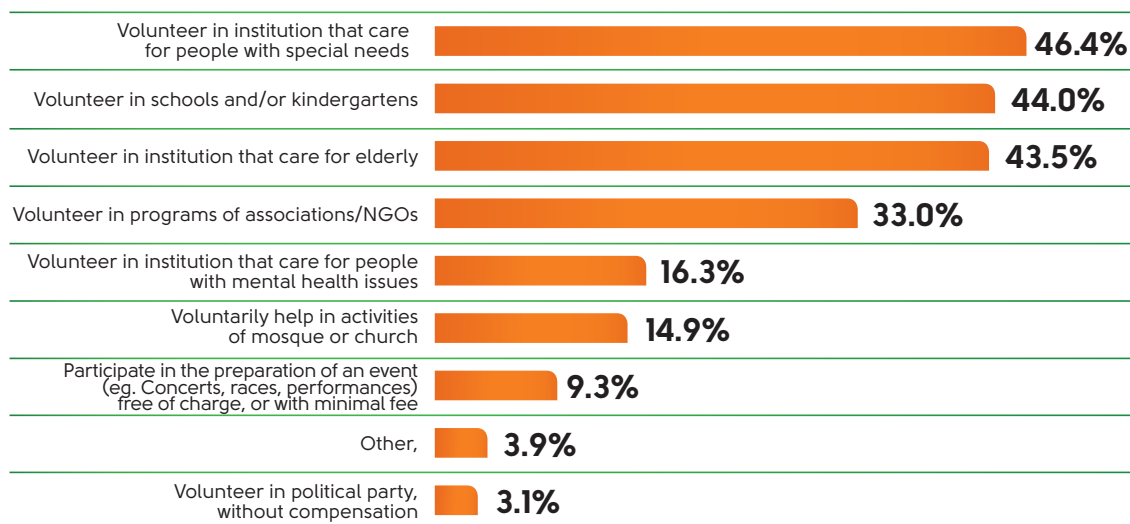
Would you like to get involved in volunteering activities?



such as churches and mosques (14.9 percent), event organizers for concerts, competitions or performances (9.3 percent), and political parties (3.1 percent).

About 43-46 percent of respondents preferred to volunteer in these institutions (which provide care for people with disabilities, children and elderly) while 33 percent of respondents preferred civil society programs.

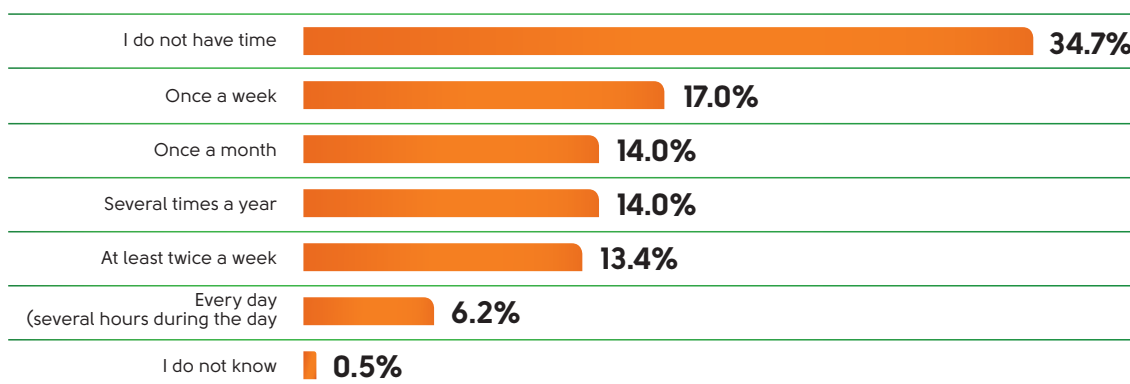
Where would you like to volunteer?



In general, the public is not so committed to volunteering activities. When respondents were asked how much time are they willing to give or sacrifice for volunteering work, a large percentage of them (**34.7 percent**) said that they have no time to do volunteering. For those who said they would find time to engage in volunteering, 17 percent said would do it **once a week**, 14.1 percent said

would do it **once a month**, and 14.0 percent said would do it **several times** during the year. Relatively, a small number of respondents said they would engage very often in volunteering activities; 13.4 percent said they would do volunteering at least twice a week and 6.2 percent said they would give few hours of volunteering work in daily basis.

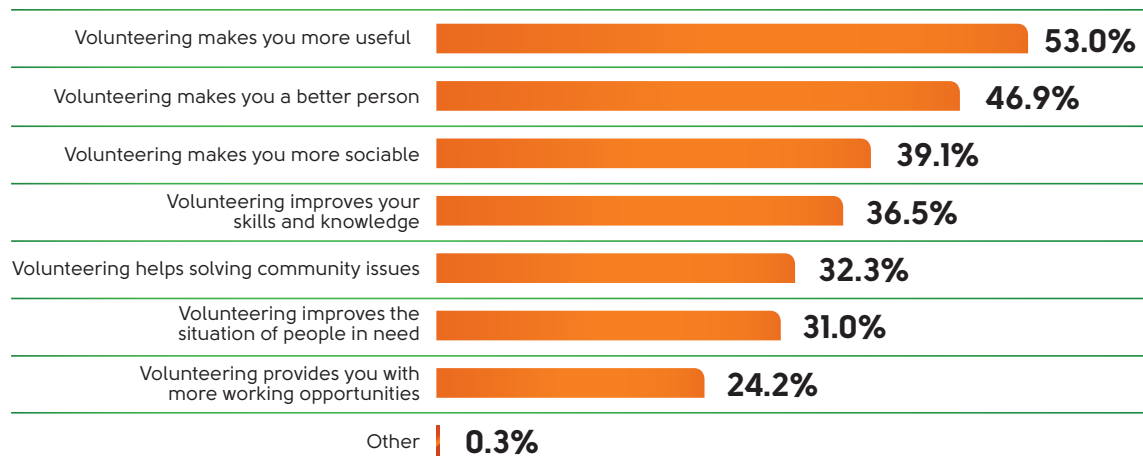
How much time you would be able to dedicate to volunteering?



The level of commitment, to what extent are individuals willing to sacrifice their time for volunteering causes, depends on the public perception. When respondents were asked how they would define volunteerism, if given the opportunity to encourage or motivate others to do volunteer work, they gave the following responses broken down in terms of percentage: **53.0 percent** would say that volunteerism makes people more useful, and 46 percent would say that volunteerism makes people better individuals,

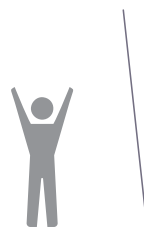
As for the remaining, 39.1 percent would say that volunteerism makes people more social, 36.5 percent would say volunteerism improves people's skills and knowledge, 32.3 percent would say volunteerism helps find solutions to community problems, 31.0 percent would say volunteerism improves the conditions of people in need, and 24.2 percent would say volunteerism offers employment opportunities.

If I had an opportunity to invite others to engage in volunteering, I would tell them the following:



The level of commitment, to what extent are individuals willing to sacrifice their time for volunteering causes, depends on the public perception.

Civil Society Poll



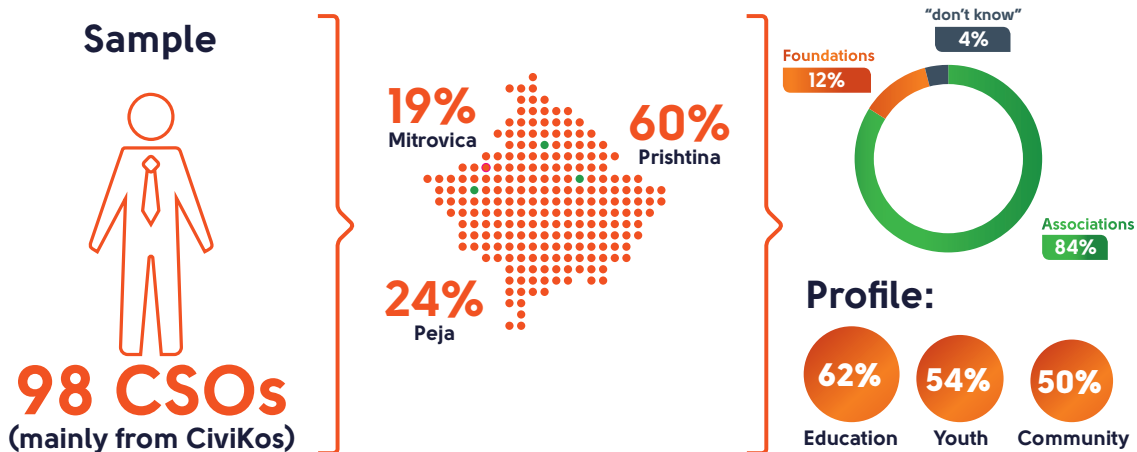
Civil Society Poll

This online survey covers a set of questions that focuses on the collection of data regarding the perception and **experiences** of civil society organizations (CSOs) in terms of volunteering. See Appendix 4. It is a fact-based method realized in **March 2017**, which has allowed the project to quantify responses of civil society activists representing **98 CSOs**, mostly members of CiviKos Platform. The sample majority of CSOs come from Prishtina with almost 85 percent of them registered as non-profit associations. The most commonly reported areas in which voluntary CSOs are engaged are education, youth and community building.

RESEARCH METHODOLOGY

Action Oriented Research

Civil Society Poll/Experiences (March 2016)



Short Summary of Main Findings

Give a short description of the main findings regarding the civil society perception about volunteering.

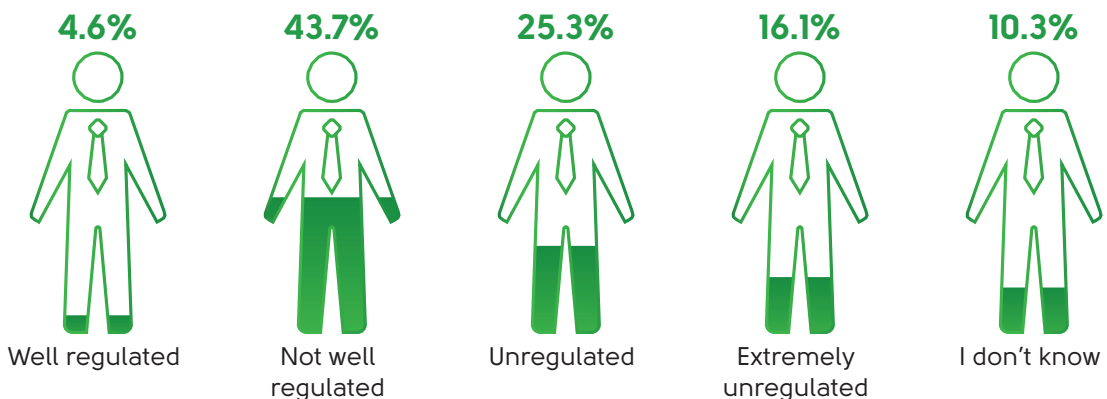
How much the public is engaged in volunteering depends on what have civil society & other potential volunteer organizers (i.e. schools, hospitals, etc.) to offer. Since the research is largely focused on civil society, according to the survey findings, **85 percent of CSO** respondents think that volunteering is not well regulate, unregulated, and extremely unregulated. The current legislation is not seen as an impediment to CSOs – while 54 percent of CSOs declaring no limitations/barriers and 67 percent declaring no legal difficulties! However, the legislation pertaining to volunteering is **almost inexistent** in practice. Given the lack of legal recognition and institutional support, it makes it difficult for civil society to play an effective role as a promoter of volunteerism. As the main findings indicate, although **89 percent** of CSO respon-

dents have said that they engage volunteers, almost one third (1/3) of them are still not satisfied with the civil society's role in promoting volunteerism, while a large percentage (37.9 percent) are neither satisfied or dissatisfied.

Knowledge/Awareness

This section is concerned about the knowledge and challenges CSOs experience, mostly when it comes to the legal framework on volunteerism. When asked about their opinion to what extent volunteerism is regulated by the state, only **4.6 percent** of CSO respondents said that volunteering is well regulated. As for the remaining respondents, 43.7 percent said that volunteering is not well regulated, 25.3 percent said that it is unregulated, 16.1 percent said that it is extremely unregulated, and 10.3 percent said that they did not know to what extent is volunteerism regulated by the state.

In your opinion, to what extent is volunteerism regulated by the state?

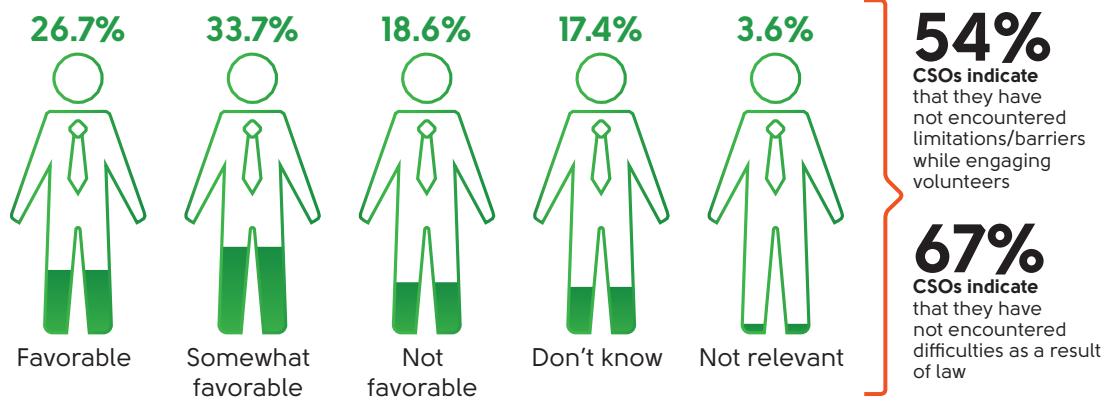


Since the research is largely focused on civil society, according to the survey findings, 85 percent of CSO respondents think that volunteering is not well regulate, unregulated, and extremely unregulated.

When asked how **favorable is the legal framework** when it comes to engaging volunteers, 26.7 percent of CSO respondents said that it is favorable and 33.7 percent of CSO respondents said that it is somewhat

favorable. While 18.6 percent of CSO respondents said that the legal framework is not favorable, 17.4 percent of them said that they did not know and 3.5 percent said that the legal framework is not relevant to their work.

How favorable is the legal framework when it comes to engaging volunteers in your initiatives?

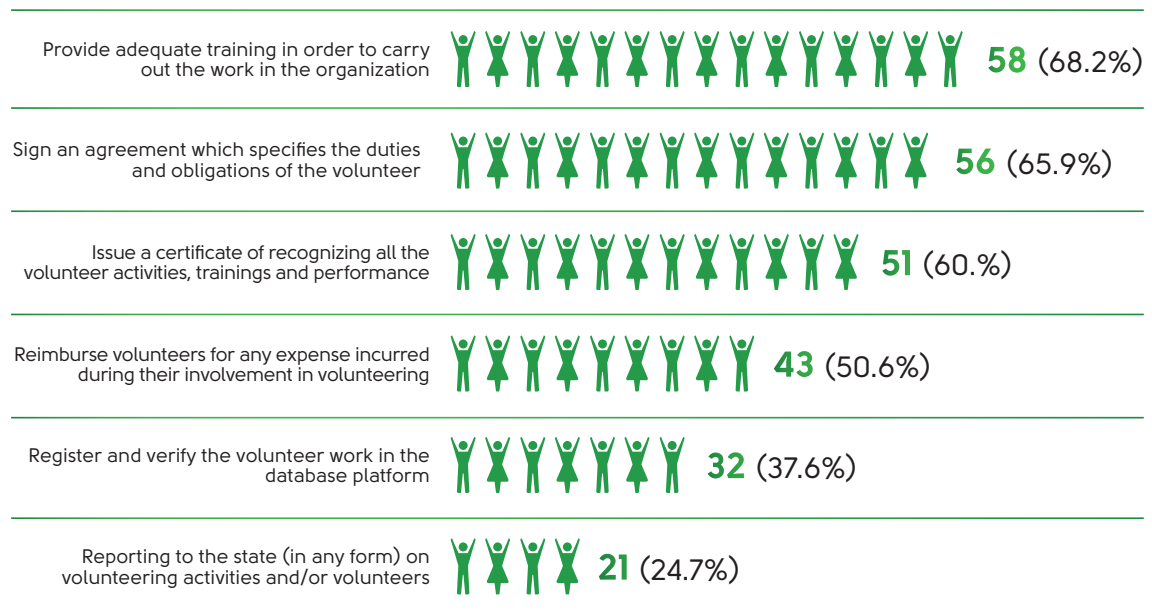


CSOs, in general, do not show resentment against the current legislation since they seem to not encounter any barriers and/or difficulties. The main findings indicate that **54.7 percent** of CSOs said that they have not encounter barriers while engaging volunteers in their activities. Some of the main restrictions reported by the CSOs include the following: the poor socio-economic situation, lack of financial support for volunteering activities, and lack of motivation or will to do volunteering. In addition, **67.4 percent** of CSOs said that they have not encountered difficulties as a result of specific provisions set in the current legislation. This may reflect lack of civil society awareness about the current legislation. It may also indicate that institutions do not monitor the implementation of the existing legislation, and thus rarely sanction for non-compliance. Some of main legal difficulties reported by CSOs include the following: lack of recognition of volunteering either as an organization activity and individual work experience and lack of incentives guaranteed by the law that would promote volunteering.

Organizers of volunteering activities, including CSOs, are required to satisfy some of the legal obligations of the Administrative Instructions (2016) of the Ministry of Culture, Youth and Sport (MCYS). When CSOs were asked to what extent they fulfill some of these legal requirements, **68.2 percent** of CSOs said that they provide adequate training to carry out the work in the organization, **65.9 percent** of CSOs said that they sign an agreement which specifies the duties and obligations of the volunteer, and **60.0 percent** of CSOs said that they issue a certificate of recognizing all the volunteer activities, trainings and performance.

To a lesser extent, CSOs fulfill the legal requirements of reimbursing, registering and reporting volunteers. Accordingly, 50.6 per-cent of CSOs said that they reimburse volunteers for any expense incurred during their involvement in volunteering, 37.6 percent said that they register and verify volunteer work in the database platform, and 24.7 percent said that they report to the state (in any form) on volunteering activities and/or volunteers.

How favorable is the legal framework when it comes to engaging volunteers in your initiatives?

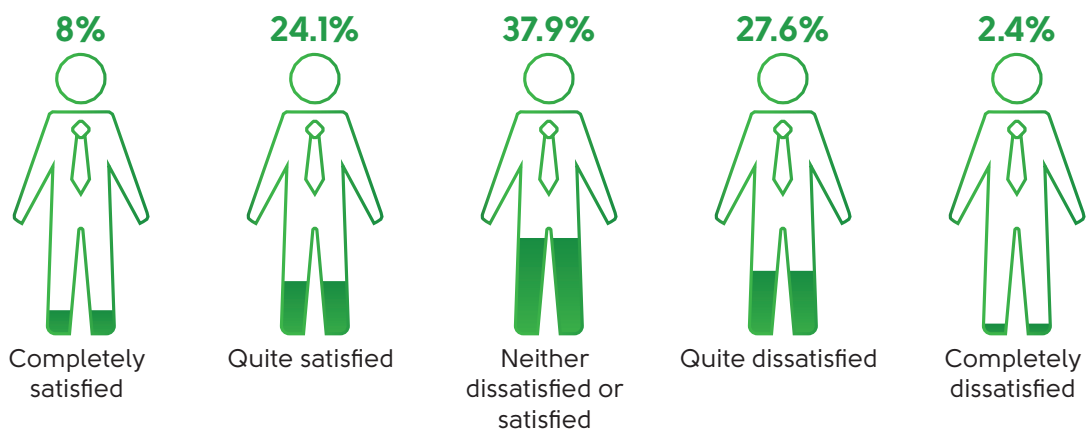


Experience/Practice

This section is concerned about the patterns of experiences of organizations as far as engaging in volunteering activities. The main research findings show that almost 1/3rd of CSO respondents are not pleased with their role in promoting volunteerism. When asked how

satisfied are they with civil society's role in promoting volunteerism, 27.6 percent of CSOs said that they are quite dissatisfied and 2.3 percent completely dissatisfied. While a large percentage of 37.9 percent said that they are neither dissatisfied or satisfied, 24.1 percent said they are quite satisfied and 8.0 percent said they are completely satisfied.

