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The voluntary welfare associations in Germany: An overview

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Arnold Knigge
The Voluntary Welfare Associations in Germany
– An Overview –



Bundesverband e.V.

See a need and act on it.
C a r i t a s



ZeS-Arbeitspapier Nr. 03/2009

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Summary

The traditional role of voluntary welfare associations has changed and will change further on. Recent legislation strongly influenced by the European Union largely abolished their prominent and privileged role in corporatism. The traditional way of co-operation was substituted with new forms of welfare-mix and welfare-pluralism including more and more other private non-profit, but also for-profit providers of social welfare and services.

Partly the voluntary welfare associations have already adjusted themselves to these new problems and challenges. Main tasks however still must be fulfilled to find the future role under changed framework conditions:

- The new balance of different interests of traditional member organizations and providers of social services,
- the maintaining of the leading role as providers of social services in the “new world” of welfare-pluralism and market-orientation and
- the necessary integration of new approaches of self-help, voluntary and charity work.

Inhalt

Die traditionelle Rolle der Freien Wohlfahrtspflege hat sich verändert und wird sich weiter verändern. Die Gesetzgebung der vergangenen Jahre, die stark von der Europäischen Union beeinflusst wurde, hat ihre hervorgehobene und privilegierte Stellung im korporatistischen System beseitigt. Die traditionelle Kooperation wurde durch neue Formen des Wohlfahrtsmix und Wohlfahrtspluralismus ersetzt, zu dem immer mehr andere gemeinnützige, aber auch gewerbliche Anbieter sozialer Dienste gehören.

Teilweise hat sich die Freie Wohlfahrtspflege schon auf diese neuen Probleme und Herausforderungen eingestellt. Viele Aufgaben müssen aber in der Zukunft unter veränderten Rahmenbedingungen noch in Angriff genommen werden:

- Eine neue Balance unterschiedlicher Interesse von traditionellen Mitgliederorganisationen und Anbietern sozialer Dienste,
- die Behauptung der führenden Rolle als Anbieter sozialer Dienst in der „neuen Welt“ von Wohlfahrtspluralismus und Marktorientierung und
- die notwendige Integration neuer Ansätze von Selbsthilfe und bürgerschaftlichem Engagement.

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Introduction

The voluntary welfare associations play traditionally an important role in the German welfare state, particularly in providing social services in different areas of the local social policy. As part of the Third sector they have undergone many changes in the past and are facing many problems and challenges at present and in future. If the voluntary welfare associations want to maintain their leading role in the sector of social services and health they have to continue and reinforce the profound process of change.

In the following the voluntary welfare associations and in particular the five central charity organizations will be introduced with their specific character, structure, establishments and employees and the framework conditions and challenges they have to tackle.

1. The Third Sector

1.1 Definition

The term „*Third Sector*“ comprises all organizations which are established between the first sector (state), second sector (market) and the primary communities (family, friends).¹

In *Germany* the big corporations like churches, welfare associations, trade unions and the diverse clubs, associations, societies, foundations, initiatives, self-help-groups and projects including all organizations recognized as charitable by the tax office are considered to belong to the Third Sector.²

There are five *core structural or operational features* distinguishing the Third Sector from other types of social institutions:³

- formally constituted in the sense of institutional permanence,
- non-governmental in basic structure, i. e. organizationally separate from government,
- self-governing, i.e. legally independent and self-regulating internal affairs, independent decision-making,
- nonprofit-seeking and nonprofit distributing, i. e. not mainly oriented towards profit-making, and not distributing surplus among the proprietors or members,

¹ See to the definition and categorization: Anheier/Salamon 1993: 2-15; Zimmer/Priller 1997: 249-279.

² With regard to the results and principal findings of the German part of the Johns Hopkins Comparative Nonprofit Sector Project - JHP: Priller/Zimmer/Anheier/Toepler/Salamon 1999: 100-115; Priller/Zimmer 2001: 200-226.

³ Salamon/Anheier 1992:1; Anheier/Salamon 1993: 4; Anheier/Priller/Seidel/Zimmer 1997: 15; Betzelt 2001: 26.

- voluntary to some meaningful extent, i.e. non-compulsory but including voluntary monetary or non-monetary contributions.

Several *terms for naming* these organizations are in use:⁴

- nonprofit or charitable,
- voluntary or non-statutory,
- independent or non-governmental entities.

In *Germany* the following *types* are defined as Third Sector organizations:⁵

- associations, either incorporated or unincorporated,
- public law corporations,
- public and private law foundations,
- limited liability companies,
- cooperatives,
- communal economy corporations and
- non-commercial organizations.

The main findings of the *German study of the Johns Hopkins Comparative Nonprofit Sector Project* are:⁶

- The Third sector is rich in tradition, mainly active on the local level, preferably organized in associations and characterized by a high degree of internal networking in umbrellas or federations.
- There is a trend of „merging“ in the Third Sector.
- The financial mix is not generally predominated by public revenues; membership fees are partially important too.
- The financial situation is problematic (decline of municipal support and high human resource costs).
- The preferred strategies in financially difficult times are political lobbying and claiming support from the respective federations.
- Another consequence of declining public resources is the trend of expecting more revenues from market activities.
- The employment trend is towards flexibility of work.

⁴ Betzelt 2001: 26.

⁵ Salamon/Anheier 1993: 24; Anheier/Priller/Seidel/Zimmer 1997: 15.

⁶ Zimmer/ Priller 1999: 3-5, translated by Betzelt 2001: 43; Anheier/Priller/Seidel/Zimmer 1997: 13-22; with regard of a profile of the Third Sector in West Germany see: Anheier in: Anheier/Seibel 1990: 319-329.

-
- Voluntary work is still a relevant resource.
 - Generally the organizations are expecting an increasing relevance of the Third Sector for the future.

1.2 Framework Conditions

The following framework conditions are relevant for the Third Sector and in particular the voluntary welfare associations in *Germany*:

- the legal framework surrounding voluntary social services and welfare.
- the development within the EU, in particular with regard to the competition rules.
- the fundamental economic and societal changes the Welfare State is facing.

According to the *Basic Law* Germany is a *social state*. This principle is a fundamental decision on basic values in society. The creation of a fair social order involves the efforts of the voluntary welfare.