How satisfied are you with the civil society's role in promoting voluntarism?



How much volunteer work CSOs do?



○ How many volunteers has your organization engaged in the last 12 months?

> Does that include interns?

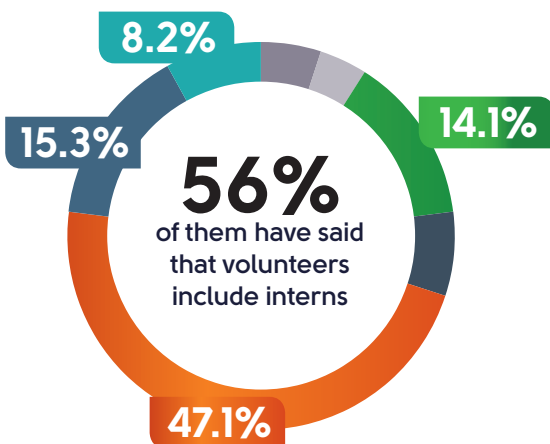
○ In the last 12 months, has your organization taken any volunteering initiative or activity?

> How many initiatives have you organized in the last 12 months?

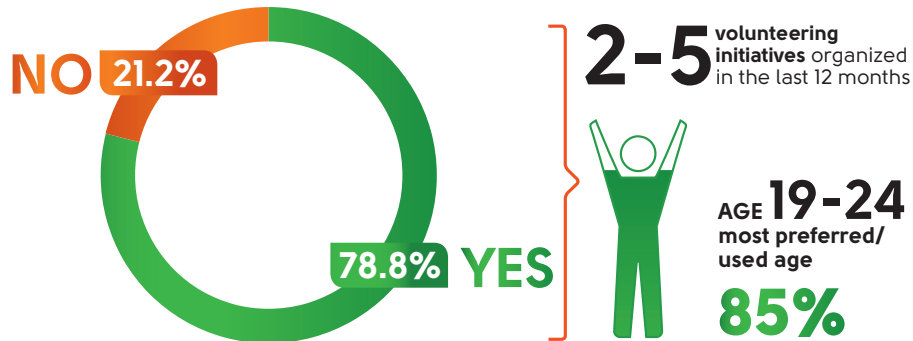
Meanwhile, CSOs claim that they do a lot of volunteer work when it comes to engaging volunteers and taking initiatives. When CSO respondents were asked whether they engage volunteers in their organizations, **89 percent of them said “yes,”** that they engage volunteers and the remaining 11 percent said “no,” that they do not engage volunteers in their organization. When asked if they have taken any voluntary activity or initiative in the last 12 months, **78.8 percent** of them said that they have and 21.2 percent of them said that they have not.

In terms of how many volunteers they have engaged in the last 12 months, **47.1 percent** of CSOs have said that they engaged one to ten volunteers. There is a smaller percentage of CSOs that engage volunteers in greater numbers. 15.3 percent of CSOs have engaged 11 to 20 volunteers, 8.2 percent of CSOs engaged 21 to 30 volunteers, 5.9 percent of CSOs engaged 31 to 40 volunteers, 3.5 percent of CSOs engaged 41 to 50 volunteers, and **14.1 percent** of CSOs engaged over 50 volunteers. A significant percentage of respondents (56 percent) consider **interns** as part of that calculation. This indicates that they do not make the distinction between a volunteer and intern.

How many volunteers has your organization engaged in the last 12 months?



In the last 12 months, has your organization taken any voluntary activity/initiative?



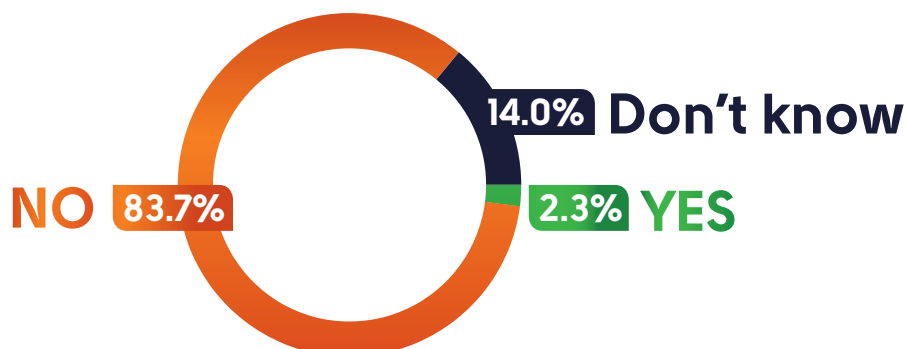
Slightly more than **75 percent** of CSOs have said that they have taken voluntary activities/initiatives in the last 12 months. The average number of initiatives organized came to 2-5. In addition, the highest levels of volunteering are detected among youth **aged 19 to 24**. This is the most used age range in **85 percent** of CSOs that were part of the on-line survey.

This is to suggest that CSOs do not reach out enough either to minor or the elderly. As far as younger age, 48.2 percent of CSO respondents have said that they engaged volunteers from 16 to 18 years of age while only 10.6 percent have said that they engaged volunteers that under 16 years of age. As far as older age, **36.5 percent** of CSO respondents have said that they engaged volunteers from 25 to 32 years of age, **21.2 percent** from 33 to 40 years of age, **14.1 percent** from 41 to 50 years of age, **11.8 percent** from 51 to 64 years of age, and finally, only

3.5 percent have said that they engaged volunteers who older than 64 years of age. These findings are to indicate that CSOs do not do enough

The number of initiatives taken by CSOs are rather small. EC's main indicators of measuring how enabling is the environment for volunteering development rely on the number of initiatives and state supported programs for volunteerism. Accordingly, Kosovo fall short when it comes to number of volunteering initiatives, activities or projects – almost all of which are supported by the international community. The state does very little help in this regard. It does not provide any incentives to volunteer organizers. When CSO respondents were asked if there are incentives that they get from the state for engaging volunteers, **83.7 percent** of them said that there are no state incentives.

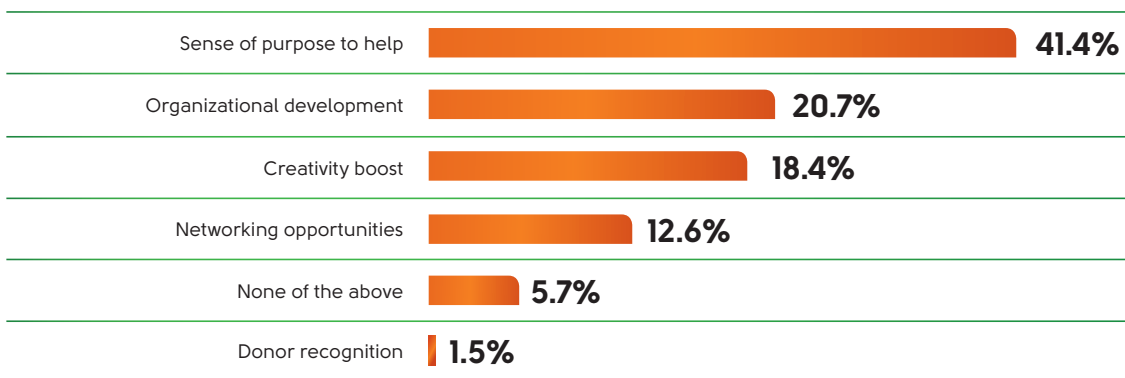
Are there any incentives that you get from the state for engaging volunteers?



When CSO respondents were asked, what is the main benefit they gain from engaging volunteers, **41.4 percent** of them said for a sense of purpose, 20.7 percent said for organizational development, and 18.4 percent said for creativity boost. Sense of purpose is the motivation that drives CSOs towards a satisfying future. That seems to matter more compared to their interest

of helping their organization develop. Furthermore, CSOs get less benefits from engaging volunteers in terms of donor recognition and networking opportunities. According to the main findings, 12.6 percent of respondents said that networking opportunities is the main benefit they get from engaging volunteers in their organization while only 1.1 percent said donor recognition.

What is the main benefit your organization gains from engaging volunteers?

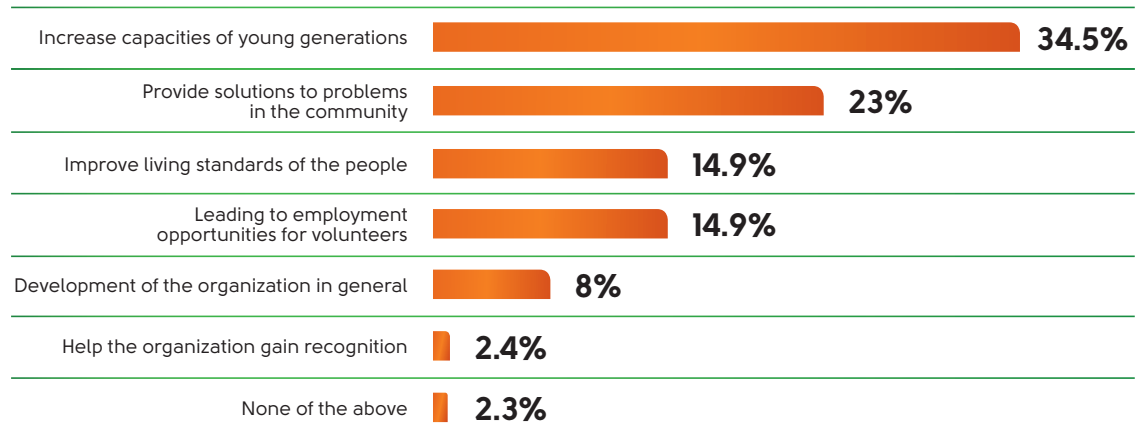


What is one of the most important objective in your mission in terms of engaging volunteers

35%
increase capacities of the new generations

23%
providing solutions to problems in the community

What is one of the most important objective in your mission in terms of engaging volunteers?



Almost half of CSO respondents see volunteering as an act of career making. When CSOs were asked about the most important objective behind their mission in volunteering, **34.5 percent** said that they do it to increase the professional capacities of young generations while 14.9 percent said they do it because volunteering helps in terms of creating employment opportunities for volunteers. A slightly smaller percentage of CSOs engage volunteers for community causes.

About **23 percent** of CSOs said that through volunteering their objective is to provide solutions to problems in the community and 14.9 percent said that through volunteering they get to improve the living standards of the people. To a lesser extent, CSOs engage in volunteering because of their self-interest, to help develop the orga-

nization in general (8 percent) or help the organization gain recognition.

Largest percentage of CSO respondents said that professional support to volunteers is the most recognized mean of rewarding volunteers in their organizations. According to the findings, **75.6 percent** of CSOs said that a professional reference letter is a form used for recognizing or rewarding volunteers while 55.8 percent said they do it by enabling educational gains and 54.7 percent for skills volunteers develop in the organization. Other means of rewarding volunteers include networking opportunities (51.2 percent), certificate of recognition (48.8 percent), job opportunities (45.3 percent), increase decision-making power (31.4 percent), study visits (29.1 percent), financial rewards (22.1 percent), and annual price rewards (4.7 percent).

What are some of the means of recognizing or rewarding volunteers in your organization?

75% — Professional reference letter

56% — Educational gains

55% — Skills they develop in the organization

51% — Networking opportunities

49% — Certificate of recognition

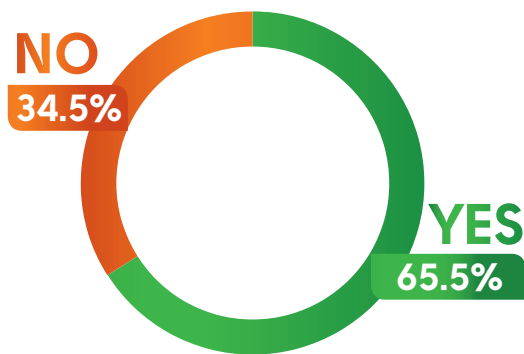
45% — Job opportunities

31% — Increase decision-making power

29% — Study visits

22% — Financial rewards

Does your organization provide training opportunities to volunteers?

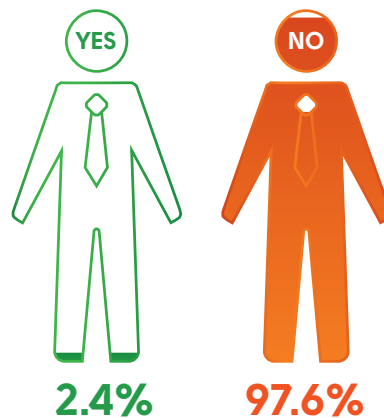


~67%
respondents said that they organize **1 to 10 days of training** every year.

CSOs do not provide enough training opportunities for volunteers. According to the research findings, **65.5 percent** of CSOs said that they provide training while the remaining 34.5 percent said that they do not provide training to volunteers. For the majority of CSOs that claim that they provide training for volunteering, largest percentage (**66.7 percent**) said that they provide **1 to 10 days of training** in annual basis. Less CSOs offer training support for longer time periods. Findings indicate that 12.3 percent of CSOs offer 11 to 20 days of training, 7.0 percent of CSOs offer 21 to 30 days of training, and only 1.8 percent of CSOs offer 31 to 60 days of training.

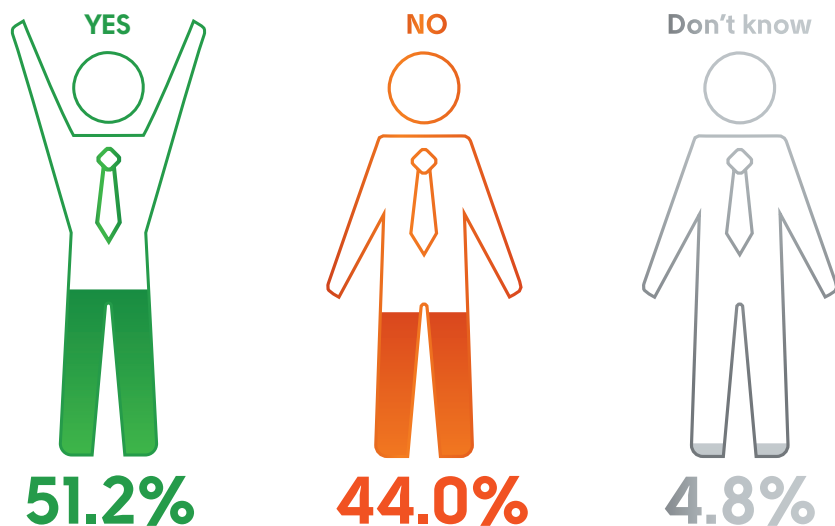
In comparison to public opinion polls, CSOs, as many other organizers of volunteering, seem to not do enough to help volunteers in capacity-building even though some of the survey findings on civil society seem to indicate that a large percentage of CSOs offer training support. According to the public opinion polls, almost **97 percent** of respondents [the public] said that they have not attended any training program on volunteerism! This finding cannot only be measured against civil society but also other entities including public institutions who seem to do a lot less as far as promoting volunteering.

Have you attended any training program in volunteering?



In comparison to public opinion polls, CSOs, as many other organizers of volunteering, seem to not do enough to help volunteers in capacity-building even though some of the survey findings on civil society seem to indicate that a large percentage of CSOs offer training support.

Does your organization have internal policies of recruiting and retaining volunteers?

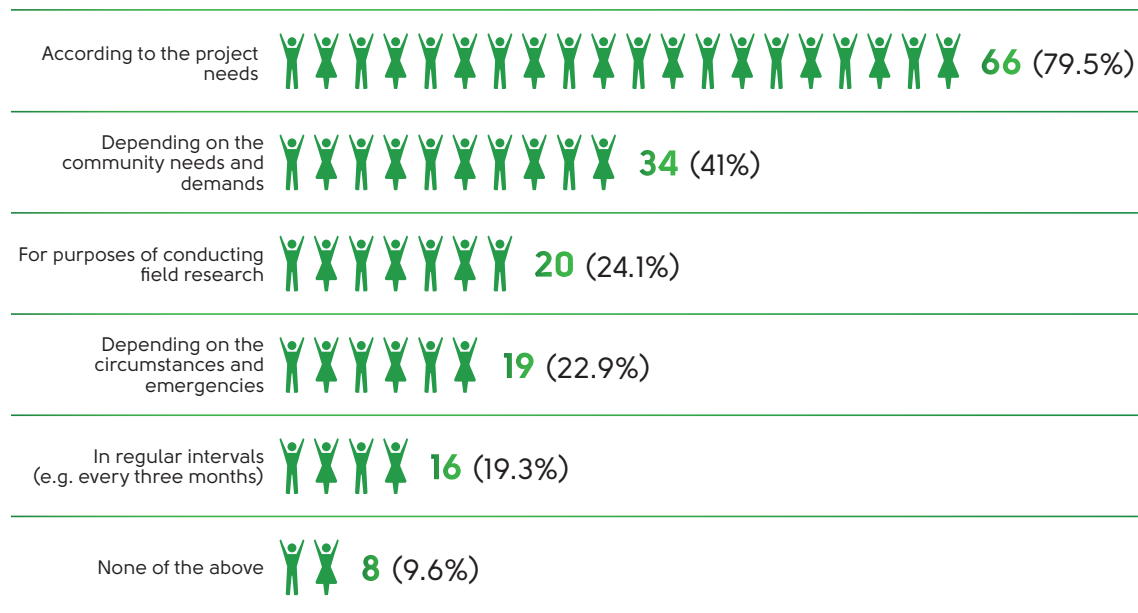


Considering that an extremely large portion of the public (97.6 percent) has not attended any training program on volunteering, it illustrates the need for improving the overall state supported infrastructure for volunteering, including capacity building of CSOs for effective management of volunteer programs.

Majority of CSOs (**51.2 percent**) declared that they have internal policies set in place for recruiting and retaining volunteers in their organizations. While there is lack of empirical data to support this percentage breakdown, the rules and policies to a large extent do not define the principles & quality standards related to the engagement of volunteers.¹⁵

15 Kerqeli, Ajete. Democracy for Development (D4D). Interview. February 21, 2017.

In what way or form does your organization engage volunteers?



How CSOs engage and retain volunteers depends on the needs, purpose, and time. Main findings indicate that **79.5 percent** of CSOs engage volunteers based on the project needs and 41 percent based on the community needs. About 24.1 percent of CSOs said that they engage volunteers for purposes of conducting a field research. The remaining 22.9 percent said that they engage volunteers depending on the circumstances and 19.3 percent said that they engage volunteers in regular intervals (e.g. every three months).

The mismatch between what the public demands and civil society can offer in terms of voluntary work is the main challenge that seems to be related to the low levels of volunteering in Kosovo. As these research findings indicate, the main factors that contribute to the growing gap between supply and demand include the inadequate knowledge of the needs of organizations, difficulties of matching volunteers with adequate organizations, and preferences for short-term rather than long-term voluntary engagements.

The mismatch between what the public demands and civil society can offer in terms of voluntary work is the main challenge that seems to be related to the low levels of volunteering in Kosovo.

Standpoints/Attitudes

This section is probably most challenging since it aims at receiving input from civil society on how to go about voluntarism in general. The absolute majority of CSOs believe that volunteering should be regulated by Law. Whether it should be regulated, **87.4 percent** of CSO respondents said that it should be regulated more and only 2.1 percent that it should be regulated less. Many CSOs (10.5 percent) claimed that they did not know if volunteering should be regulated.