Partnership and cooperation between public and voluntary welfare agencies is governed by the *Social Code* and the special legal arrangements for the area of child and youth welfare and welfare assistance. This cooperation follows the *subsidiarity* principle which assigns priority to private non-profit provision over public provision of welfare and social services linked with a general state guarantee of financial support.⁷

Typical of the legal framework surrounding voluntary social services in Germany are:

- a *pluralistic offer* of social services and a person's right to choose a social service („Wunsch- und Wahlrecht“),
- *cooperation* as partners with public funding agencies, in particular municipalities, states and social security,
- respecting the *autonomy* as to objectives and implementation of social assistance before the background of a public service obligation,
- the *conditional preference* given to private voluntary providers vis-a-vis public bodies, with any commercial providers being put more and more on an equal footing with voluntary providers,
- provision of social services on the *basis of agreements* on service types, remuneration and monitoring between the providers of social services and the public funding agencies,
- the *recipients' right to choose* among the contractually bound establishments by entering into an own contract with the service provider,

⁷ Dahme/Schütter/Wohlfahrt 2008:79-81.

- the adequate provision of public resources in favor of the needy being legally entitled to a service (*person-related support*) and/or in the form of payments to the bodies responsible for social services (*object-related support*).

In addition to the framework conditions set by the Federal Republic of Germany the European influence is growing stronger.⁸ The *European Union* sees itself no longer just as an economic and monetary union with an internal market, but more and more as a *European social model*. Hereby access to social services, securing their quality and guaranteeing civil dialogue are becoming more important.

Modernizing social services is one important issue on European level: on the one hand, these services play a vital social cohesion role; on the other, their transformation and job-creation potential make them an integral part of the *Lisbon Strategy*. The conclusions of the European Council in March 2006 confirmed this.

The EU does not have direct competence in the field of social policy. But the *European Social Fund* and other programs support many projects concerned with the quality of services intended to foster social inclusion and integration. And the *Social Dialogue* and the *Open Method of Coordination* are growing to important instruments of European Policy.

The existing EU framework respects the subsidiarity principle but loosened its rigidity. Member States are free to define what they mean by services of general economic interest, or in particular by social services of general interest. But the EU requires Member States to take certain rules into account when they determine the arrangements for applying the objectives and principles they have established, e.g. the *EU competition rules*.⁹

According to these rules state aids distorting competition pursuant to Article 87 ECT are banned in principle. Larger procurements are subject to public invitations to tender. As far as voluntary welfare associations are concerned their services can be subject to these rules. This requires however, that the *activities* are of *economic* nature, e.g. out-patient home-care.¹⁰

The EU Commission delivers periodic reports on this issue and the development of social services.

One example is the Communication of the EU Commission from April 26 2006:¹¹

“Although social services are organized very differently in the EU-Member States, certain general aspects of this *modernization process* can be seen:

⁸ See to the European framework conditions: BAGFW 2002: 17-20, and to the comprehension of the role of the voluntary welfare associations in Europe: BAGFW 2002: 150-153.

⁹ Dahme/ Wohlfahrt 2000: 13-14; Dahme/Schütter/Wohlfahrt 2008: 90-94.

¹⁰ Dahme/Schütter/Wohlfahrt 2008: 93-94.

¹¹ COM (2006) 177 final.

- Introduction of benchmarking methods, quality assurance, and involvement of users in administration,
- *Decentralization* of the organization of these services to local or regional level,
- Development of *public-private partnerships* and use of other forms of complementing public funding,
- *Outsourcing* of public sector tasks to the private sector, with the public authorities becoming regulators, guardians of regulated competition and effective organization at national, local or regional level.

This *more competitive environment* and the taking into account of the specific needs of each person, even those that cannot be met, create a climate favorable to a “social economy”, characterized by the importance of not-for-profit providers but faced with the need to be effective and transparent.“

The German welfare associations are present at *Brussels*. The BAGFW is member of the Economic and Social Committee of the EU. And due to the grown European influence the central voluntary welfare associations run their own representing *office* in Brussels. The *main tasks* of this BAGFW's office – besides support, preparation and follow-up – are:¹²

- safeguarding the common interests (lobbying),
- processing and coordinating the social policy actions with regard to the related EU support schemes,
- supporting and coordinating the cooperation with charitable associations in other EU members states,
- coordinating the associations' actions with a European dimension.

The *Changes the Welfare State* is facing are important framework conditions for the Third Sector and in particular for the voluntary welfare associations too:¹³

- unemployment and structural changes in *labor*,
- *demographic* Changes of the society,
- *individualization* and *multiplicity* of lifestyles,
- *societal integration* of migrants and foreigners,
- development of *self-help* and *charity* and *voluntary work*,
- decrease in *state resources*,
- rise of individual poverty and social exclusion.

¹² <http://www.bagfw.de/?id=972> (last direct access: July 9 2009).

¹³ With regard to the process of changes the whole Third sector is going through: Priller/Zimmer 2001: 199-200.

2. The Voluntary Welfare Associations in Germany

2.1 General Information¹⁴

The *voluntary welfare associations* belong to a specific subsector of the Third Sector¹⁵ which strongly depends on the welfare state and public resources. With regard to their economic performance and their labor force and the social services dominance in the nonprofit scene¹⁶ these associations form the „lion`s share of intermediaries“¹⁷ in Germany, similar to other western European countries, but unlike the all-country average.¹⁸

The voluntary welfare associations mainly cover the categories *health and social services* of the twelve macro-categories of the International Classification of Non-Profit-Organizations (ICNPO).¹⁹

The organizations of the voluntary welfare associations are multi-functional²⁰ and represent diverse worldviews or religious motivation and objectives. They regard themselves as the voice of the underprivileged, representing their interests within society as the following excerpt from an information brochure of the central voluntary welfare associations shows:²¹

The voluntary welfare associations usually choose the *organizational form* of a regis-

Non-statutory Welfare

<ul style="list-style-type: none"> — Sees itself as an advocate for those people who are poor, ill, disabled, unemployed, homeless, need nursing care, seek asylum, or are socially excluded; — Demands reasonable and social conditions in our society by appealing to the general public, the legislator, the government and administration; 	<ul style="list-style-type: none"> — Contributes towards the qualification of its workers by offering initial and further training; — Promotes an active exchange between the sciences and general practice. Its own practical research furthers the development of social work methods.
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¹⁴ See BAGFW 2002: 8-10.

¹⁵ BAGFW 2002: 91-93.

¹⁶ Priller/Zimmer/Anheier/Toepler/Salamon 1999: 106.

¹⁷ Betzelt 2001: 37.

¹⁸ Priller/Zimmer/Anheier/Toepler/Salamon 1999: 106; to the research of voluntary welfare associations in Germany see: Schmidt 1996: 39-57, and to a comparison of voluntary welfare configurations in Germany, the Netherlands, Great Britain and Sweden: Schmidt 1996: 105-151.

¹⁹ Anheier/Salamon 1993: 10-15; Anheier/Priller/Seidel/Zimmer 1997: 17; Salamon/Anheier 1999: 3.

²⁰ Bäcker/Naegele/Bispinck/Hofemann/Neubauer 2007, Bd. 2: 535-536.

tered association governed by civil law (eingetragener Verein – e.V.), which in its non-profit form enjoys special tax advantages. For their services and establishments they often choose *other legal forms* more appropriate for their increasing entrepreneurial nature, e. g. a private limited company (GmbH or gGmbH on a non-profit basis).

2.2 The Central Organizations

The central organizations have a federal structure: their bodies at the local and national level and the member organizations usually form their own legal entity.

The central voluntary welfare organizations are:²²

Workers` Welfare Service (AWO)²³



- 430.000 members, 100.000 volunteers, 146.000 employees in 14.000 social services and establishments.
- 29 associations on regional and state level, 480 associations on district level and 3800 local clubs.

German Caritas Association²⁴



The organization comprises 27 diocesan Caritas associations, 6 regional associations, 18 professional associations and 8 specialized Catholic charity organizations.

- 24.939 establishments offering more than a million places.
- 520.186 employees (full- or part-time), 500.000 volunteers.

German Red Cross²⁵



- Part of the International Red Cross and Red Crescent Movement.
- 116.211 employees, approximately 400.000 volunteers.

²¹ BAGFW 2003:15. See more detailed: BAGFW 2002: 30-40.

²² See the detailed descriptions of the central associations: BAGFW 2002: 154-193. Bäcker/Naegle/Bispinck/Hofemann/Neubauer 2007, Bd. 2: 537-542; Dahme/Schütter/Wohlfahrt 2008: 100-113; BAGFW 2003: 7-9.

²³ State: 1.1.2005: AWO 2009.

²⁴ State: 2006: Caritas 2009.

²⁵ State: 31.12. 2007: DRK 2009: 49.

Welfare service of the Protestant Church in Germany²⁶



- Members are the social welfare organizations maintained by the 24 United Protestant, Reformed and Lutheran state churches, members of the Protestant Church in Germany, 9 free churches with their social welfare facilities and a variety of some 90 professional associations.
- Together they represent 27.300 independent establishments with more than 1 million places.
- 452.200 employees (full- or part-time).

Association of Non-affiliated Charities



- This organization is grouping independent organizations, establishments and bodies active in social work. It supports and represents 10.000 member organizations in 15 regional associations and over 280 district offices.²⁷
- 169.900 employees are working in 24.000 establishments.²⁸

Central Welfare Agency of the Jews in Germany²⁹



100.000 members in 17 Jewish regional associations, 6 independent Jewish local congregations with 100 Jewish communities (2008: appr. 108.000 members) and the Jewish Women`s Association (1000 members). 50 employees.

The central organizations of Voluntary Welfare are organized in a peak association and work together within the framework of the Federal Association or Consortium of Voluntary Welfare (*Bundesarbeitsgemeinschaft der Freien Wohlfahrtspflege – BAGFW*).

These organizations were founded in the nineteenth and early twentieth century and look back over a *long tradition*.³⁰

- 1848: Appeal to create the Central Committee for the Home Missions of the German Protestant Church, the precursor of today`s welfare services.
- 1866: Creation of the Patriotic Ladies` associations of the Red Cross, the precursors of the German Red Cross.
- 1897: Creation of the Caritas Association for Catholic Germany.
- 1917: Creation of the Central Welfare Agency of the German Jews.
- 1919: Creation of the Workers` Welfare Service.

²⁶ State: 2002; Institut der deutschen Wirtschaft 2004: 9.

²⁷ State:2009; Paritätischer Wohlfahrtsverband 2009.

²⁸ State: 2002; Institut der deutschen Wirtschaft 2004: 9.

²⁹ ZWST 2009.

³⁰ BAGFW 2003: 25.

- *1923*: Creation of the German League of Non-statutory Welfare Associations, which led after World War II to the federal Association of Non-statutory Welfare.
- *1924*: Creation of the Association of the Non-affiliated Charities.
- *1933-1945*: The National Socialists ban and dissolve or severely limit the activities of most charitable organizations.
- *1945-1989*: The associations resume their work in Western Germany and face limitations to their activities in Eastern Germany.
- *1990 to present*: Union of East and West German welfare organizations.

The history of the Voluntary Welfare Associations reflects important *historical periods* of German history:³¹

- the rapid economic development 1850 and 1900,
- the conflict between *Bismarck* and the Catholic regions of the Reich over education, culture and welfare 1871 to 1891,
- the tumultuous years of the *Weimar Republic* with the Third sector expansion 1918 to 1923,
- the *Third Reich* 1933 to 1945 with the Third Sector contraction and far-reaching levelling and incorporation,
- the development of the *West-German* Welfare State including the expansion of the Voluntary Welfare after World War II and
- the *unification* of West- and East-Germany 1990 and the development of the European Union.

Over the last 200 years this history gave rise to three *crucial principles* that shaped Germany's modern nonprofit sector including the voluntary welfare associations:³²

- the principle of *self-administration* or self-governance,
- the principle of *subsidiarity* and
- the principle of *Gemeinwirtschaft* or *communal economics*.

2.3 Services, Facilities and Employees

Voluntary Welfare is characterized by *independence* and a *partnership* based cooperation with the public social service providers like the State, local authorities and social insurance bodies. The objective is to effectively complement the latter's action in favor of those in need.

³¹ Anheier in: Anheier/Seibel 1990: 317-319.

³² Priller/Zimmer/Anheier/Toepler/Salamon 1999: 104-105.

Basis for this co-operation is the so-called *principle of subsidiarity* which assigns priority to private, non-profit provision over public provision of welfare and social services. This principle – originally a Catholic social doctrine – ³³ became after World War II part of the German social assistance legislation combined with a general state guarantee of financial support. ³⁴

The *services and facilities* of the associations provide different forms of support for persons in need. The services are provided with the help of all *methods of social work* (individual assistance, group work, community outreach) and within the framework of an approach covering everything, from fully out-patient to fully in-patient. ³⁵

The *volunteer services* and *self-help groups* are organized and defined by the volunteers themselves, but they receive support from the associations (e. g. social insurance coverage against accidents or further training).

Examples of services and facilities³⁶:

- provisions for children and young people,
- support for mothers, marriages and the family,
- services for the mentally, physically and emotionally disabled,
- nursing of the sick,
- assistance for elderly people,
- counseling for people in particular social difficulties,
- measures to alleviate the burdens of unemployment,
- provision of social counseling and assistance for people from abroad,
- services for people travelling,
- basic, further and continuing training,
- training voluntary workers and World-wide emergency,
- disaster and reconstruction aid.