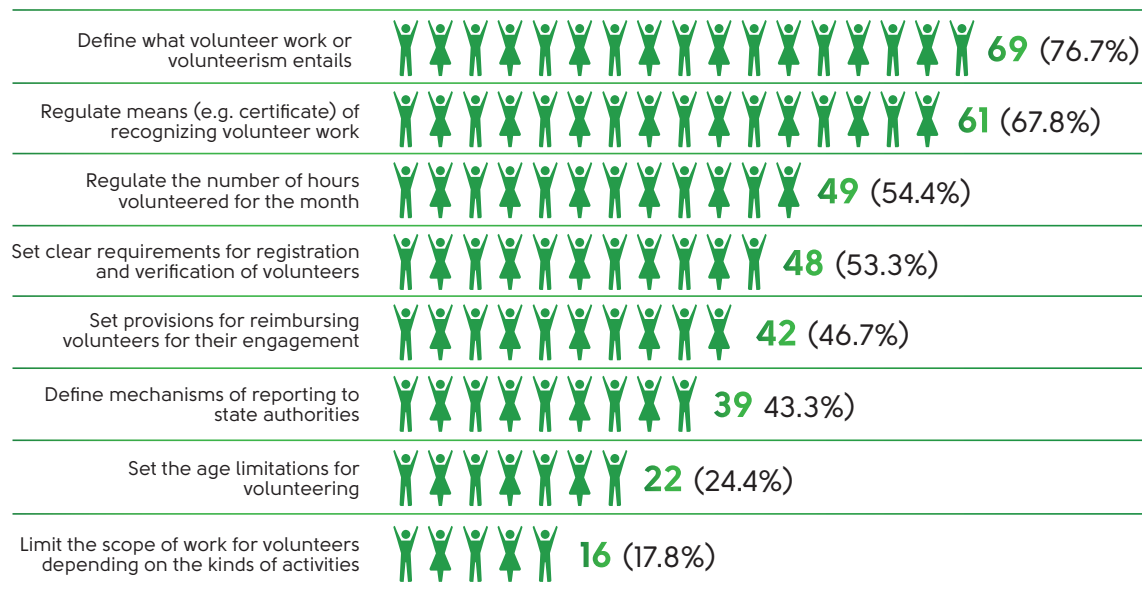
To what extent volunteerism should be regulated, majority of CSOs claimed that the Law should define what volunteering shall entail (76.7 percent), and regulate the means of recognizing volunteer work (67.8 percent). The number of volunteering hours and registration are as important when it comes to regulating volunteerism. According to 54.4 percent of CSOs recommended that the Law should regulate the number of hours volunteered for the month and 53.3 percent recommended that the Law should set clear requirements for registration and verification of volunteers.

Do you believe that the law should regulate volunteerism more or less?



The absolute majority of CSOs believe that volunteering should be regulated by Law. Whether it should be regulated, 87.4 percent of CSO respondents said that it should be regulated more and only 2.1 percent that it should be regulated less.

To what extent you think volunteerism should be regulated?

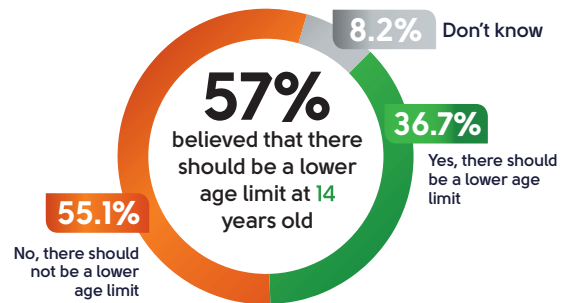
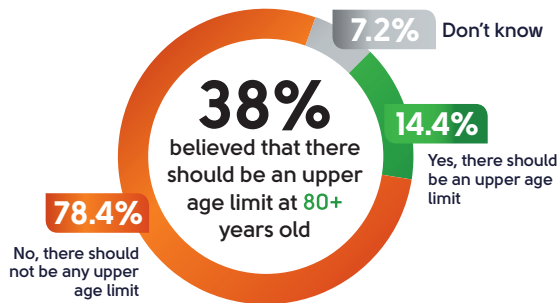


In general, CSOs are relatively reluctant to have the Law define financial and reporting requirements with the aim of promoting volunteerism. While **46.7 percent** of CSOs said that the Law should set the provisions for reimbursing volunteers for their engagement, 43.3 percent of CSOs said that it should define mechanisms of reporting to state authorities. At the same time, according to the

research findings, the Law should not set limitations on the age and scope of work. While **24.4 percent** of CSOs believe that the Law should set the age limitations for volunteering, only 17.8 percent of CSOs believe that the Law should limit the scope of work for volunteers depending on the kinds of activities.

In general, CSOs are relatively reluctant to have the Law define financial and reporting requirements with the aim of promoting volunteerism.

Do you think there should be an upper age limit or lower age limit to volunteer work?

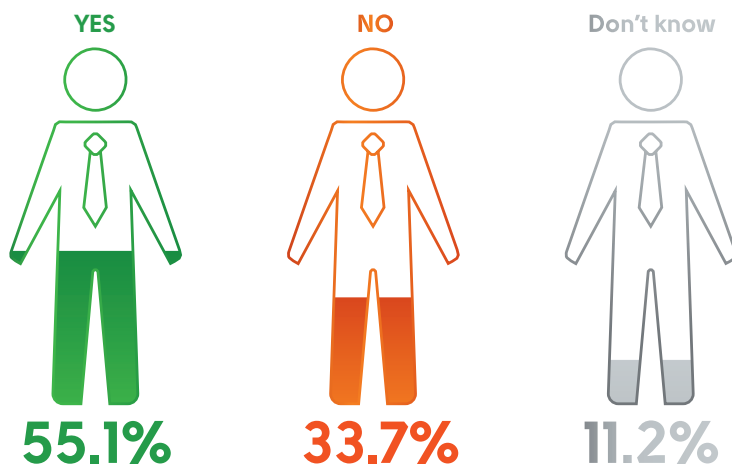


If there is an age limitation set in the Law, **78.4 percent** of respondents said that there should be an upper age limit, and **55.1 percent** of respondents said that there should be a lower age limit. This is to suggest that youth are relatively more encouraged to join volunteering activities than the elderly. In total, 62 percent of CSOs believe that the upper age limit should not go over 70 and 80 years old. As far as the lower age limit, 56.8 percent of CSOs believe that it should be at age 24 while 29.5 percent of CSOs believe that it should be at age 14.

Since a large portion of respondents do not believe that there should not be an upper age limit, more emphasis should be put on the need for awareness raising on the values of volunteering among all ages. This is important for the elderly since they usually tend to be more grounded in values of empathy, solidarity, and willingness to donate time and skills for community development.

Since a large portion of respondents do not believe that there should not be an upper age limit, more emphasis should be put on the need for awareness raising on the values of volunteering among all ages.

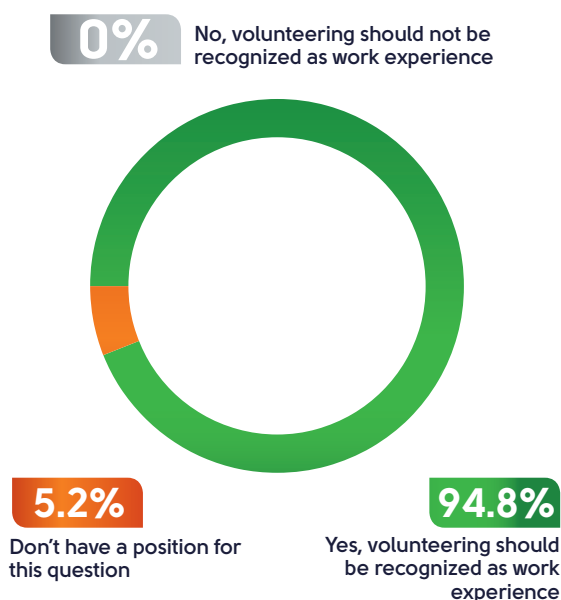
Do you believe that the law should regulate volunteerism more or less?



Whether volunteers should get paid for their work, majority of CSOs (**55.1 percent**) believe that volunteers should get paid while 1/3rd of CSOs or 33.7 percent of respondents believe the opposite, that volunteers should not get paid. Only 11.2 percent of CSO respondents were undecided. The question being asked in this case is general since it does not specify what type of payment should the Law require, whether it is an hourly/monthly payment or reimbursement for taking part in volunteering activities. Such a large percentage of respondents in favor of volunteers getting paid is a strong indicator which proves that CSOs seem to lack awareness on the values of volunteering.

CSOs in greater numbers are in favor of volunteering being recognized as work experience. Almost 95 percent of respondents think that, if it is to be regulated by Law, volunteering should be recognized as work experience. This also seems to suggest that volunteering is somehow considered as an internship, also referring to the previous findings. This is the root problem of the current legislation which does not make a clear difference between the two definitions.

If volunteering is regulated by law, do you think volunteering should be recognized as work experience?



Data Analysis

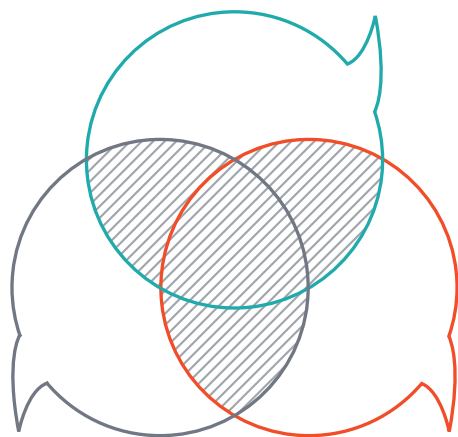
This section is concerned with what the research findings mean. The method used consists of a set of interviews which have helped identify the main issues about volunteerism to analyze the **depth** of the subject matter. Interviews have been complementary to the research findings presented in the previous section. The qualitative data analysis has helped extract and collect data on a series of themes and put together a composition summary framed according to the structure of the questionnaire. See **Appendix 5** for the Interview Questionnaire. Since the quantitative results fall short of understanding volunteerism in the common-sense context, it has been as important to interpret data using qualitative measurements as part of the general method by which the research makes sense of volunteering in the country.

volunteering, in the context of education and training, and challenges and opportunities. Finally, these indicators provide a set of conclusions which also validate some of the research findings presented in the previous section.

However, there are two limitations or biases to this data analysis:

- 1** it contains a narrow analysis of the legislation since there is no Law on the issue being studied, and
- 2** it heavily relies on the perspectives of CSOs as organizers of volunteering.

Internal Resources



Integrity

Accountability

The data analysis section draws attention to many research indicators to understand the state of volunteering from a diverse set of perspectives. The **indicators** include (1) internal resources, (2) institutional accountability and (3) integrity mechanisms in the area of volunteering. These indicators consist of general information, institutional framework, socio-economic dimensions to

It is easy to lose the relation of findings to main issues and challenges to volunteerism if limited to presenting survey data in the form of tables, pie charts, and statistics which has been thus far the focus of the research. Henceforth, demanding that respondents answer complex questions, requires an in-depth study which can be achieved only through interviews. To elaborate more on some of the main issues which have been identified in the preliminary report (i.e. Legal Analysis Paper), **14 interviews** have been conducted. This involves collecting and analyzing information in non-numeric form. It is focused on examining, in detail, smaller numbers of instances or examples which are seen as interesting or problematic, and it thus aims to achieving depth rather than breadth.

What is enclosed on the following sub-sections of the data analysis, it seems to validate the research findings and a lot of what has been researched in the field by local CSOs, namely the Kosovo Civil Society Foundation (KCSF), GAP Institute and Democracy for Development (D4D). Most of their findings will certainly come across the data analysis in order to interpret findings for **each indicator** in greater depth. They all seem to agree that the current legislation fails to address volunteering, in the words of D4D, "promote, develop and recognize" it.

It is important to highlight some of the main drawbacks identified by D4D in its **Volunteer Placement Manual** (2017): (a) lack of national law or inclusive policy on volunteerism, (b) limiting voluntary work only to youth while excluding the elderly, and (c) lack of policy coordination concerning volunteerism.¹⁶

Internal Resources

This indicator covers the rights and obligations of volunteers and voluntary organizations, their level of financial and human capacities, and benefits or rewards they get from volunteering.

Legislation

To what extent does the legal framework provide an environment conducive to volunteerism?

In Kosovo, the legal framework does not provide an environment favorable to volunteerism. While there is not a distinct Law on volunteerism, the Law on Empowerment and Participation of Youth (Law No. 03/L-145) is the main law which regulates volunteerism in the **youth sector**. The institution responsible for regulating this sector is the Ministry of Culture, Youth and Sports (MCYS). The Ministry functions according to the new Administrative Instructions (AI) (No. 01/2016) which regulate the rights and obligations of volunteers and volunteer organizers related to youth voluntary work.¹⁷ However, this rule or any other policy in place does not set clear obligations of the Ministry when it comes to funding priority areas on youth volunteering or volunteer management.

The *rights and obligations* clause of the AI No. 01/2016 applies to both volunteer organizers and volunteers. The **organizers** with respect to young volunteers are required to fulfill a set of obligations.¹⁸ They are required to issue a contract agreement, notify about organiza-

tion policies, provide necessary working conditions and training & mentoring support, register and verify voluntary work in the electronic system, issue a certificate for volunteering activities, and compensate for any expense incurred during their involvement in volunteering activities. However, this clause is biased against certain age and makes it impossible for the elderly to engage in volunteering activities. In view of the AI and Ministry's Strategy (2013-2017), volunteerism or volunteer work is defined as a tool for integrating and involving only youth in social aspects¹⁹ and decision-making.

Practice

To what extent do organizers (e.g. CSOs) have adequate resources to engage volunteers?

The main findings indicate that **civil society** is largely affected by limited volunteering engagement in the country. However, the level of detail on the number of voluntary initiatives is extremely low due to lack of reliable data offered by responsible institutions. In general, CSOs are donor-driven, and thus, lack financial sustainability to be able to recruit and engage volunteers in the community in regular and long-term basis – rather than engaging them in *ad-hoc* basis depending on the financial support for a project/initiative. As a result, CSOs lack professional capacities in terms of providing necessary conditions and training opportunities to volunteers. Moreover, CSOs do not do well in attracting and retaining volunteers because of poor leadership and coordination within the voluntary sector. There is no record that could be observed in the field-work showing the investments being made by CSOs in educating and training opportunities for volunteers.

In the context of civil society, the current legislation is almost inexistent. For instance, the legal restrictions of any kind are hardly applied in practice. As indicated earlier, volunteerism is recognized only in the **youth sector**, which covers governmental and non-governmental institutions, the private sector as well as other

16 Democracy for Development (D4D). *Volunteers Placement Manual*. February 2017, p. 6.

17 Administrative Instruction (AI). No. 01/2016 on Youth Voluntary Work. Article 1. December 2016, p. 1.

18 Administrative Instruction (AI). No. 01/2016 on Youth Voluntary Work. Article 3. December 2016, p. 2.

19 Ministry of Culture, Youth and Sports (MCYS). [Kosovo Strategy for Youth](#). February 2013, p. 16.



We do not consult the existing legislation. It is not applicable to our cause and interests.

**EDI SHYTI,
ROTARY CLUB**

natural persons and legal entities. However, in practice, volunteering is not limited to a certain age. As previous survey studies have indicated, youth in Kosovo are by far more engaged in volunteering than other age groups. More than **85 percent** of surveyed CSOs said that they engage volunteers from age 19 to 24. This is more of an Eastern Europe phenomena where youth make the largest share of volunteers.²⁰ In EU states where there are higher ranks of volunteering, adults from age 30 to 50 are relatively more involved in volunteering.²¹



It is sad to see our students come out of high-school and even college without any volunteering experience.

**LAURA KRYEZIU, USAID TTLP –
CITIZEN CORP**

Higher youth engagement in volunteerism is the reason why **schools** seem to play an important role in this area. Half of the survey respondents (**50.2 percent**) from the public opinion poll have claimed that they have heard first time about volunteerism in school. But to what extent are schools promoting and engaging students in volunteer activities triggers a more difficult question to answer. There is a widely-held view among the interview respondents that schools in Kosovo do not sufficiently engage their students in volunteering activities. Accord-

ingly, the principles and practices of volunteering are not embedded in everyday classroom activities or school curriculum.²²

The Ministry of Education, Science and Technology (MEST) does not have an **official framework** for promoting volunteerism in the education system. It is in the discretion of teachers and students to drive most of these activities. In the meantime, they rarely get any reward or recognition from the school. During the research study, no data on school volunteer activities and programs could be obtained from MEST. Social traineeships are not a compulsory element of secondary education as in many developed countries in EU which would require youth to undertake some voluntary work as part of the school curriculum.²³ As a result, young students in elementary and secondary schools are poorly informed about the principles and usefulness of volunteering.²⁴

To fill in this educational vacuum, the United States Agency for International Development (USAID) has launched the Transformational Leadership Program (TLP) in 2014. TLP²⁵ has worked to develop the capacities of Kosovars by sending them to study as graduate students in the United States and have them return in the county where they are required to give back 400 hours of volunteering. In total, 185 graduate students have benefited from this program. The main beneficiaries of TLP volunteers include the University of Prishtina, USAID, World Learning, Democracy Plus, Rochester Institute of Technology, Embassy of the Republic of Kosovo in Japan, and Germin NGO.²⁶ Unfortunately, only few government institutions have engaged volunteers in practice even though this program has been co-financed by the government.²⁷

In addition, there are no **recognitions and incentives** in terms of rewarding volunteers for their contribution in voluntary activities and CSOs for organizing and attracting volunteers. Still, volunteering is not considered work experience. There is no validation of non-formal and informal learning to provide opportunities that would rec-

20 European Youth Forum. [Volunteering Charter](#). 2012, p. 5.

21 European Youth Forum. [Volunteering Charter](#). 2012, p. 5.

22 Kadriu, Mustaf. Ministry of Education, Science and Technology. Interview. April 24, 2017.

23 Kadriu, Mustaf. Ministry of Education, Science and Technology. Interview. April 24, 2017.

24 Demi, Agron. Gap Institute. Interview. April 25, 2017.

25 United States Agency for International Development. [TLP Official Website](#). [Accessed on May 27, 2017].

26 Hoxha, Reimonda. USAID Transformational Leadership Program – Citizens Corp. Interview. March 30, 2017.

27 Hoxha, Reimonda. USAID Transformational Leadership Program – Citizens Corp. Request for Information. May 29, 2017.

ognize the skills and abilities of volunteers. In addition, volunteers are not given any other form of recognition by public or private institutions which could range from public benefits (e.g. free public transportation, certain medial discounts or free pass to the museum)²⁸ to educational support (e.g. extra admission points to get into a public university or obtain a scholarship). No schools or universities in Kosovo award credits to students for engaging in volunteering activities, failing to stimulate their involvement in the communities. At the same time, the state does not provide any incentive to voluntary organizations (e.g. fiscal exemption).

CSOs do very little in terms of promoting youth volunteering across elementary and secondary schools. Except for the Kosovo Education Center (KEC), which focuses more on capacity-building programs in relations to teaching methods and leadership, there are no other CSOs which are directly involved in the education system. Even KEC has not been part of any school initiative that would advance the quality of education system through promoting initiatives for volunteering. Henceforth, volunteering is practiced outside the education setting, in the hands of few local CSOs such as Syri i Vizionit, Ec Ma Ndryshe, Democracy for Development (D4D), Peer Education Network (PEN), and Kosovo Innovation Lab. Regarding the international organizations involved in promoting and developing volunteering, there are the United Nations Volunteers (UNV), Office of OSCE, and Red Cross. What these organizations reflect an increasing trend of many organizations utilizing voluntary work in their projects.²⁹

Without state incentives and funding, CSOs are less inclined to persuade, engage and retain volunteers in their activities/initiatives.³⁰ Financial support is important to help CSOs make up for reimbursement costs of volunteering activities.³¹ The most sustainable CSOs largely depend on international funding. The main findings indicate that CSOs are engaged in volunteering in *ad-hoc* or project basis without a clear vision to how to serve better public interest through volunteering. However,

according to the Kosovar Civil Society Index 2016, CSOs engage more volunteers than paid staff.³² Most of the time volunteers are treated as **interns** tasked to help only with administrative tasks. The volunteer membership base is not strong in civil society because CSOs do not reach out enough to meet the demand of the public to engage in volunteering. People are inclined to do volunteer work if organizers do more to reach out to them.³³



Volunteers should never be confused with interns! Ideals are what motivates the former. Professional gains are what motivate the latter.