According to the last survey of all services and facilities provided³⁷ the voluntary welfare associations were active in many sectors:

³³ Dahme/Schütter/Wohlfahrt 2008: 76.

³⁴ Priller/Zimmer/Anheier/Toepler/Salamon 1999:105; Priller/Zimmer 2001: 212. See to the development of the principle of subsidiarity in the Weimar Republic and after World War II: Dahme/Schütter/Wohlfahrt 2008:76-81.

³⁵ See very detailed: BAGFW 2002: 55-65.

³⁶ BAGFW 2003: 10.

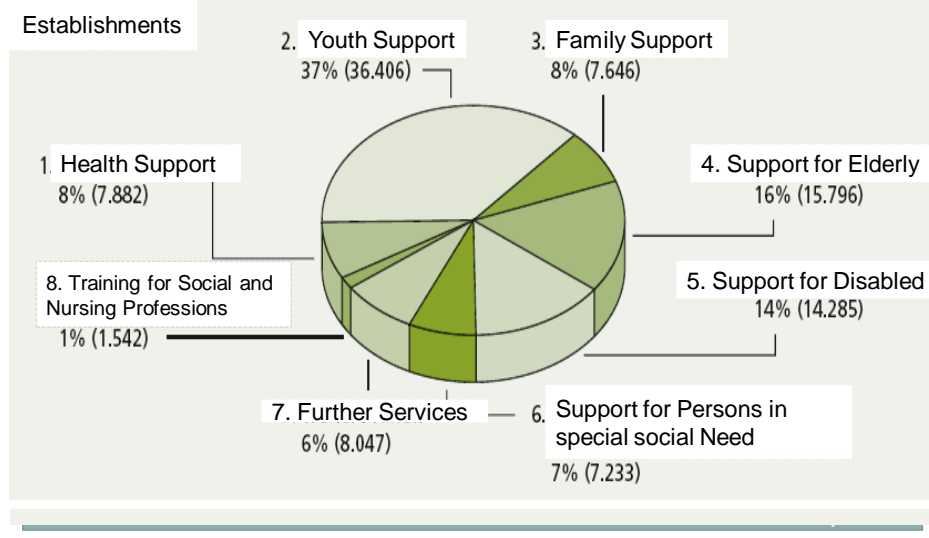
³⁷ BAGFW 2004:14-15.

Services and Facilities of the Voluntary Welfare Associations in 2004

	Establish-ments	Beds/ Places	Em- ployees	Of which part-time
1. Health Support	7.882	227.442	231.792	136.575
2. Youth Support	36.406	1.915.782	146.037	129.023
3. Family Support	7.646	47.208	20.040	47.017
4. Support for Elderly	15.796	517.788	166.474	200.829
5. Support for Disabled	14.285	499.390	133.157	109.673
6. Support for Persons in special social Need	7.233	76.249	15.157	10.882
7. Further Services	8.047	240.209	30.375	21.834
8. Training for Social and Nursing Professions	1.542	95.731	8.218	7.854
Total	98.837	3.619.799	751.250	663.687
9. Groups of Self-Help and Societal Commitment	34.923	–	2.363	4.419
Total incl. Self-Help	133.760	3.619.799	753.613	668.106

The shares of the different sectors are as follows:

Services and Facilities of the Voluntary Welfare Associations in 2004

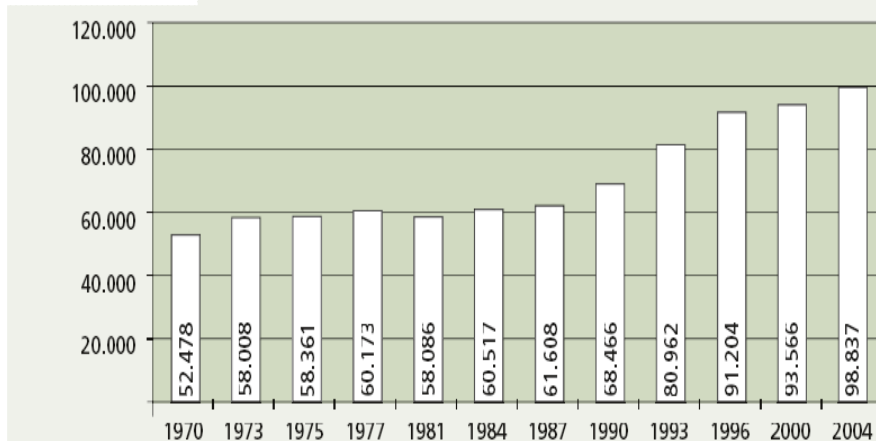


The services and facilities developed quite rapidly within the past decades:³⁸

³⁸ BAGFW 2004:16.

Services and Facilities of the Voluntary Welfare Associations 1970 - 2004

Establishments



As regards the shares of the voluntary welfare associations of the whole welfare market they dominate in providing nursing homes, youth support and support for persons with disabilities.³⁹

Shares of the Voluntary Welfare Associations in %

(Boeßenecker 2007)

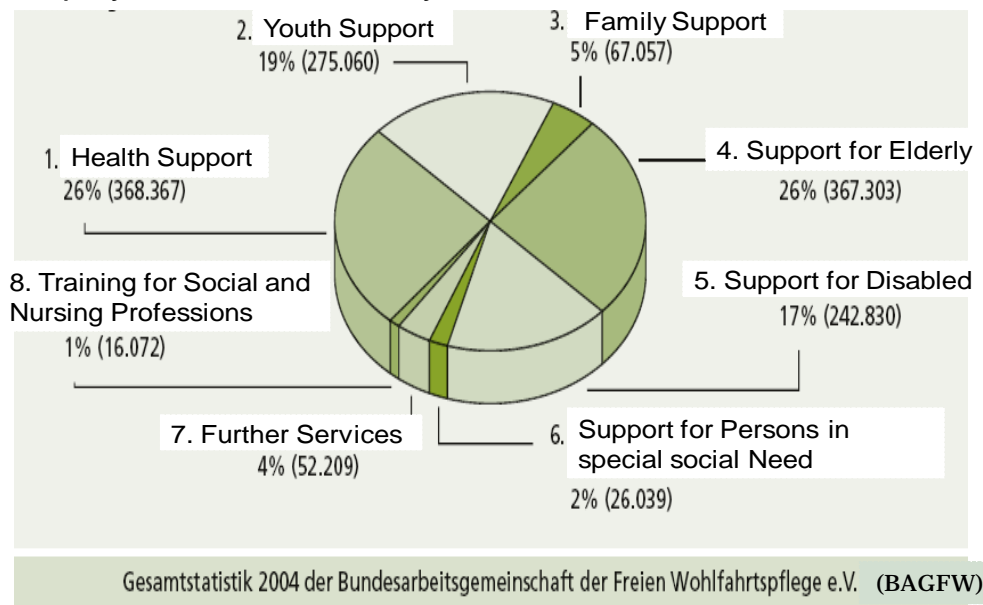
Establishments	Year	Voluntary Welfare In %	Private, for-profit In %	Public In %
Hospitals	2001	40,3	23,5	36,2
Prevention/ Rehabilit.	2001	26,5	57,8	15,7
Nursing Homes	2001	56,0	35,9	8,2
Nursing Services	2001	46,2	51,9	1,9
Youth support	2002	62,2	28,6	9,2
Kindergarten	2002	48,9	10,7	40,4
Support for disabled	2001	83,9	10,8	5,4

More than 1.4 million persons are employed by the voluntary welfare associations:⁴⁰

³⁹ Boeßenecker 2007: 7.

⁴⁰ BAGFW 2004:15.

Employees of the Voluntary Welfare Associations: 1,41 Mio.



The *comparison* of the number of employees of the central voluntary welfare associations with the number of employees of other economic groups shows the relevance of this service sector:

- *Deutsche Post*: 456.716⁴¹
- *Siemens*: 428.000⁴²
- *Daimler*: 273.216⁴³
- *German Caritas Association*: 520.186
- *Welfare Service of the Protestant Church in Germany*: 452.200
- *Workers` Welfare Service*: 146.000
- *Association of Non-affiliated Charities*: 169.900
- *German Red Cross*: 116.211.

In addition to the employees of the voluntary welfare associations there are

- 2.5 to 3 million *volunteers* committed in different areas of activity,⁴⁴
- 70.764 places provided for *community services* as alternative to military service for young men (1.5.09)⁴⁵ and

⁴¹ Average 2008. http://investors.dp-dhl.de/de/investoren/der_konzern/aktuelle_konzernzahlen/index.html (last direct access: July 9 2009).

⁴² 30.9.2008, <https://www.siemens.de/ueberuns/daten/zahlen/Seiten/home.aspx> (last direct access: July 9 2009).

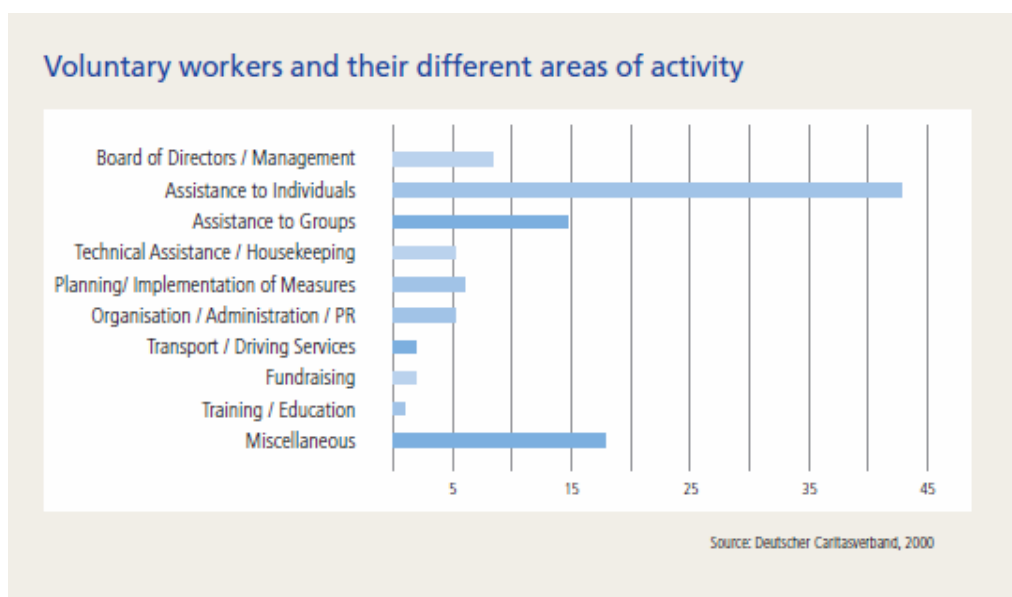
⁴³ 31.12.2008, <http://www.daimler.com/dccom/0-5-7155-49-12898-1-0-0-0-0-0-36-0-0-0-0-0-0-0-0.html>, (last direct access: July 9 2009).

⁴⁴ BAGFW 2003: 17.

⁴⁵ Bundesamt für den Zivildienst 2009: 2; BAGFW 202: 79-81.

- 11.000 places provided for young people in a „*voluntary year of social service*“.⁴⁶

The *voluntary workers* cover different areas of activity:⁴⁷



The *economic importance* of the voluntary welfare associations is considerable:⁴⁸

- annual increase in value: > 50 billion € In Bremen: 3 % of the GDP 2005⁴⁹.
- total volume of income: appr. 70 billion €p.a., 4,5 % of the national wage bill.
- very high employment rate for women (> 70 %) and a high rate of part-time work (41 %).
- predominant funding by the public: > 80 % remuneration for services and grants-in-aid.

2.4 Sources of Financing

Consistent with the principle of subsidiarity the German nonprofit sector including the voluntary welfare associations receives the bulk of its revenue from public sector sources.⁵⁰

⁴⁶ BAGFW 2003: 13; BAGFW 2002: 78-79.

⁴⁷ BAGFW 2003: 17.

⁴⁸ Boeßenecker, 2007:3, BAGFW 2002: 95-97.

⁴⁹ Schneider 2008: 13-14.

⁵⁰ Priller/Zimmer/Anheier/Toepler/Salamon 1999: 109; Priller/Zimmer 2001: 209-220. But in contrast to the voluntary welfare associations only about one-third of all nonprofit organizations in Germany receive the majority of their funding from the public sector: Priller/Zimmer/Anheier/Toepler/Salamon 1999: 113. See to the funding of social service: Dahme/Schütter/Wohlfahrt 2008:114-129.

The sources of financing voluntary welfare services can basically be divided into *three groups*:⁵¹

- remuneration for services,
- public grants-in-aid and
- donations and internal funding

The welfare associations receive *remunerations* in return for services they provide in certain areas (hospitals, nursing homes and out-patient services among others). Either care recipients have to pay themselves (often with a right to reclaim the charges from social welfare), or the public welfare agencies pay directly.