DARDAN KRYEZIU, CIVIKOS PLATFORM

In the past four years, relations between NGOs and public authorities have slightly changed. Grants are increasingly being replaced by service contracts, issued for outsourcing of public services, while NGOs have gradually taken over the responsibility of some social services. The increasing professional approach of CSOs presents new challenges in terms of volunteer management. It is the government that demands volunteers have specialized abilities, for instance in the area of social work. It creates a tension between the demand and supply placed on volunteers to offer services in an unpaid fashion. The General Council for Social and Family Services of the Ministry Labour and Social Welfare (MLSW) issues a license for individual social workers and organizations that offer social services. This helps the organizations recruit social workers who can offer support in voluntary manner.³⁴ The number of organizations who have received a license to do volunteer work is rather small, less than 25 organizations.

The government does not prioritize and **channel enough funds** into the sector of volunteerism. The funds that the Ministry of Culture, Youth and Sports (MCYS) go mainly

28 Tahiri, Petrit. Kosovo Education Center (KEC). Interview. March 21, 2017.

29 Democracy for Development (D4D). Volunteers Placement Manual. February 2017, p. 6.

30 Maliqi, Afrim. Handikos Kosova. Interview. March 27, 2017.

31 Shala, Zef. Mother Theresa Society. Interview. March 27, 2017.

32 Hoxha, Taulant. [The Kosovar Civil Society Index 2016](#). Kosovo Civil Society Foundation (KCSF). October 2016, p. 55.

33 Tahiri, Petrit. Kosovo Education Center (KEC). Interview. March 21, 2017.

34 Shala, Zef. Mother Theresa Society. Interview. March 27, 2017.

in the areas which the Ministry covers. The MCYS is the main institution which provides financial support to local organizations in the country, with more than 400 NGOs benefiting each year.³⁵ A lot of beneficiary NGOs represent youth but do not necessarily get involved in volunteering activities. The Ministry could not share data of how many of NGO beneficiaries have invested in youth volunteering despite a formal request being made to the Ministry. The anecdotal references suggest that the Ministry's grants program does not focus enough on the promotion and development of volunteering. Some international organizations recognize the benefits to volunteering, and thus, require some form of engagement from CSOs in volunteering activities. As far as the profit sector, there are not many examples of business support towards volunteering. Corporate Social Responsibility (CSR) is still a new concept not much used at this point.



Despite the fact that volunteering is not at a satisfactory level, there are some great success stories of community volunteering across the country. We must embrace such initiative and learn from them.

AGRON DEMI, GAP INSTITUTE

Overall, there has been a modest increase in the number of volunteers or volunteer initiatives in the last year, although almost half of the percentage of respondents in the KCSF's study of the Civil Society Index 2016 have stated the trends in volunteering have not changed.³⁶ There is an increase of public awareness, which in part has been fostered by increased media attention on volunteering. Findings indicate that the public is becoming more socially responsible, motivated to participate in voluntary activities. Recent civil society initiatives have promoted volunteering and have increased the number of individuals taking part in collective voluntary projects and events.

There is a gradual change of public perception about

volunteering. Kosovars are more aware of volunteering and no longer consider it as compulsory work of a collective nature. It is possible that volunteering is beginning to be seen by youth as a valuable opportunity to gain professional experience in the social or non-profit sector. The anecdotal evidence indicate that youth want to gain voluntary work to improve their CV, which may also explain why youth are the most active group in volunteering the country. As the research findings indicate in the previous section, **85 percent** of surveyed CSOs said that they engage volunteers at age 19-24. However, the differences between age groups should change as more people older than 30 years should show high levels of voluntary activity.

Institutional Accountability

This indicator gives an overview of policymaking framework, and monitoring & reporting mechanisms set in place for the assessment of volunteering in the country.

Legislation

To what extent are there rules and laws governing/regulating volunteerism in the country?

Kosovo does not have in place a comprehensive national legislation and strategy for volunteering. There are extremely weak reporting and monitoring mechanisms for volunteering. No law in the county besides the Law on Empowerment and Participation of Youth (Law No. 03/L-145) defines or regulates volunteerism.³⁷ This Law sets the institutional responsibilities for engaging and educating youth volunteers.³⁸ The only institution directly responsible for volunteering is the Ministry of Culture, Youth and Sports (MCYS). However, the Ministry is responsible for volunteering in the **youth sector only** and not beyond. In light of its national strategy,

35 Office on Good Governance. [Report on the Public Financial Support for NGOs](#). March 2017, p. 9.

36 Hoxha, Taulant. [The Kosovar Civil Society Index 2016](#). Kosovo Civil Society Foundation (KCSF). October 2016, p. 55-56.

37 Hoxha, Taulant. [The Kosovar Civil Society Index 2016](#). Kosovo Civil Society Foundation (KCSF). October 2016, p. 56-57.

38 Official Gazette. Law No. 03/L-145 on [Empowerment and Participation of Youth](#). Article 1. November 2009, p. 2.

it views *volunteerism* as a mean or aim for social inclusion of youth in cultural, sports and recreation activities.³⁹

In addition, there is lack of clear and reliable **policy framework** on the issue that would recognize, promote and facilitate volunteering in the country! In a fragmented policy landscape, the policy objectives for volunteering are implicit within a wide range policy discourse and institutions. In Kosovo, there is a concern that volunteering is broadly spread across many policy areas and institution, i.e. Ministry of Culture, Youth and Sports (MCYS), Office of the Prime Minister (OPM), Ministry of Public Administration (MPA) and Ministry of Local Government Administration (MLGA). As a result, this not only creates institutional overlaps, but it also exempts institutions from **reporting and monitoring** responsibilities.⁴⁰

Practice

To what extent is there effective regulation of volunteerism in practice?

In Kosovo, volunteering is broadly ingrained within the social policy agenda and has been part of many **strategic document** of promoting social participation and increasing individual and collective citizenship, particularly among the youth. Although volunteering is included (on paper) in many strategy documents and programs, there is not enough commitment from the public institutions to support the cause. According to the Civil Society Index 2016, CSOs are skeptical of the current laws and policies related to volunteering, while only **7 percent** of CSO respondents consider them favorable.⁴¹

The main findings indicate that there is not a momentum for improving the understanding & knowledge

about volunteering in the country. The government has failed to build a consensus among public institutions (e.g. schools) and civil society, that measuring the economic value of volunteering can bring considerable benefits to the community. To the assessment of almost all respondents, volunteering received zero attention from the government. The problem is that there is not a strong accountability system in place for volunteering! While the Ministry of Culture, Youth, and Sports (MCYS) is responsible to monitor and evaluate the implementation of the Law, it focuses only on the youth sector and lacks the capacities to do so.

In the meantime, a number of interview respondents have emphasized the risks of overregulation of this sector. For some, legal restriction that limit volunteering (e.g. limits on the number of hours of voluntary work and the limits on the age) may create barriers for recruitment and engagement of volunteers among certain CSOs. Accordingly, lack of regulation does not create a legislative and administrative burden which could impede volunteering.⁴² This may be a reason why there is lack of political will from the government and civil society to regulate the sector.

The OPM through the **Office on Good Governance (OGC)** has prioritized volunteering as the main objective of the strategy in the Government Strategy for Cooperation with Civil Society (2013–2017). The Strategy's goal is to define and determine a set of policies and laws that are essential for development of volunteering in the country,⁴³ considering the current legislation is not favorable to volunteerism.⁴⁴ As all findings from the field suggest, development of volunteering is one of the least achieved objectives of the Strategy,⁴⁵ indicating that the OPM has not done the least in this policy area.

Recently, the OPM has made volunteering a priority in the National Development Strategy (NDS), with the implementation of the United Nations (UN) Volunteer Programme for engaging volunteers from diaspora in

39 Ministry of Culture, Youth and Sports (MCYS). [Kosovo Strategy for Youth](#). February 2013, p. 21–22.

40 Tahiri, Petrit. Kosovo Education Center (KEC). Interview. March 21, 2017.

41 Hoxha, Taulant. [The Kosovar Civil Society Index 2016](#). Kosovo Civil Society Foundation (KCSF). October 2016, p. 56.

42 Çeku, Hajrulla. Ec Ma Ndryshe. Interview. February 10.

43 Office on Good Governance. [Government Strategy for Cooperation with Civil Society](#). 2013, p. 24.

44 Office on Good Governance. [Government Strategy for Cooperation with Civil Society](#). 2013, p. 24.

45 Hoxha, Taulant. [The Kosovar Civil Society Index 2016](#). Kosovo Civil Society Foundation (KCSF). October 2016, p. 56–57.

public, private and educational institutions.⁴⁶ However, no data during fieldwork could be obtained on the progress made in terms of facilitating the transfer of skills from volunteers for strengthening the human capital in the country. In the meantime, very little are CSOs informed about state programs in the area of volunteering. According to the KCSF study, only 10 percent of CSO respondents have heard of state programs that support volunteering, while referring to MCYS.⁴⁷

Institutions do not have accurate and detailed data on volunteers. The registration system of youth volunteers is not fully functional with the exception in few municipalities.⁴⁸ However, there is no official data on the number of volunteers, hours volunteers, and type of volunteering work.⁴⁹ The Ministry of Culture, Youth and Sports (MCYS) does not yet have standardized and structured data on volunteering at the national level. This presents a challenge in terms of accurately understanding volunteering in Kosovo, particularly the impact of the state support on volunteering. Hence, it is difficult to obtain reliable data on the number of active voluntary organizations. Whatever data institutions have, they are not filtered out and thus it is difficult to understand the number of initiatives and volunteers engaged in different regions.

In addition, the **Ministry of Public Administration (MPA)** does not administer data on the number of volunteers or volunteering initiatives. MPA is responsible through the Department for Registration and Liaison with NGOs for administering policies relating to the registration, reporting and monitoring of NGOs. MPA is in charge of administration for all non-profit organizations. MPA administers a database of all registered NGOs but does not consist of details of those that engage in volunteering. The database is not well managed and is out-dated since largest percentage of registered NGOs are no longer active. Since volunteering is not recognized by the Law on the Freedom of Association of NGOs, MPA holds not responsibility to keep any data on the matter. No provisions in the Public Beneficiary Status (PBS) of the Law are defined related to volun-

teering activities. Thus, the Law does not represent a strong foundation for the development of volunteering.

In its one of the main objectives, **Ministry of Local Government Administration (MLGA)**⁵⁰ aims to strengthen partnership between local government, civil society and the business community. The approach to that is through educating the public about the importance of volunteerism and creating centers for civic engagement and volunteerism that would be run under the supervision of the Mayors.

Integrity Mechanisms

This indicator covers personal and organizational liability in volunteering, to what extent can organizers self-regulate and adhere according to a Code of Conduct/Ethics.

Legislation

To what extent are there mechanisms in place to ensure the integrity in conducting volunteering work?

In Kosovo, there are no mechanisms to ensure the integrity of volunteering work. The main Law does not hold **liable** organizers and volunteers for engaging in any act of misbehavior. There are no sanctions or disciplinary measures set in Law that would prevent them from engaging in unethical activities. It is up to the Ministry and rules and regulations (set in AI No. 01/2016) to cover for, to a very limited extent, **personal and organizational liability**, which relate to compensation for damage (Article 8). Accordingly, with the decision of the Committee for Voluntary Work (CVW), the organizer loses the right to engage volunteers for a specific time period if it has (a) not signed an agreement with the volunteer, (b) not kept evidence of volunteering hours,

46 Office of the Prime Minister. [National Development Strategy \(NDS\) 2016-2021](#). January 2016, p. 16.

47 Hoxha, Taulant. [The Kosovar Civil Society Index 2016](#). Kosovo Civil Society Foundation (KCSF). October 2016, p. 57.

48 Hoxha, Taulant. [The Kosovar Civil Society Index 2016](#). Kosovo Civil Society Foundation (KCSF). October 2016, p. 57.

49 Hoxha, Taulant. [The Kosovar Civil Society Index 2016](#). Kosovo Civil Society Foundation (KCSF). October 2016, p. 55.

50 Ministry of Local Government Administration (MLGA). [Strategy on Local Self-Government](#). 2016, p. 47-28.

(c) not registered volunteers in the electronic system, (d) abused a volunteer, and (e) not taken any preventive action against such abuse.⁵¹

There are a number of legal rules or internal regulations which restrict volunteer activities. They mainly relate to restrictions put in terms of time and age youth can engage in volunteerism. Certain **restrictions** are regulated by the AI which apply to the number of hours put in volunteering for the purpose of ensuring that volunteering is not abused and that is recognized as experience. For instance, one year of volunteering experience shall be recognized, if the youth under 18 carries out over **222 hours** of work per year, and the youth over 18 carries out over **1,107 hours** of work per year.⁵² In addition, certain restrictions are set on youth under age 18 to ensure that they do not work more than 26 hours per month or 312 hours per year while youth from age 18 to 24 cannot be engaged more than 130 hours per month or 1560 per year. Finally, youth volunteerism under 18 is prohibited during the regular school work unless they get a written permission from a teacher, parent or guardian to be involved in volunteering activities.

Practice

To what extent is the integrity ensured in practice when engaging volunteers in certain activities?

Since there are **no integrity provisions** set in Law, it makes it difficult to ensure that the rights of volunteers are respected and not misused in any form. As a result, there are no ethical and quality standards on volunteering at the national level. CSOs, in limited numbers, have their own code of conduct for volunteering and they also follow different ethics or quality standards. In the absence of a comprehensive legal framework, there are many shortcomings – for example, the lack of internal regulations and/or contracts. In this context, to what extent and how volunteering is regulated by the state or self-regulated at organizational level is important.

The legal status of volunteers is not well defined even in practice. They are subject to the same rules as people in paid employment even though volunteers cannot claim their status of a worker. This indicates that volunteers can be discriminated against or unethically dismissed. This becomes more problematic especially in respect to relations between organizers and volunteers in **task allocation**, a process that results in people being engaged in volunteering tasks. It focuses on the decision-making process about what tasks to perform and for how long, in which case voluntary organizations (i.e. CSOs) fail to manage effectively. The integrity and transparency of decision-making process & organizational behavior are as important when it comes to promoting volunteerism for public perception and potential donor support.

Only few CSOs, if none, register volunteers in an **electronic system**. This also suggests that legal restrictions on volunteering hours do not apply to be able to identify the number of hours a volunteer can commit without it impacting on their benefit or the nature of the volunteer work that is paid employment. Restrictions are not enforced since volunteers do not notify the state of their involvement in volunteering. The most recognized platform which keeps track of volunteers is the one arranged by the **Innovation Lab Kosovo** with the support of United Nations Children's Fund (UNICEF) with over 1,000 volunteers registered. However, the platform functions according to the Administrative Instructions (AI) of the MYCS, and thus, it allows only volunteers of age 15-24 to register in the roster and seek opportunities of volunteerism.⁵³



The UNICEF platform will eventually be taken under the responsibility and ownership of the MCYS.

**XHEVAT BAJRAMI, MINISTRY OF CULTURE,
YOUTH AND SPORTS**

51 Administrative Instruction (AI). No. 01/2016 on Youth Voluntary Work. Article 11. December 2016.

52 Administrative Instruction (AI). No. 01/2016 on Youth Voluntary Work. Article 3. December 2016.

53 Innovations Lab Kosovo. [Official Website](#). [Accessed on June 1, 2017].

As it is required by the legislation, volunteer work is carried out based on written contracts, where rights and obligations of organizers and volunteers are reinforced. However, contracts are voluntary agreements, while not enforceable as a **binding legal agreement**. Henceforth, it is in the discretion of the organizer and volunteer to reach an agreement on the set of obligations and conditions for any volunteering engagement. However, the Law does not impose specific obligations, which would hold liable organizers in any case of misconduct. In light of the [Kosovar Civil Society Index 2016](#), volunteering in the civil society sector is largely informal. Slightly more than 1/3rd of the CSO respondents of this study have stated that they have formally engaged volunteers in their organizations. The remaining respondents have engaged volunteers in a non-formal manner, either in a form of verbal agreement or no agreement at all.⁵⁴



Not many CSOs have internal policies on volunteering. Those that do have them, they are either general rules or even rules that apply more to interns.

AJETE KERQELI, DEMOCRACY FOR DEVELOPMENT (D4D)

Currently, CSOs fail to regulate volunteering according to the *Code of Conduct or Ethics*, which would address or prevent abuse of power. Accordingly, there is a small number of organizations that have ethical policies which relate to volunteerism. Nevertheless, those policies are broad and often do not set ethical and quality standards for volunteering services as well as volunteer contact and engagement in the area of activity and competence.⁵⁵ At the organizational level, the Codes seem to not guarantee to protect the rights of volunteers and ensure that organizers treat them with respect. Certainly, CSOs are subject to sectorial regulations (health, education, and safety), however,

the general codes of ethics and quality standards applicable in these sectors do not cover for volunteering activities.

There is no national unified code of ethics and no general agreed quality standards for volunteering. Also, there is no institution to supervise ethical aspects of volunteering – in charge of ensuring that the Code is properly implemented. In 2014, CiviKos has adopted the Code of Ethics for the CSO members of the network. However, there is very little information regarding the progress of its implementation⁵⁶ and, more importantly, it does not regulate volunteering. The Code does not provide guidelines or minimum standards that voluntary organizations and volunteers are encouraged to abide by.⁵⁷ According to the research, the Code does not guarantee any right for volunteers in terms of being informed, their work recognized, and benefits from member CSO organizers.

In general, CSOs do not apply measures of quality management, thus establishing standards of procedures for recruiting, supervising and qualifying their volunteers. However, recently some progress has been made, mainly realized by local CSOs. Democracy for Development (D4D) has published a **handbook/manual** in February 2017, as an introduction to volunteer management, laying out a ground for a successful inclusion of voluntary work in NGOs and civic initiatives.⁵⁸ Although this document is fairly recent, it gives an overview of volunteering profile in the country, and plans and policies for recruiting, selecting, training, and managing volunteers. This is the first attempt to set general and ethical volunteering standards.

How will standards of good governance will be put into practice, it will depend on the support from the state and international community. Special support would be required in capacity-building programs in the sector. Thus far, there is not a comprehensive training program at the (a) institutional and (b) civil society level for volunteer management that would address central issues and standards on how to work with volunteers. Youth

54 Hoxha, Taulant. [The Kosovar Civil Society Index 2016](#). Kosovo Civil Society Foundation (KCSF). October 2016, p. 57.

55 Shala, Zef. Mother Theresa Society. Interview. March 27, 2017.

56 CiviKos. Summary Report on the CiviKos Platform Activities for 2016, p. 16.

57 Idrizi, Valdete. CiviKos Platform. Interview. June 1, 2017.

58 Democracy for Development (D4D). Volunteers Placement Manual. February 2017, p. 5.

centers at the municipal level do not provide enough training support for volunteer coordinators & promoting educational campaigns about the value of volunteering. However, in the absence of a legal framework, any initiative to develop an ethical code for volunteering would not have a significant impact in the development of volunteering.



There are still many mistreatments of volunteers but which go almost unnoticed. Not aware of any sanctions imposed on organizers who misbehave in such circumstances.

VALON NUSHI, INNOVATIONS LAB

From what has been observed in the field, very little has been reported by respective institutions (e.g. MCYS) on the number of breaches and **sanctions** enforced against those who have used unethical means of engaging volunteers in their activities. The institution responsible for deciding if an organizer must lose the right to engage volunteers for a specific time is the Ministry's Committee for Volunteer Work (CVW). However, the Committee is still at its early phase of being consolidated and sanctioning mechanisms being installed. Hence, it is difficult to conceptualize if there have been many problems reported by organizers or volunteers in any case they have behaved unethically. Incidents of financial misconduct have occurred in the past for which there were repercussions of the volunteers being dismissed.⁵⁹

More importantly, there is not a sector specific approach in the welfare sector where there are certain quality standards for engagement of volunteers, imposing legal repercussions and allowing authorities to check if the organization or CSO follows those standards. This refers to health and education sector. For instance, the state does not have rules which would regulate that the work the volunteer would be doing is not the same for which he/she is declared unfit to do by another institution or organization. As a result, there could be cases that the

unemployed or anyone who receives state benefits and is engaged as a volunteer in a long-term basis, may lose state benefits, if not receive cuts.