As for funding in the form of *public grants-in-aid*, its legal basis lies in the public-law obligation to provide appropriate support for voluntary welfare agencies.

The public grants-in-aid are financing

- investment aid for the building facilities and
- assistance for their operation.

This funding is in part stipulated in law, and in part furnished according to political judgement. The form and extent of public grants-in-aid varies according to the respective field of work, and depends on the Land, district or municipality responsible.

The traditional sources of income for the welfare associations are the financial and material *donations* from the public appeals, households and street collections. Internally, the associations receive contributions from their own members, friends and supporters.

A further self-financing activity is the sale of *welfare coupons* which contain a surcharge. Revenue from *lotteries* are also important, e. g. the ZDF television lottery “Aktion Mensch”, the ARD lottery “Ein Platz an der Sonne” and the “GlücksSpirale”.

Finally, the voluntary welfare makes a *considerable contribution itself*. First and foremost there is all the work performed by *voluntary helpers*, even if these do not appear on any balance sheets as a financial item. Voluntary work saves enormous amounts of money which would otherwise have to be covered by the public through taxes or insurance contributions.

The different *shares* of financing are:⁵²

- remuneration for services 64,1 %
- public grants-in-aid 20,2 %
- donations 3,2 %

⁵¹ See to the different forms and procedures of funding: Bäcker/Naegele/Bispinck/Hofemann/Neubauer 2007, Bd. 2: 556-560. See the general information on funding: BAGFE 2002: 103-105.

⁵² Boeßenecker 2007: 4.

- internal funding 12,5 %.

These shares change considerably if the value of the voluntary work is taken into account: The share of public funding decreases and the share of internal funding rises.⁵³

During the past years the public grants-in-aid decreased considerably, e. g. the grants-in-aid to the central voluntary welfare associations by the Federal Government:⁵⁴

1990 (DM):	29.000.000
1991:	68.000.000
1992:	55.000.000
1993 and 1994:	42.000.000
1995 (Euro):	19.800.000
2000:	18.400.000
2004:	18.800.000

2.5 Problems and Challenges

Presently and in future the voluntary welfare associations have to deal with the following main *problems* and *challenges*:⁵⁵

- definition of its future role,
- modernization of social services and welfare,
- abolishing of conditional precedence,
- integrating of self-help and voluntary work.

These problems and challenges are very closely linked. The central task behind all the different issues is the search for and the creation of a *new authorization* and a *new identity*.⁵⁶

Concerning their *future role* the multifunctional voluntary welfare associations have to find a new balance between their traditional role and their function as social service provider:⁵⁷

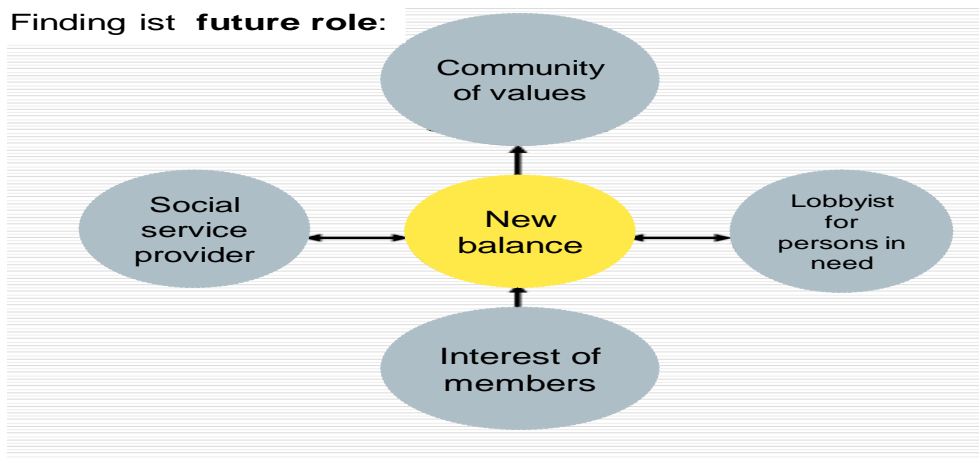
⁵³ With regard to the Third Sector in general: Priller/Zimmer 2001: 210-211.

⁵⁴ Boeßenecker 2005: 258.

⁵⁵ See to new challenges in the context of the European development and the German unification: Schmidt 1996: 157 ff.; Schieche 2008: 6-8. With regard to the change of paradigm from the corporatist to the competitive framework: Dahme 2008: 10.

⁵⁶ Dahme/Kühnlein/Wohlfahrt 2005: 248-253.

⁵⁷ Dahme/Schütter/Wohlfahrt 2008: 95-99; Bäcker/Naegle/Bispinck/Hofemann/Neubauer 2007, Bd. 2: 535-536.



Modernization of social services and welfare:

With regard to the process of *modernization* of social services and welfare current *strategies* which are also aimed at reducing or limiting the costs of this sector play a dominant role:⁵⁸

- A newly organized *competitive system* is to provide a new market-oriented steering concept of social services and welfare⁵⁹ and enlarge the pluralistic offer of social services and a person's "right to choose a social service.
- The state is defining its role more and more as an *enabling state* setting up the framework conditions for the social service providers.
- The *role of the voluntary welfare* is no longer co-designing but implementing of social policy as -in terms of New Public Management – an efficiently and transparently working provider.
- Through means of the *Contract-Management* the efficient and effective implementation of social services and welfare are to be guaranteed. In addition the providing structure is to be changed: More precedence of prevention, self-help and voluntary commitment is to activate new accesses to personal resources.

These strategies change the relationship between the public institutions and the social service providers. They change the *way of providing* social services and welfare and have already evoked many measures of deregulation, privatization, moving and becoming independent of tasks, the introduction of market-oriented and competitive elements, the development of private-sector managing methods and the implementation of economic steering instruments on both sides.

⁵⁸ See to the process of modernization: Dahme/Kühnlein/Wohlfahrt 2005: 102-103, 245-253; Dahme/Schütter/Wohlfahrt 2008: 85-90.

⁵⁹ Boßenecker/Trube/Wohlfahrt 2000: 360-367; Dahme/Wohlfahrt 2000: 9-24.

Thus this new partnership among welfare players is developing more and more to a *principal and agent relationship* with the risks of budgeting and competition and increasing specialist and bureaucratic guidelines set by the funding institutions.

Abolishing of conditional precedence:

In the past the Social Codes on social welfare and on support for children and youth provided a *conditional precedence*⁶⁰ for the voluntary welfare associations. This precedence meant that the voluntary welfare associations were preferred over private and public agencies and as associations for public tasks had to be promoted by the Federal Republic, the states and the municipalities.