This is to suggest that the state does not have quality standards and verification procedures when it comes to ensuring the integrity of the institution of volunteerism. Therefore, many people fall victims under this system. For instance, in Peja, the social security disability benefits for a volunteer temporarily engaged in a local CSO were renounced by the state since the volunteer has received small reimbursement!⁶⁰ In this case, there is no such rule which would apply to a volunteer who is in receipt of state benefits according to which he/she is only permitted to carry out a maximum of hours a week of voluntary unpaid work without being subject to any deductions in benefits. Thus, the person receiving social assistance is not obliged to inform local authorities about his/her wish to engage in volunteering activities.



Laws should encourage volunteering. Not punish those who volunteer by taking away their social assistance benefits.

**VETON MUJAJ,
SYRI I VIZIONIT**

59 Shala, Zef. Mother Theresa Society. Interview. March 27, 2017.

60 Mujaj, Veton. Syri i Vizionit. Interview. February 23, 2017.



Recommendations

As the research findings and data analysis reveal, the main problem with volunteering in Kosovo stems from the **mismatch/gap** between the aspirations of the public and needs and interests of civil society to commit to voluntary work.

This study reveals findings and data analysis that could be clustered as in the following conclusions:

- **Knowledge/Awareness:** The **public** is not aware of the legislation regulating volunteering. It is because it is not regulated as indicated according to the findings with **civil society**.
- **Experience/Practice:** There is a small percentage of **people** who engage in volunteering and receive training for that matter. This is because **civil society** and other potential organizers offer little support.
- **Standpoints/Attitudes:** Majority of **people** believe that volunteering is beneficial although a small percentage of them would like to volunteer.

To overcome all the challenges concluded in this report, it takes practical solutions and opportunities, framed according to several recommendations dedicated to the **state/government** and **civil society**. What the research also reveals is the importance of the legal framework on volunteering. Given that almost **90 percent** of CSOs believe that volunteering should be regulated, there is a consensus to launch a **legislative reform** to create an environment that fosters volunteering in Kosovo.

The state must take policy action in drafting and adopting a Law on Volunteering following which there must be a National Strategy developed and a Code of Ethics adopted. Certainly, changes in the legislative and policy levels need financial support from the state – to help CSOs in capacity-building and volunteer management.

The content of the Law should reflect more in terms of incentives and benefits for both organizers and volunteers, and less in terms of barriers and impediments (e.g. eliminate the age limitations). It should define what volunteer work or volunteerism should entail, and rights and obligations of organizers and volunteers. For the Law to take effect, the role and responsibilities of the Ministry of Culture, Youth and Sports (MCYS) must be withdrawn and reassigned to either one of these institutions: Ministry of Labor and Social Welfare (**MLSW**), Ministry of Public Administration (**MPA**) or even the Office of the Prime Minister (OPM), that will be responsible of monitoring and evaluating the implementation of the Law.

The Law should – (i) define principles, conditions, incentives, rights and obligations of volunteering, (ii) assign special responsibility to one Institution that will oversee volunteering, (iii) set monitoring and evaluation mechanisms of volunteering work, (iv) include the ethics and quality standards provisions, (v) set minimum standards and procedures for volunteering (contract models, certificates, etc.), and (vi) set the adequate model of registers of evidence of volunteers.

The **state** needs to recognize more the value of volunteering in the country. An ethical code and the consistent adaptation of quality standards in volunteering can only be realized if developed in parallel with a stronger and more supportive volunteering infrastructure. This

also requires greater involvement of civil society and other stakeholders (such as schools) in developing their capacities on volunteer recruitment and management. CSOs, on the one hand, must recognize volunteer needs, and develop strategies to raise, manage, and retain volunteers. Schools, on the other hand, should encourage and develop policies and programs for volunteering. For instance, they can adopt volunteering as part of **program curricula**.

Hence, any state support to help organizers in capacity-building could prove useful for organizers to attract and retain volunteers. This way CSOs would be able to provide training opportunities to potential volunteers and recruit volunteers according to internal policies and regulations. State support also requires setting the right incentives that would inspire organizers to find means of attracting and retaining volunteers. However, regulation does not mean that it will solve the problem as it has been proved that in many countries where volunteering is not regulated, it remains still high. However, in Kosovo, it is a step forward, and can help improve the situation given the weak tradition of volunteering in the country, only if it does not add administrative burden on organizers and volunteer and provides capacity support to organizers from the out-side.



Appendices

Appendix I: Analysis of the Legislative Framework

This appendix gives an outline of an analysis of the existing policy framework for supporting the development of volunteering in Kosovo, with an overview of selected European practices.

Introduction

The Analysis of legislative framework for supporting the development of volunteering in Kosovo, with an overview of selected European practices, has been prepared within the framework of the project “Support to the Implementation of the Government Strategy for Cooperation with Civil Society”. This is in line with Strategic objective 4 of Kosovo Government Strategy for Cooperation with Civil Society (Promoting an integrated approach to volunteering development). Namely, the Strategy emphasizes that “the principles which will be determined by subsequent legislation and policies will aim to build an integrated system of volunteering, including different areas and institutions that are necessary for development of volunteering potential”.

Currently, the only legal act dealing with volunteering is the Law on Empowerment and Participation of Youth, and

related Administrative Instruction no 10/2010 on Volunteer Work of Youth, which was replaced by new Administrative Instruction no 01/2016 by the end of 2016. The Law is limited to volunteers aged 15-24, while volunteering in general remains unregulated, as also stressed in TACSO Civil Society Needs Assessment Report.⁶¹ Although there is no comprehensive legal framework for volunteering, the Strategy and Action Plan for Government Cooperation with Civil Society do not explicitly foresee drafting of any legislation, but rather stress the need to first conduct necessary analysis and surveys.

To provide a wider perspective for the discussion on the expected legal framework for volunteering, this analysis first provides an overview of international and European policies for development of volunteering, as well as of the EU member states’ legal framework trends. Then, the development of legal and institutional framework for volunteering in Kosovo is presented, followed by analysis of key challenges in current legal framework for youth volunteering, which are discussed in the light of European practices and trends. Finally, recommendations for further actions of the Government in this area are presented, along with the basic assessment of costs and benefits of various policy options.

International and European Policies

The importance of volunteering has long been acknowledged by United Nations, Council of Europe, European

61 [The TACSO Civil Society Needs Assessment Report](#).

Union and many other international actors, especially since the end of nineties when the volunteering has started to be considered as an essential component of any strategy aimed at poverty reduction, sustainable development, health, disaster prevention and management and social integration, and overcoming social exclusion and discrimination. The need for a more strategic approach to voluntary activities started to increase, as a means of enhancing resources, addressing global issues and improving the quality of life for everyone.

The values and forms of volunteerism identified by the international community are reflected in several resolutions of United Nations General Assembly (UNGA). In 1985, UNGA adopted the resolution (A/RES/40/212) on the Adoption of 5 December as International Volunteer Day for Economic and Social Development, while in 1997 it adopted the resolution on declaring 2001 the International Year of Volunteers with the purpose of promotion, recognition, facilitation and networking of voluntary action worldwide. On marking the closing of the International Year of Volunteers in 2001, on 5 December 2001, UNGA has passed Resolution (A/RES/56/38), co-sponsored by 126 Member States and adopted on 5 December 2001, proposing recommendations on how governments and the United Nations system can support enabling environment for volunteering.

These recommendations include the following:

- a) raising public awareness on the important contribution of volunteering to economic and social development of local communities, b) taking general measures concerning encouragement, training and recognition of volunteering; enabling legislative, fiscal and other frameworks for CSOs as main organizers of volunteering; c) encouraging and undertaking research in the various aspects of volunteerism and its impact on society; d) ensuring citizens' access to information on opportunities for volunteering; e) addressing the possible impact of general social and economic policy measures upon citizens' opportunities and willingness to volunteer; f) integrating

volunteerism into national development planning, recognizing the potential contribution of volunteerism to the achievement of sustainable development goals; g) participation of all population groups.⁶²

In November 2015, the UNGA adopted the Resolution on "Integrating volunteering into peace and development: the plan of action for the next decade and beyond", which recognizes that volunteerism can be a powerful means of implementation for the 2030 Sustainable Development Agenda and welcomes the integration of volunteerism in the 2030 Agenda and in related key documents.

Since the beginning of nineties, Council of Europe also started to pay more attention to the development of volunteering. In 1994, The Council of Europe adopted the Recommendation No (94) 4 of the Committee of Ministers of Member States on the Promotion of Voluntary Service, which recommends that states to define voluntary service at national level, emphasizing its educational aspects and its importance to society. In the next 2001 recommendation, the Council of Europe's General Assembly requests the Committee of Ministers to call on member states to seek to "identify and eliminate, in their laws and practice, any obstacles which directly or indirectly prevent people from engaging in voluntary action, and to reduce tax pressure which penalizes voluntary action" and "give voluntary workers legal status and adequate social protection, while respecting their independence, and removing financial obstacles to volunteering."⁶³

When it comes to the European Union policies towards volunteering, it must be said that volunteering represents an area of exclusive legislative jurisdiction of the European Union Member States. Therefore, there is no legislation at EU level in this field. However, European Union has developed a number of other policy measures for active support to volunteerism. The EU has declared 2011 the European year of volunteering, in order to create an enabling environment for its development, capacity building of voluntary organizations and the quality of their work, recognition of volunteer ac-

62 [The Resolution on Support to Volunteering.](#)

63 Council of Europe, "Improving the Status and Role of Volunteers as a Contribution by the Parliamentary Assembly to the International Year of Volunteers 2001" (draft), Doc. 8917, December 22, 2000, 203-205.

tivities and raise awareness about the value and importance of volunteering. To achieve the above-mentioned objectives, the European Commission adopted a Communication on EU Policies and Volunteering: Recognizing and promoting Cross-Border Voluntary Activities in the EU,⁶⁴ while the Council of the European Union, under the chairmanship of Poland, adopted conclusions on the role of volunteering in social policy and sport.⁶⁵

After 2011 as the European Year of Volunteering, the EU continued with activities of promotion of volunteering and its importance through its policies. Among other things, the importance of volunteering was recognized in the 2012 European Year of Active Ageing and Intergenerational Solidarity and in 2013 as the European Year of Citizens. In the context of new initiatives: Youth on the Move and the Agenda for new skills and jobs associated with the implementation of the European Strategy 2020: Smart, Sustainable and Inclusive growth, the European Commission proposed to the Council of the European Union the adoption of recommendations for the recognition of non-formal and informal learning, to support the knowledge and skills acquired through extracurricular activities, such as volunteering.

With the inauguration of the new European passports of skills in 2013 as a complement of Europass C.V., which is evidence of the knowledge and skills acquired by institutional and non-institutional to which the owner of the passport referred to in his C.V., European Commission expects that Europass will also ultimately reflect the volunteer experience of the owner of the passport. EU allocates significant funds for programs that promote volunteerism, including the numerous possibilities of funding from the European Social Fund⁶⁶. In addition, there are various initiatives to incorporate volunteering into other EU policy, such as the strategy of corporate social responsibility.

The importance of the European Year of Volunteering, among other things, was also reflected in the fact that it

has encouraged EU member states to start using Manual of the Measurement of Volunteer Work, developed by the International Labour Organization. The intention of the Manual is to assist countries in the systematic collection of internationally comparable data on volunteering, in addition to reports on the status of the labor market, with the aim to improve the knowledge of the user report on volunteering and its economic value.

For the countries aspiring to join the European Union, DG Enlargement of the European Commission has developed the Guidelines for EU support to civil society until 2020, which require Governments to ensure that policies and legal environment stimulate and facilitate volunteering in CSOs. The indicators against which European Commission will measure the enabling environment for volunteering development are: number and type of incentives and state supported programs for the development and promotion of volunteering; number of volunteers in CSOs per type of CSO / sector; number of volunteer projects offered to citizens; as well as the quality of legislative framework.

Overview of European Union Member States' Legal Framework in the Field of Volunteering

The first comprehensive study on the state of volunteering in the EU from 2010 indicates that between **92 and 94 million of EU citizens** are involved in some form of volunteer activities, while some more recent data indicate that the number is over 100 million, and that **3 out of 10 EU citizens** claim to have experience in voluntary activities.⁶⁷ However, the study also showed significant differences in the level of development of volunteering in EU member states. Volunteering is especially developed in **Austria, the Netherlands, Sweden and the UK**, where over 40% of the population is involved in volunteering activities. This percentage is high also in Germany, Denmark, Finland

64 Communication on EU Policies and volunteering: Recognizing and Promoting Cross-Border Voluntary Activities in the EU", COM (2011) 568 final of 20.09.2011.

65 Council Conclusions on the role of voluntary activities in social policy of 3 October 2011; as well as Council Conclusions on the role of voluntary activities in sport in promoting active citizenship of 28 and 29.11.2011.

66 See the [link](https://www.gov.uk/government/case-studies/help-for-young-people-through-volunteering-an-esf-project-in-sheffield) for examples of grant schemes on volunteer management in Croatia or numerous UK ESF projects for volunteering, for example: <https://www.gov.uk/government/case-studies/help-for-young-people-through-volunteering-an-esf-project-in-sheffield>.

67 GHK. [Volunteering in the European Union](#). February 17, 2010.

and Luxembourg, where between 30 and 39% of people are involved in volunteer activities. On the other hand, in Bulgaria, Greece, Italy and Lithuania, less than 10% of the population are involved in voluntary activities.

The Laws adopted so far throughout Europe differ widely in terms of their goals and objectives, the types of volunteering they address, and the extent to which they regulate the relationship between volunteer and organization. According to the international experience experts agree that legislators should “ensure that laws with specific purposes do not restrict opportunities for the enhancement of an enabling volunteer environment.”⁶⁸ Although EU Member States agree that the creation of an enabling environment for the development of volunteering matters (that was one of the objectives of the European Year of Volunteering 2011), there are differences in terms of approach of individual countries as to the extent to which the legal regulation is actually necessary to create that enabling environment.

The findings of a research commissioned by UN Volunteers (UNV) and conducted by the International Center for Not-for-Profit Law and the European Center for Not-for-Profit Law⁶⁹ (UNV, 2010), show that in Northern European countries like Norway, Sweden, Denmark, Germany, the Netherlands, the United Kingdom, and Ireland, volunteerism tends to be based upon **well-established traditions and cultures** – and governments have generally sought to regulate by removing obstacles to volunteerism and creating policies on volunteering. Nevertheless, these countries have mostly not adopted comprehensive unified volunteering laws. On the other hand, countries of the Mediterranean, like Italy, Spain, Portugal, and France, often have rich traditions of informal volunteering and have used volunteerism laws and policies to support and further expand these existing traditions. Lastly, many East European countries have suffered from weak traditions of volunteering, whether formal or informal, and have sought to use law and policies to define and promote volunteerism.

A special legal framework for volunteering was adopted in Austria, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Hungary, Italy, Lithuania, Lithuania, Luxembourg, Malta, Poland, Portugal, Romania, Spain, Slovakia and Slovenia. On the other hand, Denmark, France, Finland, Germany, Great Britain, Greece and the Netherlands do not have a special legal regime for volunteering. In these countries general rules of contract law, some aspects of labor law, regulations and legal principles are applied also to volunteering.

Comparative study on volunteering in the EU (EACEA, 2010) shows that there are clear indications that volunteering is **increasingly appearing on the national agenda**, which has led certain EU member countries to adopt full-fledged strategies or policies on volunteering (Austria, Estonia, Latvia, Poland, Spain) or to plan to adopt special national programs for volunteering development (Croatia, Slovenia). When no strategy is being developed, volunteering is increasingly included in strategy documents and programmes in various policy areas such as employment, civil society (Croatia, UK), the care of elderly people, sports (Latvia, Romania) and especially in youth policies (Belgium, Bulgaria, Croatia, Czech Republic, France, Romania and UK). Only a small number of countries appear to have formal reporting and monitoring arrangements for volunteering in place, and identified targets with clear indicators in place. This lack of a strategic approach at a national level is indicative of

68 Inter-Parliamentary Union, International Federation of Red Cross and Red Crescent Societies, and UN Volunteers, “A Volunteerism and Legislation: A Guidance Note.”; See also Katerina Hadzi-Miceva (2007), Comparative Analysis of the European Legal Systems and Practices Regarding Volunteering, The International Journal of Not-for-Profit Law, Volume 9, Issue 3, July 2007.

69 UN Volunteers (2010), [Laws and Policies affecting Volunteerism since 2001](#), A Research Report for the United Nations Volunteers (UNV) programme submitted by the International Center for Not-for-Profit Law (ICNL) and the European Center for Not-for-Profit Law (ECNL)

an approach lacking in clear and consistent policy aims and objectives together with clearly defined roles and responsibilities for volunteering. There is a concern at national and EU level that the issue of volunteering is widely dispersed across a broad range of policy areas.

It should be noted that in most countries that have a special law regulation for volunteering this regulation does not necessarily regulate the internal relations between the volunteers and organizers of volunteering activities, but certain aspects of public policies relevant to volunteering (e.g., the Czech Act on Volunteer Service, Italian framework law for volunteering, the Luxembourg Law on Youth voluntary service). Also, a significant number of these countries regulating volunteering as an integral part of the legislative status of non-profit organizations, in order to create the general institutional conditions for their volunteer activities, before regulating the internal relations between the volunteers and the organizers of voluntary activities (e.g. Lithuanian Law on Associations and Foundations, Maltese law on voluntary organizations, the Polish Act on organizations that work for the common good and volunteering, the Luxembourg Law on associations).

In addition, special legal regulations for volunteering do not mean that volunteering is not permitted outside the defined legal framework. For example, in Hungary, regulations on volunteering apply only to non-governmental organization with the status of public benefit organizations, with respect to tax and other the grants that these organizations enjoy when they are the organizers of voluntary activities.

The previously mentioned UNV research shows that in many European countries the adoption of volunteerism laws and policies was largely driven by the recognition that strict European welfare and labor codes had the unintended effect of creating major obstacles to volunteerism. For example, in Latvia, CSOs were not allowed to reimburse volunteers' expenses because any reimbursement would subject volunteers to employment laws and minimum wage rules – converting them from volunteers to paid employees, while in Switzerland and

Belgium volunteer reimbursements were taxed, creating disincentives to expanded volunteerism.⁷⁰

European volunteerism laws are among the **most detailed of any region**, and are mostly focused on ensuring that volunteers are protected in the course of providing services and that they are distinguished from employees. The key challenge in regulating volunteering is to create the legal framework that will **facilitate rather than control** volunteering. Comparative expert studies in this area⁷¹ stress that the law should make sure that volunteering is protected and promoted and that the legal requirements do not discourage volunteering. Otherwise, excessive regulations may impede spontaneous initiatives, burden small CSOs, and dampen the volunteer spirit.

In that context, most experts recommend that legal regulations of volunteering should: 1) Distinguish volunteering from other types of legally recognized or regulated relationships; 2) Clarify that volunteer services should be performed without compensation, as volunteering is understood as a donation of time and effort; 3) Entitle volunteers to reimbursement of expenses, with such reimbursements exempt from taxation; 4) Determine the rights and duties of volunteers; 5) Protect volunteers while they are performing voluntary activity; 6) Guarantee that volunteering will not affect one's right to unemployment benefits; 7) Introduce rules to protect third parties against any damage incurred due to volunteering; 8) Provide optional benefits to volunteers; and 9) Enable international volunteering.⁷²

Based on the findings from EACEA commissioned study on volunteering in the EU, the following table shows the correlation between the level of volunteering and existence of legislative framework in the EU member states with the biggest percentage of volunteers.

70 UN Volunteers (2010), pp 30

71 Katerina Hadzi-Miceva (2007), Comparative Analysis of the European Legal Systems and Practices Regarding Volunteering, The International Journal of Not-for-Profit Law, Volume 9, Issue 3, July 2007.

72 Ibid.

Table 1. Correlation between the level of volunteering and existence of legislative framework in the EU member states with the biggest percentage of volunteers in adult population. *

EU member state with high rates of volunteering	EU member state with high rates of volunteering	Existence of special legal framework for volunteering
Austria	43,8%	Yes (Federal Act Promoting Volunteer Work)
Denmark	35%	No (Implicit in other laws)
Finland	37%	No (Implicit in other laws)
Germany	36%	No (Implicit in other laws)
Luxemburg	30%	Yes (Law on youth voluntary service)
Netherlands	42%	No (Implicit in other laws)
Sweden	48%	No (Implicit in other laws)
United Kingdom**	42%	No (Implicit in other laws)

*data provided by national studies

** UK data is an average of statistical data from separate surveys for England, Wales, Scotland and Northern Ireland

When considering the data on countries where volunteering is the most developed, it can be concluded that the specific legal regulation of volunteering is not a necessary precondition for its development. Moreover, most countries where volunteering is the most developed, do not have any special legal framework for volunteering. In this context, a study from 2010 states that: "Despite

legal frameworks being in place, there is limited information available to determine the extent to which the legal framework has made any positive impact on volunteering both from the perspective of the individual or the voluntary organisations". Nevertheless, most EU countries still have specific legislation for volunteering, which is obviously related to the need to regulate very specific rights

and obligations of volunteers and organizers of volunteering, and prevent many problems in everyday work.

Development of Legal and Institutional Framework in Kosovo

If we refer to the volunteerism in the local concept, we should consider many factors and historical periods which the Kosovo population has experienced. Based on the historical circumstances, volunteering in the Kosovo context is often seen not only in the light of charity work but also as a **survival and solidarity effort**. Throughout the nineties, almost entire population of Kosovo was active during the full decade of social solidarity and volunteering. Following the liberation and independence, the high political motive of that time no longer exists and the resources and energy of that time seem to have been exhausted.⁷³

Generally, the overall economic situation has contributed to the wide spread perception that people **should be paid for any work**, and, even with various benefits acquired through volunteering, it seems to be very difficult to motivate youth and other target groups to get involved in volunteering. However, there has been a growing demand from civil society organizations to develop a favorable environment to strengthen volunteering for sustainable human and social development. According to the feedback from civil society representatives, volunteers are available and willing to respond to needs as they occur, but a more comprehensive and integral approach to supporting volunteering is needed.

There is limited existing research on the current size, profile and work areas of the current volunteer workforce on Kosovo, but the evidence shows a shift in recent years from less formal to more formal volunteerism.⁷⁴ Among those who volunteer, the data shows that the main interest of voluntary work appears to be in sport clubs, youth centers, cultural and humanitarian organizations, but there is a lack of interest of voluntary work in non-formal groups, education or religious associations.

In addition, there is lack of a regional network as well as an insufficient pro-volunteer approach in Kosovo institutions. This has had tendency to change past few years and there have been some good examples of networking and encouragement of volunteer work. In 2015, no volunteering programs organized by state institutions have been identified.

59.4% of the surveyed CSOs declare to have engaged volunteers during 2015. However, only 37.3% of them have signed written agreements/contracts with the volunteers. The existing research base suggests that the number of volunteers in CSOs is not available, same as the number of voluntary hours implemented in CSOs. As a result, it is impossible to have an accurate assessment of whether volunteering is increasing or decreasing.

There is no national volunteer center or platform/umbrella organization with such functions as matching volunteer hosting organizations with volunteers or publicizing volunteer opportunities. At the local level (municipal level), the situation is the same. According to the representatives of the department of culture, youth and sport there is **no data of the potential volunteers** within the municipality. Although some of the municipalities have specific programmes for the volunteerism, mostly through the youth sector and the municipality "volunteer of the year award", there is still no accurate data for the volunteer activities.

In Kosovo, there have been some efforts to develop policies and programmes supporting the development of more favorable policy and legal framework for civil society development, with impact on volunteering. The Kosovo Government approved the *Government Strategy for Cooperation with Civil Society 2013 – 2017* focuses to

73 KCSF-CIVICUS, Civil Society Index, Analytical Country Report for Kosovo 2011, Better Governance for a Greater Impact, A call for Citizens, p.23, <https://civicus.org/downloads/CSI/Kosovo.pdf>

74 Monitoring Matrix on Enabling Environment for Civil Society Development – Kosovo Report, 2015, pp. 32

achieve four strategic objectives; Ensure strong participation of civil society in drafting and implementation of policies and legislation; System of contracting public services to civil society organizations; Building system and defined criteria to support financially the CSOs; Promoting an integrated approach to volunteering development.

The Strategy was accompanied with the *Action Plan 2013-2015* that foresees actions for each strategic objective including the identification of needs and profile of volunteering in Kosovo and establishment of mechanism for supervision of implementation of integrated approach on volunteering. In addition, the Government on 15 October 2014 established the **Council** for implementation of the Government Strategy for Cooperation with Civil Society followed with the working groups for each strategic objective. Although a number of policy-related meetings have been held in the framework of the *Objective 4* of the Government Strategy for cooperation with civil society, these meetings did not lead to any concrete results in legislation or specific programs on volunteering.

The only law that contains any provisions on volunteering remains the *Law on "Empowerment and Participation of Youth"*, in force since September 2009, complemented with four *Administrative Instructions (AI)* on: non-formal education, volunteerism, licensing of Youth Centers and establishment and functioning of Local Youth Action Councils (LYAC); all effective since 2010. According to the article 10 of the AI No 10/2010 for Youth Voluntary Work, the Permanent Commission for Youth Voluntary Work was expected to be established with the purpose of ensuring full implementation of this AI, however the Commission has never been established by the MCYS. The article 11 of the new AI No 1/2016 also foresees the setting up of the Committee for Voluntary Work by the Secretary General of the MCYS for the duration of the two years.

The Kosovo **Youth Strategy** sets priorities for the period of *2013-2017* focusing on the areas of youth participation; non-formal education; employment and entrepreneurship; education and health promotion; human security; social integration, voluntarism, sports, culture and recreation. The Strategy is accompanied with the *Youth*

Action Plan 2013-2015 which details actions and allocates finances to their specific categories.

At the local level municipalities have passed regulations for "empowerment and promotion of volunteerism" as of October 2013 based on the AI on the volunteer work of youth issued by Ministry of Culture Youth and Sport (MYCS), with the purpose of regulating the rights, obligations and procedures related to voluntary work of youth. This has been done with the active engagement of the LYACs and support of international organizations. These regulations are similar in their format and content, as they provide key terms of volunteerism, and explain how the municipality benefits from voluntary work as well as the promotion of such. The regulations list duties and responsibilities of the municipal youth officer and the mentors of the volunteers. They also grant symbolic incentives for active volunteers in the municipality, such as certain free public services.⁷⁵ However, although that 20 municipalities approved the municipal regulation on volunteerism they failed to implement due to the complexity of the process and support from the central level. According to the municipal youth officer⁷⁶ there are several reasons for the lack of implementation of the municipal regulation.

As per the municipal regulation and based on AI the institutions that regulate and supervise the field of voluntary work are: MCYS as the main mechanism of central executive power followed with Municipal Directorate of Culture, Youth and Sport - executive power in the local level, the Central Youth Action Council - as a youth umbrella in the central level and Local Youth Action Council - managing youth in local level and youth centers. The CSOs and other formal and informal groups should respect the following procedures: Open call for the recruitment of volunteers. The organizer of the volunteer work is obliged to be registered in the platform for voluntarism through online application with accompanying identification documents as a legal or physical entity. They must sign an agreement between the parties and in the end the municipal directorate must decide on the validity of the agreements signed.

However, administrative procedures for host organizations of young volunteers are complicated and burden-

75 See OSCE (2013), Local Youth Action Council – Participatory Handbook, p. 13

76 Nesreti, Afrim. Municipal Youth Officer. Interview. July 2016.

some for CSOs, thus volunteering takes place in other forms, mostly without any formal procedure and in the other side the institutions respectively the MCYS never established the Permanent Commission for Youth Voluntary Work for them to make sure the implementation of the AI, moreover the MCYC never issued any booklet for the potential volunteers. In addition, the issue of volunteer experience to be recognized as a work experience was never finalized by the respective institutions. In the local level, there were also other issues in the implementation process such as benefits for the volunteers from the municipality in regard to the transportation, municipal library and other benefits from different municipal departments.

The formal institutional framework for supporting the development of volunteering in Kosovo is related to competences of key bodies responsible for normative and policy acts focused on volunteering development, namely Ministry of Culture, Youth and Sports (responsible for Law on Youth Empowerment and Participation) and Office of Good Governance in the Prime Ministers' Office, responsible for implementation of Strategy for Government Cooperation with Civil Society, along with the Joint Government-CSO Council for Implementing the Strategy. The working group for volunteering was established within the National Council for Implementing the Government Strategy for Cooperation with Civil Society, with the aim to contribute to implementing strategic objective of development of volunteering in Kosovo. It is composed of key stakeholders from line ministries, CSOs, municipality and international organisations. Although a number of policy-related meetings have been held in the framework of volunteering with the main stakeholders, these meetings did not lead to any concrete results in legislation or specific programs on volunteering.

The voluntary sector infrastructure was a focus for several international organisations operating in Kosovo, including the United Nations Development Programme (UNDP), Organization for Security and Co-operation in Europe (OSCE), National Democratic Institute (NDI), EU Information and Cultural Centre (EUIICC), Children's Rights & Emergency Relief Organization (UNICEF), etc., providing support with the current legal framework and examples of how certain country specific laws have defined and regulated volunteer activities. Although there are no spe-

cialized volunteer centers in Kosovo, there are valuable examples of projects promoting networking of volunteers, with the support of the EU and various other donors.⁷⁷

Key Challenges Identified in Current Legislative and Institutional Framework in Kosovo

This section highlights the main challenges in current legislative and institutional framework in Kosovo, in light of the European standards and practices. The laws and policies related to volunteering are mostly driven by domestic needs and concerns specific to every country. Therefore, there is no single solution or set of issues that is applicable in every context. In countries where volunteerism traditions are not well established, for example, policies may focus on promoting public awareness of the need for volunteerism and the value and purpose of volunteerism.

The new AI 01/2016 on Volunteer Work has been adopted on 5 December 2016, replacing the AI 10/2010. A wide public debate is expected to be initiated in Kosovo about adopting a more comprehensive law that would guarantee, protect and promote volunteerism for people of all ages.

In Kosovo, only the youth volunteerism is regulated. Youth volunteerism is guaranteed and protected by the *Law on Empowerment and Participation of Youth*. The *AI on Volunteer Work* of youth complements the Law and lays down provisions regarding the duties and responsibilities of the organisations providing volunteering experience, rights and obligations of volunteers, registration of volunteers and recognition of their service and division of duties and responsibilities between institutions at the central and local level.

77 Recent example is a Network of volunteers in Northern Kosovo, launched through the EU funded project of NGO Aktiv and ECMI.

Based on the insights from European practices, but also from meetings held with key stakeholders,⁷⁸ in the following sections will discuss key issues in Kosovo legal framework for volunteering, with comments and possible recommendations for further Government action.

Purpose and Scope of the Regulation

The good practice of EU countries indicates that special regulations for volunteering may be justified if it serves at least one of the following objectives: 1) the legal recognition of volunteering (volunteering to help differentiate it from paid work); 2) protection of the legal rights of volunteers; 3) defining the relationship between the state and the voluntary sector and public policies that support volunteerism.

Administrative instruction for Youth Voluntary Work, brought by MCYS based on The Law on Youth Empowerment and Participation, has the purpose of regulating rights, obligations and procedures related to youth volunteering, as well as the work of the Committee for youth volunteering (article 1 of MCYS AI). Generally, the purpose of the Regulation is in line with good European practices and seems justified. However, there remains the question of the scope of regulation, namely how to encourage volunteering of other age groups of citizens and whether Kosovo Government should consider adopting an integral legislative framework for volunteering, taking also into account good solutions from Youth volunteering legislation that could be incorporated into the possible new Law on Volunteering.

Definition of Volunteering

There seems to be a general agreement in the EU member states on what constitutes a volunteer, and what activities are considered voluntary activities. The volunteering is considered to be voluntary and free investment of time, knowledge and skills to perform the services or activities for the benefit of another person or in public benefit purposes. On the contrary, the volunteering, by its nature, should not have the characteristics of activities for which an employment contract is concluded, nor activities of vocational training governed by special regulations, performance of services based on the contractual obligation, performing services or activities that a person is obliged to provide to another person on the basis of laws or regulations, the fulfillment of obligations in accordance with judicial decisions and judgments, or performing services or activities that are common in the friendly and neighborly relations. The volunteer is considered as natural person who carries out these activities.

Comparative overview indicates that there no EU country with special legal regulation on volunteerism that uses the term: *volunteer work* in the names of their legal act. Rather, they use the term volunteering / volunteer activities. This is understandable, bearing in mind that the term volunteer work is not legally appropriate: this term may suggest that volunteer work is *sui generis* category of employment terms, ie the existence of the wage relationship between volunteers and organizer of voluntary programs. On the contrary, the volunteering is characterized by voluntary, consensual approach and partnership between volunteers and organizers of volunteering.

78 Ministry of Culture Youth and Sports, Department of Youth - Labinot Berisha, Municipality: Bujar Haziri, Dashurje Ahmeti, NGO INPO: Albulena Ndrecaj, NGO Elita: Ibrahim Sefedinaj, NGO AVONET: Kenan Gashi, USAID: Burim Korqa, NDI: Sanja Vukovic

The Article 2 of MCYS AI defines the volunteer as the person of age (15-24) that is offering free service for the benefit of society for organizers of services of voluntary work. According to the current legal framework, the age for volunteer work is limited only to youth and excludes clear majority of population to offer their volunteer services for the community. The youth voluntary work is defined by the article 3 of the Law, and article 2 of the AI, as follows: youth activity organized by respective Institution, where young people voluntarily provide their time, labor, knowledge, skills without any remuneration or reward, serving the community for the benefit of society. The Law also stipulates that the voluntary youth work shall be acknowledged as work experience by the Municipality Directorate for Culture, Youth and Sports and that evidence for this shall be issued by the respective Institution. As already mentioned, EU practices show that the term “voluntary work” is not the most appropriate one as it belongs to “employment terminology” - rather “volunteering” or “voluntary activities” should be used.

Who Can be an Organizer of Volunteering?

The study of European practices on volunteering from 2010 indicates that organizers of voluntary activities are primarily non-governmental organizations (associations, foundations, private institutions) and public institutions. Moreover, the literal interpretation of the relevant legal provisions suggests that in some countries (e.g. Italy), it is only member NGOs (associations), which are organized on democratic principles of decision-making, that can be organizers of volunteer activities. In Croatia, non-profit character of legal person is necessary pre-condition for the organizer of volunteering. The acquisition of legal personality is not a requirement for the organization of volunteer activities in some other countries (e.g. Italy). Comparative studies indicate that corporate volunteering is an increasingly important form of volunteering. Legal obstacles that exist in this regard are mostly overcome by the various models of public-private partnerships between companies and volunteer organizations (e.g. United Kingdom, Poland, Estonia, Cyprus, Luxembourg). The growing importance of corporate volunteering corresponded with the new (larger) EU concept of corporate social responsibility. In some countries (e.g. Malta) some companies have developed specific mechanisms of support for their employees who

want to volunteer. Some countries in the region (i.e. Serbia) allow business organizations to be the organizers of voluntary activities, if they: 1) organize volunteering for the common good, or the good of another person in outside activities of the company, or public enterprise; 2) the performance of volunteer services and activities does not acquire profits; 3) Volunteering does not replace the work of employees and other persons engaged in working in a company or a public company. A company is required to obtain the approval of the proposed volunteer program from a ministry responsible for labor.⁷⁹

79 Dragan Golubović (2015), Pravni režim za voloniranje- Usporedni pregled kritičnih pitanja u zemljama EU i u Crnoj Gori, TACSO (not published)

According to the current legislation respectively the AI on youth voluntary work, organizer of voluntary work should be any legal person, non-profitable NGOs, public and private institutions, religious, youth centers and private companies which recruit youth volunteers to accomplishment non-profitable activities for the best of the community and society in general. As organizers of voluntary work have obligations of concluding contract with volunteers, informal groups and community initiatives are not acceptable as organizers of voluntary work. The approach to defining organizers of volunteering seems to be in line with practices in most European countries. Depending on future trends of corporate volunteering in Kosovo, including additional provisions on conditions under which business organizations may become organizers of volunteering could be considered.

The scope and content of obligations of organizers of volunteering activity, especially when it comes to relationships between volunteers and organizers of volunteering activities, are regulated in different ways in countries with special legal framework for volunteering. Croatian Law on volunteering regulates the execution and termination of the contract on volunteering, legal rights and obligations of volunteers, reimbursement of expenses, the issue of insurance and other benefits for volunteers.

Concluding written contract with volunteers is mandatory in the following cases: i) volunteering associated with an increased risk for life and health of volunteers; ii) volunteering of foreign nationals in Croatia; iii) Croatian citizens' volunteering abroad, organized or co-organized by legal persons with headquarters in Croatia; iv) long-term volunteering (three months long regular and continuous volunteering); v) volunteering with children, the disabled, elderly and disabled people, sick people or people who are fully or partially deprived of legal capacity, or, vi) when a volunteer requires the conclusion of contract.

Romania changed its Law on volunteering from 2001 (which use to stipulate the obligation of concluding a contract on volunteering in writing) primarily to leave it to the discretion of the contracting parties themselves whether they want to conclude the contract or not. The variety of approaches and interpretations of the contract as a mandatory instrument of regulating voluntary relationship is best illustrated by the example of England where the existence of a written contract between the volunteers and organizers of volunteering is an indicator of "illegal employment" rather than an instrument of regulating volunteer relations.

The Law stipulates that the voluntary youth work shall be acknowledged as work experience by the Municipality Directorate for Culture, Youth and Sports, and that the evidence for this shall be issued by the respective institution. Agreement for voluntary work is regulated by written agreement between the organizers of voluntary work and the volunteer that should be recognized as work experience. In addition, the article 6 of the AI stipulates what should be the content of the standard letter of agreement between volunteering organisations and volunteer (define rights and obligations of parties, description of work to be carried out, name of mentor, working hours and leave, termination of agreement, etc.). Any changes in the content of the agreement or status of volunteer must be reported to the Youth Department of the Ministry of Culture, Youth and Sports, through an electronic Platform and Database for Volunteerism. In addition, the AI' provisions on the nature of the agreement on volunteer work, but also very specific provisions on conditions for recognition of voluntary work as work experience ("one year voluntary work experience shall be recognized if the youth under 18 carries over 222 hours of work, and the youth over 18 - over 1107 hours of volunteer work per year", article 3 of the AI) risk of placing volunteering within employment discourse and terminology, and does not allow for a clear distinction from internships.

Obligations of Organizers of Volunteering – Certificates of Volunteering

Many European countries have introduced certificates of volunteering detailing the nature and length of voluntary activity, but also skills and competences gained through volunteering, especially within the context of national education and training programs. A number of countries have introduced additional measures to recognize the contribution made by volunteers. Good examples include the Austrian Volunteer Passport, Finnish Recreational Study Book, Estonian Volunteer Passport, Bulgarian Volunteer Record Book, the Slovenian Volunteer Record Book, Croatian Certificate on Competences gained through Volunteering.