Since 1990 the conditional precedence was largely *abolished* in line with European integration rules and the rigidity of the principle of subsidiarity was loosened too.⁶¹ This was due to

- the influence of the European development (*competition rules*) and
- a *new comprehension* of the role of voluntary welfare (which was influenced by the shortage of public means).

Presently there are only *a few privileged provisions* in favor for the central voluntary welfare associations left:

- The limited *subsidiarity* principle: as far as the voluntary welfare associations run or can run an establishment in the fields of social welfare and support for children and youth it must not be turned into the responsibility of the state or municipality.
- Special *forms of participation* in the municipal process of planning of the support for children and youth („Jugendhilfeplanung“) and in the relevant municipal decision-making authority („Jugendhilfeausschuss“).

The *consequences* of this development are:

- The *traditional corporatism* particularly between the municipalities and the voluntary welfare associations is being replaced more and more by a *comprehensive cooperation* among all private and public stakeholders including the voluntary welfare leading to a new system of welfare mix and welfare pluralism.⁶²
- The *economic pressure* on voluntary welfare associations has increased. The competitive situation with other agencies is influencing the range on offers and their conditions, the organizational structure of the association and the relevance of voluntary work.

⁶⁰ Dahme/Wohlfahrt 2000: 14.

⁶¹ Dahme/Kühnlein/Wohlfahrt 2005: 245; Bäcker/Naegele/Bispinck/Hofemann/Neubauer 2007, Bd. 2: 544-545.

⁶² Dahme/Wohlfahrt 2000: 19-20.

- The security of financial planning is less reliable for the voluntary welfare associations.⁶³ The shortage of public resources and the market-oriented access to social services evoke *new uncertainties* and set the associations under *pressure of adjustment*.⁶⁴ Public promotion funds are cut or have to be opened without being extended financially to private, for-profit organizations, e.g. object-related support for nursing homes.

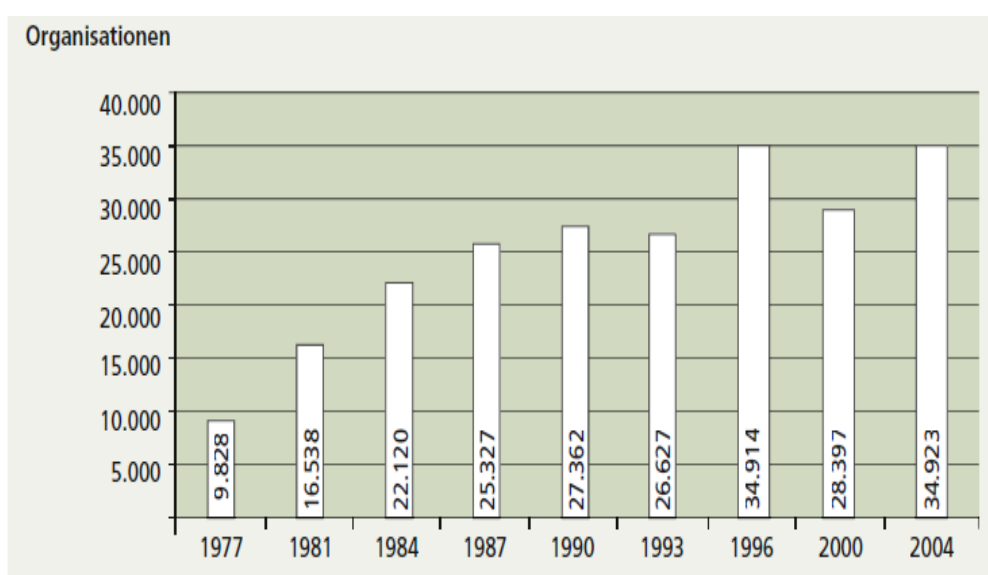
Integrating of self-help and voluntary work:

Self-help and voluntary work still have great and an even increased importance in Germany.⁶⁵ At the same time the voluntary welfare associations are losing members like other big organizations (churches, political parties, trade unions).

For example Workers` Welfare Service (AWO)⁶⁶:

- 1.1.2004 450.000 members,
- 1.1.2005 430.000 members.

Since 1977 until 2004 the number of *self-help organizations* in the voluntary welfare associations rose from 9.828 to 34.923.⁶⁷



⁶³ See to the changed structure of funding: Dahme/ Wohlfahrt 2000: 15-16.

⁶⁴ Bäcker/Naegle/Bispinck/Hofemann/Neubauer 2007, Bd. 2: 545-547.

⁶⁵ See the general information about voluntary welfare associations and voluntary societal commitment: BAGFW 2002: 70-89.

⁶⁶ BAGFW 2004: 66; <http://www.awo.org/awo-deutschland/zahlen-und-fakten.html> (last direct access: July 9 2009).

⁶⁷ BAGFW 2004:17.

Between 1999 – 2004 the *voluntary Commitment in Germany* increased considerably: According to the 2nd survey on voluntary commitment by order of the German Government⁶⁸ there has been an *increase of voluntary commitment* of persons from the age of 14 in 2004 to 36% of the population (23,4 million). This was an increase by 2 % in comparison to 1999. The *potential* for voluntary commitment also rose during this period: In 1999 26 % of the population were ready for a voluntary commitment, in 2004 32 %.⁶⁹

There were *other remarkable results*:⁷⁰

- *Young people* are highly committed (36 %), their potential is even higher (43 %).
- The increase of commitment from 1999 to 2004 was *above average* in cases of persons over 46 years of age, unemployed, retired people and East Germans.
- The *sectors* are very diverse: sports and movement (11 %), school and kindergarten (7 %), church and religion (6%), culture and music (5,5%), social activities (5,5 %), leisure and social gathering (5%).
- There was an increase from 1999 to 2004 in cases of school and kindergarten, work with young people and social activities.

The opening for new approaches of self-help and voluntary work and the inclusion of persons being committed to it has become an increasingly important task for voluntary welfare associations. Therefore they increasingly admitted initiatives and smaller organizations to their association as co-operative members. This applies in particular for the *Association of Non-affiliated Charities* which is grouping independent organizations active in social work⁷¹:

- 1960: 723 member organizations,
- 1980: 2.858 member organizations,
- 2003: 10.000 member organisations.

Another kind of reaction by the voluntary welfare associations is the organizational commitment in newly developing fields, e. g. the agencies of voluntary work.⁷² These agencies are active in different sectors:⁷³

⁶⁸BMFSFJ 2005; see to the societal commitment, voluntary and charity work and self-help in general: Bäcker/Naegele/Bispinck/Hofemann/Neubauer 2007, Bd. 2: 578-593.