These certificates respond to the increasing awareness among volunteers on the benefits of volunteering for improved employability, whether by gaining experience or by acquiring new and relevant skills and knowledge. In France, some universities offer the possibility to vali-

date units of learning outcomes (ECTS credits) through a voluntary work experience in a voluntary organisations. When registering at university, the internship is recognized in the same way, whether undertaken in an association or in a company. Germany has introduced many initiatives (many of which are at federal level) that recognize the skills and competences of volunteers. A good example includes the Competence Certificate of Learning used to reflect competences acquired through volunteering and the 'Qualipass' used to document practical experiences and competences of young people between the age of 12 and 25 acquired through volunteering.⁸⁰ In Croatia, national umbrella NGO Youth network launched the signature of *Charter on recognizing competences gained through volunteering* by employers and universities/higher education institutions, in order to promote the recognition and validation of competences acquired through volunteering in the process of achieving full human potential.⁸¹

80 Additional information on this and other similar volunteering validation practices can be found at the following website: <http://www.civcil.eu/>
81 For more information, see the website <http://povelja.hr/> dedicated to the *Charter on recognizing competences gained through volunteering*.

The AI under the Article 3 stipulates that it is obligatory for the organizers of volunteering to issue certificates of volunteering with an overview of completed activities, attended trainings and overall performance. In addition, they are obliged to register the volunteer work in the Platform and Database on Volunteerism. This Platform enables the creation of ID cards for volunteers, but also makes it possible for volunteers to verify their volunteer work data and print their certificates at any time online. As this is a new Platform managed by the MCYS, established by the new AI on Youth Volunteer work which entered into force by the end of December, it is still to be seen how it will be used by all organized of volunteering and to what extent the MCYS will be able to coordinate its successful implementation in the forthcoming period.

Many European countries with special legal regulation on volunteering often place an obligation on the organizers of volunteering to report to the competent authority on the volunteer activities. However, there are different

approaches to the nature of this obligation, as well as sanctions for its non-compliance. In Austria, this is a voluntary obligation. In Italy and Spain, the obligation to report volunteer activities exist only for volunteer organizers who received budget funds, while the violation of these obligations is not followed by any (except of possible loss of budgetary funds). In France, only organisations that host volunteers are legally obliged to provide information about their volunteers in terms of annual declarations of social security data, annual reports and volunteer contracts. In Greece, voluntary organisations are obliged to notify the details of each volunteer to the public authorities, namely to the social security institution. In the case of Sweden, the organisations must notify the Tax Agency of the expenses reimbursed to each volunteer per year.

In Croatia, the organizer of volunteering is obliged to submit to the competent ministry annual report on voluntary services and activities, and sanctions are foreseen for violating this obligation (although no cases of enforced sanctions have been recorded since the entry into force of the law in 2007). The key incentive for reporting by NGOs as main organizers of volunteering in Croatia is related to receiving public funding, as submitted reports on volunteering are regularly mentioned as one of criteria for receiving public funds. The contents of the reports are regulated in special by-law. For example, Croatian Report requires the following data to be submitted by organizers of volunteering: number of volunteers by gender, age, citizenship; geographic area of volunteering; number of hours of volunteering; number of certificates of volunteering; number of certificates on competences gained through volunteering; costs of volunteering (transport, accommodation, food, training, etc.); types of activities/services performed by volunteers.

According to the AI, the organizers of volunteering are obliged to register and verify the volunteer work, including the personal data of every volunteer, nature and duration of volunteer work, as well as the number of volunteer hours, through the electronic Platform and Database for Volunteerism, managed by the MCYS. They also need to report on any change in status or agreement with volunteer. These monitoring and reporting requirements are of course important for assessing the trends of the voluntary sector and collecting both quantitative and qualitative data on volunteering. However, they should be linked to strategic approach to development of enabling environment for volunteering, measuring economic and social potential of volunteering, as well as clear targets to be achieved at the national level. Otherwise, these requirements may be considered as an obstacle and might have deterrent effects to engaging volunteers.

Rights of volunteers

Regardless of the way in which volunteering is regulated (special legislation or otherwise), comparative reviews of relevant legislation indicate that volunteers enjoy a wide range of rights, which include, among other things, the right to information, volunteer training, reimbursement of travel and other reasonable expenses related to performing of volunteer activities, the right to participate in the creation and implementation of volunteer programs, the right to volunteer card, or a certificate of volunteering, and so on. In France, volunteers who do not receive a reimbursement of their expenses incurred on behalf of an association can declare them on their tax return.

In many countries, the performance of volunteer activities does not lead to the loss of the rights the volunteer enjoyed as unemployed person (Cyprus, Czech Republic, Germany, Greece, Estonia, Spain, Italy, Malta, the Netherlands). However, in some countries the use of volunteer law may result in loss of rights that a person has based on unemployment status, unless certain conditions are fulfilled: that the volunteer activities of unemployed persons are registered in advance or approved, do not replace paid work and that volunteer can offer credible evidence to continue looking for work (Belgium, Denmark, Finland, France, Ireland, Great Britain).

In some countries volunteers have the right to security in the event of a work injury, unless otherwise insured, but it does not necessarily mean that these costs fall to the benefit of the organizers of voluntary activities. For example, in Germany, Czech Republic and Netherlands, these costs are borne by the State. In the Netherlands, the municipalities provide a third-party risks insurance for each volunteer. Some countries (e.g. France, Cyprus, Latvia) do not recognize the volunteer legal rights to insurance. When this right is legally recognized and borne by the organizers of volunteering, it can represent a big financial burden, especially for small NGOs organizers of voluntary activities, as evidenced by the case of Lithuania and Estonia.

In many countries, volunteers have the right to the recognition of skills, competencies and experience acquired through volunteering. The manner of exercising this right in the final instance of that to what extent the individual countries recognized the knowledge and skills gained in formal and informal education, including volunteering. Review of regulations of the Member States indicates that a significant number of countries have developed a system of recognition of the knowledge and skills (e.g. Belgium, France, Denmark, Great Britain, Bulgaria, Slovenia, Italy, Poland). Volunteers can also have preferential status when purchasing theatre and cinema tickets, public transport, travel arrangements, etc. (e.g. Luxembourg, Spain).

According to Croatian Law on Volunteering, volunteers have the right to:

- get the written confirmation of volunteering,
- conclude an agreement on volunteering in writing, if requested,
- get acquainted with the ethical standards relevant to a particular form of volunteering,
- proper training in order to improve the quality of performed activities and services provided,
- technical assistance and support for volunteering,
- get acquainted with the conditions of volunteering activities, the services to be provided and legal rights,
- compensation for contracted costs incurred in connection with volunteering,
- the appropriate & safe working conditions in line with the nature of volunteer activities performed,
- the personal protective equipment according to the nature of activities performed and services provided,
- be familiar with the dangers related to a specific form of volunteering that is performed,
- the daily rest in the agreed duration,
- the protection of privacy and personal data,
- participate in decision making on issues related to volunteering
- the reimbursement of costs contracted by the organizers and transparent process of obtaining a visa,
- a detailed description of the tasks and activities of volunteering,
- the right to acquire new knowledge, skills and competences through volunteering,
- the recognition of skills, competencies and experience gained through volunteering,
- the certificate of competence gained through volunteering in the cases of long-term volunteering, if requested.

The rights of volunteers are not specifically listed in the AI No1/2016, but they can be derived from the list of obligations of the organizers of volunteering. Namely, volunteers have rights to:

- be informed on all duties and obligations related to the agreement on volunteering, as well as with procedures and work policies of organizers of volunteering
- be provided with adequate work tools and protection depending on the nature of volunteering engagement
- receive appropriate training, if required by the nature of volunteering activity (but not more than 20% of volunteer work hours)
- get a recognition of one year of work experience in case he/she manages to carry out more than 1107 hours of voluntary work

Other rights include: taking a day-off with reasoning, receiving a certificate of voluntary work, get daily meal during completion of voluntary work, obtain urban public support if necessary, be assigned a mentor as a guide during the voluntary work, be reimbursed for expenses incurred during the voluntary work, and being registered in the electronic Platform and Database for voluntary work. In addition, in line with good practices in some EU member states, Kosovo Government might consider introducing specific benefits, especially related to insurance and safety during the voluntary work

Rules for Volunteering of Minors

Some European countries have established special legal provisions for the protection of minor (underage) volunteers, while some other ensure similar legal protection under various regulations. For example, the Croatian Law on Volunteering provides that the contract of volunteering can be concluded with a minor of 15 years of age, with the consent of the legal representative.

Minor, juvenile volunteers may only engage in volunteer activities or the provision of services when these are appropriate to their age, physical, mental and moral development level and skills that do not pose a risk to their health, development and success in carrying out school obligations. Volunteering of minor volunteers is performed with mandatory supervision and support to the organizers of volunteering, volunteering beneficiaries, legal guardian or other legally defined adult persons. A person who has not attained 15 years may be involved in public benefit educational volunteering activities and education for volunteering, and only for education in a way that contributes to the development and socialization of pupils-volunteers, provided that the organizer of volunteering is an educational institution or social welfare institution or other legal entity which organizes volunteering in educational and educational purposes.

Organizers of educational volunteering activities for minors under 15 years are obliged to obtain written consent from a legal representative or a representative of the minor volunteers (aged under 15), but these pupils are not allowed to perform volunteer activities or services in the period between 23 pm and 6 am. Besides, minor volunteers cannot be involved in: i.) volunteering outside Croatia, without the consent of legal representative or being accompanied by organized of volunteering or legal representative; ii) long-term volunteering; iii) volunteering associated with heavy physical exertion or risks that endanger or might endanger their life, health, morals, development or performance of school obligations

The article 3, point 13 of the MCYS AI stipulates that youth under 18 years will not be engaged in voluntary work more than 26 hours per week or 312 hours per year. Besides, youth volunteering work under 18 is prohibited during the regular education process, except in cases it is permitted in written by teachers, parents or other legal custodians to be involved in volunteering activities. Indeed, it is important to foresee the possibility of volunteering in schools and programs organized by schools as this can be an important incentive for young people to get acquainted with values of volunteering and develop basic skills and competences for active citizenship.

International, Cross-border Volunteering

The importance of recognizing transnational character of volunteering, as well as promoting cross-border volunteer opportunities and especially the mobility of young volunteers, has been increasingly emphasized by the EU institutions in past years. The Council Recommendation of November 2008 on the mobility of young volunteers across the EU aimed to boost cooperation between organizers of voluntary activities in the Member States to increase the mobility of young volunteers across the EU.⁸² Croatian Law on Volunteering explicitly states that Croatian citizens who volunteer abroad have all the rights and obligations provided by the Law and the assumed obligations under international law. Besides, the organizer of volunteering is obliged to stipulate the rights under the Law for Croatian citizens to volunteer abroad. Similarly, a contract concluded with foreign volunteer in accordance with the Law is to be considered as evidence of the legitimacy of temporary residence in the country.

⁸² See Council Recommendation of 20 November 2008 on the mobility of young volunteers across the European Union (2008/C 319/03).

Kosovo MCYS AI does not cover the international volunteering. Future amendments of the Law or AI, as well as possible adoption of national strategic document for promoting volunteering could give stronger impetus to the promotion of cross-border volunteering and mobility of volunteers.

Setting up the Infrastructure for Effective Support for Volunteering

Experiences from various EU Member States show how the setting up of an efficient, well-structured infrastructure can substantially improve the environment for volunteering. The infrastructure for supporting volunteering can include the following: volunteer centers to provide information, training and coordination services at regional or local levels, and enable the bundling of resources, exchange of best practice among actors, and the development of appropriate funding strategies; developing central platform and database for information on volunteering where citizens can learn about opportunities and ways to get involved (and whom to contact); stimulating local volunteer brokers; and promoting a discussion platform between voluntary organisations and the State. (EACEA, 2010; pp.16)

Creation of national volunteer centers or councils has served to promote and facilitate volunteerism and provide information, training, education, and CSO-volunteer matching services in various countries. For example, in Croatia, Ministry of social policy and youth provides State funding for regional and local volunteer centers, for building capacities of organizers of volunteering for more effective management of volunteers, promotion of volunteering in local communities, organizing volunteer programs for secondary school students during holidays, etc. Regional and local volunteer centers have created National Network of Volunteer Centers that plays important role in raising awareness on the values of volunteering in Croatia.

In addition, Croatian Law on Volunteering created in 2007 the National Board for the Development of Volunteering, as Government cross-sector advisory body for promoting enabling environment for volunteering, composed of representatives of civil society, academia, central and local government. Besides, Croatian Law on Volunteering introduced State Award for Volunteering for the purpose of recognizing and acknowledging most inspiring examples of volunteers, organizers of volunteering and management of volunteers. This national award is followed by local and regional awards promoting volunteers' involvement in local communities.

The Committee on Voluntary Work is to be established by the MCYS Secretary General, based on the proposal of the MCYS Director of Youth Department), with the purpose of reviewing the requests for recognition of voluntary work that responsible officials consider to be questionable. In addition, the Committee can propose manuals and other documents to be included in the Platform and Database on Volunteering, for promoting the voluntary work. Currently, there are no specialized volunteer centers in Kosovo, but networking of volunteers has been supported through various international and EU funded projects. Kosovo Government should consider introducing State funded programs for the development of national infrastructure for volunteering (volunteer centers, national database for volunteering, national survey on volunteering, etc.), as well as for developing capacity building programs for organizers of volunteering for more effective management of volunteers and design of high quality volunteer programs.

Benefits and Risks for each Possible Policy Options

Based on the above-mentioned challenges related to development of volunteering, it is possible to reflect on several possible policy options for addressing these challenges. In the table below, benefits and risks for the following policy options are analyzed: 1) status quo (keeping current legal framework only for youth volunteering); 2) normative option (Amendments of current

regulatory/normative instrument, particularly of current Administrative instruction on volunteer work) and 3) normative option (adopting new integral Law on volunteering).

For each option, there are non-regulatory instruments designed for awareness raising, training, improving monitoring, and developing funding schemes for supporting the volunteering sector.

	Benefits	Risks
<p>Option 1: Status quo (keeping current legal framework only for youth volunteering)</p>	<ul style="list-style-type: none"> No risks or costs related to possible legal changes (lack of political will, inadequate amendments of law, etc.) Legislation promotes youth volunteering, with institutional involvement of Ministry of Youth, Culture and Sports and municipalities Defines basic rights and obligations of volunteers and organizers of volunteering 	<ul style="list-style-type: none"> Without adequate legal changes, it might be difficult to create comprehensive framework for supporting volunteering Other categories of volunteering are not addressed by any law Administrative procedures for organizations recruiting the volunteers are complicated and burdensome for CSOs
<p>Option 2: Amendments of current regulatory/normative instrument (including the changing of the current Administrative instruction on volunteer work)</p>	<ul style="list-style-type: none"> Overcoming key weaknesses in current Administrative instruction on youth volunteer work 	<ul style="list-style-type: none"> Inadequate amendments, without prior evaluation of effects of implementation of current Administrative instruction on youth volunteer work Partial intervention and postponing the establishment of comprehensive approach to volunteering In view of recent adoption of new AI 1/2016 on Youth Voluntary Work (in December 2016), it is not likely that the AI will be reviewed soon.
<p>Option 3: New regulatory, normative act (adopting new integral Law on volunteering)</p>	<ul style="list-style-type: none"> Establishing comprehensive legal framework for volunteering of all age groups Addressing weaknesses identified in the youth volunteer work AI implementation 	<ul style="list-style-type: none"> Lack of political will for adopting new Law Inadequate preparation of the new Law without prior evaluation of implementation of current legislation

Appendix 2: Amended Regulation

This appendix outlines a general overview of the differences between the new Administrative Instruction (01/2016) and the old Administrative Instruction (10/2010) on Youth Voluntary Work. In the following sections, direct references are made to the amended and supplemented provisions (per Article). In addition to a generic analysis of the new versus old AI, please refer to the matrix presented in Appendix 1 for a more detailed comparative analysis by juxtaposing certain articles per 2010 and 2016 administrative instructions (unfortunately translated in bad English).

Key changes that been highlighted in this legal analysis are summarized as in the following:

- Introduction of the online platform system also referred to as PDV. This will enable volunteers to verify their records of volunteer activities and print certificates at any time.
- Added provisions on reimbursement, registration and recognition of volunteer work. Please refer to the following sections or the matrix on these provisions.
- Supplemented articles regulating the online platform (10), committee for volunteer work (11), and selecting and announcing of the volunteer of the year (12).

(Article 2) Definitions

Expressions/definitions in the new AI (2016) have slightly changed. New provisions have been added as in the following:

- General information on how voluntary experience is defined (Article 2.4)
 - Previously there were more specifics on how voluntary experience is defined.

- Youth voluntary work recognized through a generic “certificate of recognition.” (Article 2.5)
 - Previously it was recognized as more detailed “booklet”.

(Article 3) Rights & Obligations of the Organizer

The rights and obligations of organizers of voluntary work have slightly changed as in the following.

- More clarity on the terms: job safety and work conditions (Article 3.5)
 - In the previous AI, there was more ambiguity on the terms
- Reference to the electronic system PDV for registration and verification (Article 3.8)
 - In the previous AI, there was no reference to PDV
- Lack of recognition of volunteers under age 16 (Articles 13-14) but comparatively more detailed in regulating (a) hours per age, and (b) permission required from parent/custodian to volunteer. Also, less hours permitted for volunteer work of those under age 18 (not more than 26 hours per month).
 - Previous AI recognized volunteers under age 16 with a legal prior consent and certified by the Municipal Court.
- Three additional clauses added:
 - (Article 3.17) Volunteers should be reimbursed by the provider for volunteer work for any expenses incurred during their involvement in volunteering activities.
 - (Article 3.18) To ensure that volunteer records will be stored in accordance with the Law on Protection of Personal Data.

- (Article 3.19) One year voluntary work experience shall be recognized if the youth under 18 carries over 222 hours of work, and the youth over 18 if he/she manages to carry out over 1107 hours of volunteer work per year.

(Article 4) Rights & Obligations of the Volunteer

No changes have been made to the new AI with the exception of supplemented provisions as in the following:

- (Article 4.8) To require that his voluntary work is registered in the electronic system PDV.
- (Article 4.9) Youth voluntary work shall not be recognized in case their activity is related to the promotion of any political or religious ideologies and other works that are contrary to the applicable law in Kosovo.

(Article 5) Registration of Volunteers

In this article, there is no reference to the Department of the Youth (of the Ministry) in terms of administering records as it has been previously regulated.

(Article 7) Maintaining Registers

The online platform for voluntarism is regulated under this article which puts increased responsibility on the organizer (versus the Directorate of the Youth as per the previous AI). In the previous AI, the written request for a booklet went through the Directorate of Youth (Municipal Level) to the Department of Youth (Central Level/Ministry). This also required setting reporting mechanisms (by law) between the municipal and central level (in quarterly basis). That is how the database was kept on. However, now with the new system/AI, the organizer is required to report (i.e. personal information of volunteers, and time & nature of volunteering activities) through the online platform maintained by the Department of Youth.

(Article 8) Compensation for Damage

Additional clauses have been made in the case the organizer of the volunteer work will lose the right for a certain period of time to engage new volunteers if the following:

- Does not register volunteers in the electronic system PDV or registers volunteers without relevant evidence/proof.
- In case it is proved that the organizer has intentionally abused the volunteer workers.
- In case the organizer does not provide convincing evidence that they have taken concrete action to prevent the abuse of volunteer workers.

Appendix I: Matrix of Legal Comparison

	Article	AI (2010)	AI (2016)
Definition	2.4	Experience of youth voluntary work means the engagement of the new volunteers of the complete work at least 43 hours per month. Work completed over then 86 hours per month should be justified in writing by the Organizer of voluntary work.	Voluntary experience of youth is the commitment of a youth in a voluntary activity for the benefit of the society.
	2.5	Booklet for volunteer work is a public document that can only be issued by the Department of Youth, which contains details of volunteers, organizers of volunteer work, and duration of volunteer work. This document will be available only with identification document.	Certificate of recognition of voluntary work is the public document issued in electronic form by the Department of Youth of the Ministry of Culture, Youth and Sports
Rights & Obligations of the Organizer	3.5	To inform and provide necessary tools means for work for adequate protection depending on the needs and abilities of voluntary having regard to the nature of work that he/she will complete.	To provide the necessary working tools, to provide job safety, and working conditions according to the legislation.
	3.8	To register and verify the booklet voluntary work including working voluntary hours	To register and verify the voluntary work including working hours in the electronic system PDV.
	3.13	N/A * Under age 16 need a legal consent	To ensure that youths under age of 18 will not be engaged in volunteer work more than 26 hours per month or 312 hours per year (while ages 18-24 will not be engaged more than 130 hours per month or 1560 hours per year).
	3.14	To ensure that youth under age 18 years old will not engage in voluntary work more than 86 hours per month.	Youth voluntary work under 18 is prohibited during their regular education process, except in cases it is permitted in written by teachers or parents or other legal custodians to be involved in volunteering activities.
	3.17	N/A (previously not regulated)	Volunteers should be reimbursed by the provider for volunteer work for any expenses incurred during their involvement in volunteering activities.
	3.18	N/A (previously not regulated)	To ensure that volunteer records will be stored in accordance with the Law on Protection of Personal Data.
	3.19	N/A (previously not regulated)	One year voluntary work experience shall be recognized if the youth under 18 carries over 222 hours of work, and the youth over 18 if he/she manages to carry out over 1107 hours of volunteer work per year.

	Article	AI (2010)	AI (2016)
Rights & Obligations of the Volunteer	4.8	N/A (previously not regulated)	To require that his voluntary work is registered in the electronic system PDV.
	4.9	N/A (previously not regulated)	Youth voluntary work shall not be recognized in case their activity is related to the promotion of any political or religious ideologies and other works that are contrary to the applicable law in Kosovo.
Registration of Volunteers	5.3	Organizer of the volunteer work is obliged that register and copy of the agreement, to delivery at the Directorate of Youth of the relevant municipality.	The organizer of the voluntary work is obliged to keep the registers and a copy of the agreement as well as hours of volunteer activity in their archive, and to forward another copy to the volunteer.
Maintaining Registers	7.1	Directorate of Youth in relevant municipality presents a written request to the responsible office of the Department of Youth, to get a certain number of booklets.	The organizer of the volunteer work is obliged to be registered in the platform for voluntarism through online application with accompanying identification documents as a legal or physical entity.
Compensation for Damage	8.4.3	N/A (previously not regulated)	Does not register volunteers in the electronic system PDV or registers volunteers without relevant evidence/proof.
	8.4.4	N/A (previously not regulated)	In case it is proved that the organizer has intentionally abused the volunteer workers.
	8.4.5	N/A (previously not regulated)	In case the organizer does not provide convincing evidence that they have taken concrete action to prevent the abuse of volunteer workers.

Appendix 3: Public Opinion Survey

Introduction

Hello, this is _____ from _____.

We are conducting a survey of Kosovo citizens' motivation for volunteering, on behalf of the Office of Good Governance of the Prime Minister Office and EU Technical Assistance Project „*Support to the Implementation of the Government Strategy for Cooperation with Civil Society.*”. The results of this survey will be used to create an integrated approach of Kosovo Government support to the development of volunteering.

In contemporary societies, the volunteering is considered to be voluntary and free investment of time, knowledge and skills to perform the services or activities for the benefit of another person or in public benefit purposes. It is an expression of civic awareness about values of giving, contributing and helping other individuals and the community.

We would like to kindly ask you to respond to several questions about motivation for volunteering, awareness about existing opportunities for volunteering in institutions and civil society organizations as well as on other subjects related to volunteering.

The survey is anonymous. Your answers will be kept strictly confidential and will be used only for statistical purposes. While your participation is voluntary, your assistance is essential if the survey results are to be accurate. The survey results will be presented at the conference organized in January, as well as at the session of the National Council or Development of Volunteering.

It will take you 15 minutes to answer all the questions.

Thank you for participating in the survey.

1. Have you ever heard about volunteering?

- a) Yes [Please give a short definition _____]
- b) No [**Skip to Q3**]

2. Where did you first hear about volunteering:

- a) In primary school
- b) In high school
- c) In university
- d) In work environment
- e) From family
- f) From friends
- g) From word of mouth
- h) Non-governmental organisations/community associations
- i) Other, please specify where: _____

3. Do you think that the voluntary work is beneficial to the community?

- a) Yes, it is very beneficial
- b) It is somewhat beneficial
- c) No, it is not beneficial [**Skip to 3b**]
- d) I do not know [**Skip to Q4**]

3a. Why do you think it is beneficial? [Do not read answers]

- a) Volunteers transfer needed skills/assistance to the community
- b) Satisfies one's altruism
- c) Develops emotional intelligence
- d) Develops situational creativity and problem-solving skills
- e) Provides necessary work experience to apply for jobs
- f) Other, please specify where: _____

3b. Why do you think it is not beneficial? [Do not read answers]

- a) People are not committed when volunteering, therefore they are not efficient
- b) Community does not get seriously people who volunteer
- c) People who volunteer are not professional, they lack of proper skills and knowledge
- d) Intermediary groups/organizers of volunteering keep the placement money for themselves
- e) Other, please specify where: _____

4. Have you ever had an opportunity to volunteer?

- a) Yes
- b) No [**Skip to Q7**]

4a. If yes, in what area did you volunteer?

- a) I volunteered in institution that care for elderly
- b) I volunteered in institution that care for people with special needs
- c) I volunteered in institution that care for people with mental health issues
- d) I volunteered in schools and/or kindergartens
- e) I volunteered in programs of associations/NGOs
- f) I volunteered p in activities of mosque or church
- g) I volunteered in political party, without compensation
- h) I participated in the preparation of an event (eg. Concerts, races, performances) free of charge, or with minimal fee
- i) I worked free of charge in order to gain experience and obtain employment
- j) Other, please specify which: _____

5. For how long have you been volunteering?

- a) Less than one month
- b) 1-3 months
- c) 4-6 months
- d) 7-9 months
- e) 10-12 months
- f) More than one year
- g) Other, please specify: _____

6. Do you consider your environment to recognize/appreciate volunteering?

- a) Yes, it does recognize/appreciate it
- b) It only partially recognizes/appreciates it
- c) No, it does not recognize/appreciate it

7. Would you like to get involved in volunteering activities?

- a) Yes
- b) No **[Skip to 7b]**
- c) I do not know **[Skip to Q8]**

7a. Where would you like to volunteer?

- a) Volunteer in institution that care for elderly
- b) Volunteer in institution that care for people with special needs
- c) Volunteer in institution that care for people with mental health issues
- d) Volunteer in schools and/or kindergartens
- e) Volunteer in programs of associations/NGOs
- f) Voluntarily help in activities of mosque or church
- g) Volunteer in political party, without compensation
- h) Participate in the preparation of an event (eg. Concerts, races, performances) free of charge, or with minimal fee
- i) Work free of charge in order to gain experience and obtain employment
- j) Other, please specify which: _____

7b. What is the main reason for which you do NOT want to volunteer? [Do not read/ Multiple choice answer]

- a) I do not have any financial benefit from volunteering
- b) I do not have any working experience benefit from volunteering
- c) I do not gain any knowledge or skill
- d) It does not personally fulfil me
- e) I consider I cannot give any contribution by volunteering
- f) I am too busy and do not have time for volunteering
- g) I do not have a specific reason
- h) Other, please specify: _____

8. How much time you would be able to dedicate to volunteering? [Choose only one answer]

- a) Every day (several hours)
- b) At least twice a week
- c) Once a week
- d) Once a month
- e) Several times a year
- f) I do not have time

9. Did you complete any training program on volunteering?

- a) If yes, please name the program: _____
- b) No

10. Are you familiar with the legislation regulating volunteering in Kosovo?

- a) Yes (Please give a short information on this legislation _____)
- b) No

11. Is volunteering common in the environment you come from (family, work, social)?

- a) Yes
- b) No

12. I volunteer because [Multiple choice answer]:

- a) I want to help those in need
- b) I myself (or someone in the family) also needed others' help
- c) I have enough free time
- d) I feel useful
- e) I acquire new knowledge and skills
- f) I am in a position to meet new people
- g) I get necessary work experience to apply for jobs
- h) Other, please specify which: _____

13. In which areas do you think volunteering is mostly needed in Kosovo?

- a) Health
- b) Education
- c) Social Welfare
- d) Culture, Youth, Sports
- e) Environment Protection
- f) Politics
- g) Other area (Please, specify: _____)

14. If I had an opportunity to invite others to engage in volunteering, I would tell them the following:

- a) Volunteering improves your skills and knowledge
- b) Volunteering provides you with more working opportunities
- c) Volunteering makes you more useful
- d) Volunteering makes you a better person
- e) Volunteering makes you more sociable
- f) Volunteering helps solving community issues
- g) Volunteering improves the situation of people in need
- h) Other, please specify: _____

Demographics

D1. (SEX)

- a) Male
- b) Female

D2. (AGE) (years) |_|_|

D3. (MARITAL STATUS) Currently you are...

- a) Married
- b) Not married
- c) Divorced
- d) Widow
- e) Free cohabitation
- f) NA

D4. (EDUCATION) How many years of school did you graduate?

- a) Completed school years [completed years to be recorded by numbers 0 up to 12] |_|_|
- b) High school [code 13] |_|_|
- c) Student [code 14] |_|_|
- d) Faculty (graduated) [code 15] |_|_|
- e) Master (post-graduated) [code 16] |_|_|
- f) Doctorate [code 17] |_|_|
- g) NA

D5. (ETHNICITY) Which is your ethnicity/what group do you belong to?

- a) Albanian
- b) Serb
- c) Bosnian
- d) Goran
- e) Turk
- f) Roma
- g) Ashkali
- h) Egyptian
- i) Other. Which? _____
- j) DK/NA

D6. (FAMILY) How many members your family does have? |_|_|

D7. (EMPLOYMENT)

- a) Unemployed (looking for work)
- b) Unemployed (not looking for work)
- c) Working in public sector
- d) Working in private sector
- e) Employed from time to time
- f) Pensioner
- g) Housewife
- h) Student/ pupil
- i) Other. What? _____
- j) DK/NA

D8. (PERSONAL INCOME) Could you tell us how much did you earn monthly (in average) during last three months?

- a) I did not earn at all
- b) Specify _____
- c) DK/NA

D9. RESIDENCE: 1.Urban 2. Rural

D10. REGION [Codes: 1- Pristina, 2-Mitrovica, 3-Prizren, 4-Peja, 5-Ferizaj, 6-Gjakova, 7-Gjilan] |_|_|

D11. MUNICIPALITY _____

Appendix 4: Civil Society Survey

Introduction

Thank you for agreeing to take part in this important survey as part of the EU Project, "Support the Implementation of the Government Strategy for Cooperation with Civil Society." The survey offers an excellent opportunity to civil society organizations (CSOs) to share their experiences and concerns about volunteerism and current challenges that represent barriers to volunteering in the civil society sector. The survey will be responsibly implemented and ultimately used as a measurement tool of facilitating a process of creating a comprehensive legal framework for the development of volunteering. The EU acknowledges the efforts of local stakeholders including the government and CSOs of protecting and promoting the rights of volunteers. The project aim is to contribute to these efforts by identifying main challenges to voluntarism from both the legal and practical perspective and promoting the highest standards of volunteerism in line with the best EU practices and guidelines.

Terms and Definitions

For the purposes of the implementation of this survey, please note the following definition of terms:

Civil Society Organizations (CSOs) – refers to an aggregate of non-governmental organizations and institutions that manifest interests and will of citizens.

Volunteerism – defined as the practice of being a volunteer or of using volunteers, as, *without pay*, in organizations such as CSOs intended to promote the improvement of the social wellbeing.

Identification Questions

This part of the survey will concentrate on identifying the respondents prior to having them answer the types of questions. It is important to understand the demographics of the sample.

1. In which region does your organization operate? If more than one region applies, please circle multiple options:

- Ferizaj
- Gjakova
- Gjilan
- Mitrovica
- Peja
- Prishtina
- Prizren

2. What is your NGO registration status?

- Foundation
- Association
- Don't know

3. In what sector or field of work does your organization operate? Please circle multiple options if applicable in your organization:

- Education
- Health
- Culture
- Youth
- Sports
- Democracy
- Social Wellbeing
- Policy Development
- Research
- Environment
- Community Work
- Religion
- Political Parties

3 (a) If other, please specify: _____

4. How many employees work in your organization?

- [1 to 3]
- [4 to 8]
- [9 to 15]
- [16 to 24]
- [25 and above]

Volunteer Work in Your Organization

5. Do you engage volunteers in your organization?

- Yes
- No

If your answer is "no," please answer only questions from 22 to 27.

6. How many volunteers has your organization engaged in the last 12 months?

[None] [1 to 10] [11 to 20] [21 to 30] [31 to 40] [41 to 50] [51 and above]

6 (a) Does that count interns/practitioners? Yes or No

6 (b) If yes, how many of them were interns: _____

7. In the last 12 months, has your organization taken any voluntary activity/initiative?

Yes

No

7 (a) If yes, specify how many initiatives approximately (*in numbers*): _____

7 (b) If yes, how many days did each initiative last (*on average*)? _____

8. What has been the age range of volunteers in your organization? Please circle any age range number which applies to your organization:

[Below 16] [16 to 18] [19 to 24] [25 to 32] [33 to 40] [41 to 50] [51 to 64] [Above 64]

Legal Perspective

This section is concerned about the experiences and challenges CSOs experience when it comes to the legal framework on volunteerism.

9. In your opinion, to what extent is volunteerism regulated by the state? (Opinionated Question)

Well regulated

Regulated

Unregulated

Extremely unregulated

Don't know

Irrelevant

10. How favorable is the legal framework when it comes to engaging volunteers in your initiatives?

Favorable

Somewhat favorable

Not favorable

Not relevant

Don't know

11. Is there any restriction which prevents your organization from volunteering opportunities?

- Yes
- No
- Don't know

11 (a) If yes, please specify which restriction/s prevent you from conducting volunteering activities:

12. Has your organization met any difficulty or problem as a result of any legal or policy bias?

- Yes
- No
- Don't know

12\ (a) If yes, please elaborate in few sentences of what the problems were:

13. What are some of the requirements your organization satisfies when engaging volunteers? Please circle one or multiple options which apply to your organization:

- Sign an agreement which specifies the duties and obligations of the volunteer
- Provide adequate training in order to carry out the work in the organization
- Register and verify the volunteer work in the database platform
- Issue a certificate of recognizing all the volunteer activities, trainings and performance
- Reporting to the state (in any form) on volunteering activities and/or volunteers
- Reimburse volunteers for any expense incurred during their involvement in volunteering
- This question is irrelevant since our organization does not engage volunteers

13 (a) If additional requirements apply to your organization, please specify in the following:

Practical Perspective

This part of the questionnaire is concerned about the patterns of **experiences** that organizations have or do not have as far as engaging in volunteering.

14. How satisfied are you with the civil society's role in promoting voluntarism?

- Completely satisfied
- Quite satisfied
- Neither dissatisfied or satisfied
- Quite dissatisfied
- Completely dissatisfied

15. What is one of the most important objective in your mission in terms of engaging volunteers?

- Improve living standards of the people
- Development of the organization in general
- Provide solutions to problems in the community
- Increase capacities of young generations
- Leading to employment opportunities for volunteers
- Help the organization gain recognition
- None of the above

16. What is the main benefit your organization gains from engaging volunteers?

- Sense of purpose to help
- Organizational development
- Creativity boost
- Donor recognition
- Networking opportunities
- None of the above

17. Are there any incentives that you get from the state for engaging volunteers?

- Yes
- No
- Don't know

17 (a) If yes, please specify which incentives does your organization get from the state:

18. What are some of the means of recognizing or rewarding volunteers in your organization? Please one or multiple circle multiple options which apply to your organization:

- Financial rewards
- Professional reference letter
- Skills they develop in the organization
- Certificate of recognition
- Annual volunteering awards
- Educational gains
- Study visits
- Job opportunities
- Increase decision-making power
- Networking opportunities

18 (a) If other, please specify: _____

19. Does your organization provide training opportunities to volunteers?

- Yes
- No

19 (a) If yes, how many days of training in a year (in total for all volunteers)? Please circle only one option:

- [1 to 10 days]
- [10 to 20 days]
- [20 to 30 days]
- [30 to 60 days]
- [More than 60 days]

20. Does your organization have internal policies of recruiting and retaining volunteers?

- Yes
- No
- Don't know

21. In what way or form does your organization engage volunteers? Please circle one or multiple options which apply to your organization:

- According to the project needs
- In regular intervals (e.g. every three months)
- Depending on the community needs and demands
- Depending on the circumstances and emergencies
- For purposes of conducting field research
- None of the above

21 (a) If other, please specify: _____

Follow-Up Perspective

This section is probably most challenging since it aims at receiving input from civil society on how to go about voluntarism in general.

22. Do you believe that the law should regulate volunteerism more or less?

- More
- Less
- Don't know

23. To what extent you think volunteerism should be regulated? Please choose one or multiple options which apply to your opinion:

- Define what volunteer work or volunteerism entails
- Set the age limitations for volunteering
- Limit the scope of work for volunteers depending on the kinds of activities
- Regulate the number of hours volunteered for the month
- Define mechanisms of reporting to state authorities
- Set clear requirements for registration and verification of volunteers
- Regulate means (e.g. certificate) of recognizing volunteer work
- Set provisions for reimbursing volunteers for their engagement

23 (a) If more options, please explain what else could be regulated:

24. Do you think there should be an upper age limit to volunteer work?

- Yes, there should be an upper age limit
- No, there should not be any upper age limit
- Don't know

24 (a) If yes, please circle the maximum age limit for volunteers:

[30] [40] [50] [60] [70] [80+]

25. Do you think there should be a lower age limit to volunteer work?

- Yes, there should be a lower age limit
- No, there should not be a lower age limit
- Don't know

25 (a) If yes, please circle the minimum age limit for volunteers:

[14] [16] [18] [20] [22] [24+]

26. Do you think volunteers should get paid?

- Yes
- No
- Don't know

27. If volunteering is regulated by law, do you think volunteering should be recognized as work experience?

- Yes, volunteering should be recognized as work experience.
- No, volunteering should not be recognized as work experience.
- Don't have a position for this question.

Appendix 5: Interview Questionnaire

The interview questionnaire is designed to be used for interviewing a short-list of civil society organizations (CSOs) and respective institutions who are well informed about volunteering programs. The general questions are presented in the following. Depending on the content during the interview discussions, there have been sub-questions asked for each question to get in more depth about the subject matter.

Internal Resources

To what extent does the legal framework provide an environment conducive to volunteerism?

To what extent do organizers (e.g. CSOs) have adequate resources to engage volunteers?

Institutional Accountability

To what extent are there rules and laws governing/regulating volunteerism in the country?

To what extent is there effective regulation of volunteerism in practice?

Integrity Mechanisms

To what extent are there mechanisms in place to ensure the integrity in conducting volunteering work?

To what extent is the integrity ensured in practice when engaging volunteers in certain activities?

Appendix 6: Interview Respondents

The list of the interview respondents consists of representatives from civil society organizations and public institutions (respective Ministries).

#	Name & Surname	Institution/Organization
1	Afrim Maliqi	Handikos
2	Agron Demi	GAP Institute
3	Ajete Kerqeli	Democracy for Development
4	Dardan Kryeziu	CiviKos Platform
5	Edi Shyti	Rotary Foundation
6	Hajrulla Çeku	Ec Ma Ndryshe
7	Laura Kryeziu	Citizens Corp
8	Mentor Morina	Ministry of Labor and Social Welfare
9	Mustaf Kadriu	Ministry of Education, Science and Technology
10	Petrit Tahiri	Kosovo Education Center
11	Reimonda Hoxha	Citizen Corps
12	Rozafa Ukimeraj	Ministry of Local Government Administration
13	Valon Nushi	Innovation Lab
14	Zef Shala	Mother Theresa Society



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