⁶⁹BMFSFJ 2005:11-12.

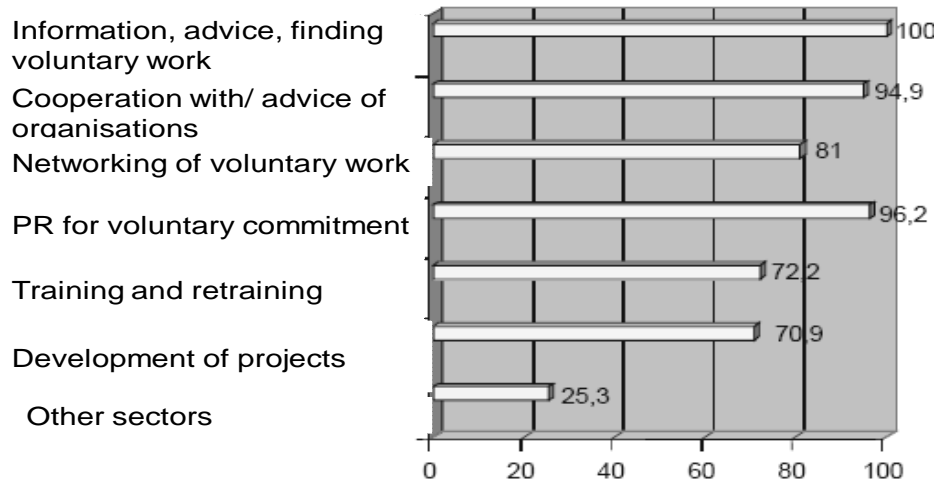
⁷⁰BMFSFJ 2005: 14-22.

⁷¹ http://www.der-paritaetische.de/unser_spitzenverband/state: 2009, and Institut der deutschen Wirtschaft 2004, state: 2002), Boeßenecker 2005: 193.

⁷²Zimmer/Priller 1997: 264.

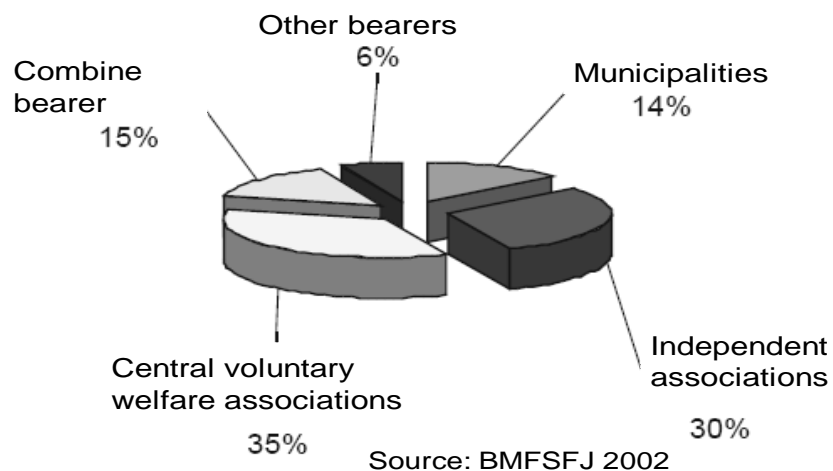
⁷³BMFSFJ 2002: 60.

Sectors of agencies for voluntary work in % (N = 79)



Regarding the bearer of the agencies⁷⁴ the voluntary welfare associations have acknowledged the growing importance of this organizational kind of voluntary work:

Bearer of agencies for voluntary work (N=80)



⁷⁴ BMFSFJ 2002: 43.

3. Conclusions

The voluntary welfare associations are facing a challenging process of *finding their role*⁷⁵:

The voluntary welfare associations have *lost their traditional and privileged role* in corporatism without having found their new lasting role in the developing field of welfare market yet.

Their *challenge* still remains in maintaining a leading position as provider of social welfare and services under increasingly competitive and market-oriented conditions without giving up the historically grown identity and their lobbying function for persons in need.

The *chances* to maintain the leading role in the sector of social services and health which are expected to belong to the growing economic branches⁷⁶ are still good: The voluntary welfare associations have a lot of *comparative advantages* at their disposal:

- well equipped establishments,
- highly educated employees,
- motivated volunteers,
- high level of cooperation among the voluntary welfare associations⁷⁷ and
- a high recognition in public.

But: They are losing members like other big organizations and the former sense of affiliation to the central organizations is vanishing more and more. Therefore the voluntary welfare associations have to undertake all *efforts to develop the high potential* of self-help and societal commitment for their tasks by overcoming the dual structure of the Third Sector, if they want to maintain their leading role in the sector of social services and health.⁷⁸ And they have to become the *main trendsetter* in the field of social welfare and services, e. g. in the process of demographic change they have to take up actively the increasing demands of elderly persons in need of permanent nurse and care.

Taking the *financial situation of the state* in the foreseeable future into account the chances of the voluntary welfare associations as providers of social welfare and services might even become higher. It is more likely that under these circumstances state run services will be increasingly substituted by privately organized and more flexible services.

It is very likely that the high *dependency from the state* and its financial resources will remain in the foreseeable future. Notwithstanding the market financed share of financ-

⁷⁵ See very detailed to the future of voluntary welfare associations: Klug 1997: 225 ff.

⁷⁶ Priller/Zimmer 2001: 222.

⁷⁷ Dahme/ Wohlfahrt 2000: 20-24.

⁷⁸ Zimmer/Priller 1997: 264, 272. See to the dual structure of the Third sector: Priller/Zimmer 2001: 222.

ing the social welfare and services will rise due to the growing of the European single market and its impact on the social sector. So the voluntary welfare associations will have to get ready to substitute at least partly their traditional state dependency for a stronger market orientation⁷⁹ and to increase the share of market made funding and the extent of internal funding.⁸⁰

This development will lead to even *more competitive structures* in social welfare and services and to the emerging of more private providers outside of the voluntary welfare associations including commercial providers of social services in different fields and on equal footing regardless of their organizational form.⁸¹ But there is still a big need for more cooperation and networking among all stakeholders in the field of social welfare and services.⁸²

There will be a *process of convergence* affecting all private organizations providing social welfare and services. The extent of this process will very strongly depend on the framework conditions set by the Federal Republic of Germany and the European Union.

But it will depend very much on the voluntary welfare associations themselves whether to develop to *ordinary private agencies* and companies **or** to maintain the *specific character* of historically established and on charity and voluntary work based associations. Their pattern of reactions cannot be an exclusive strategy “less state, more market”, but at least a comprehensive combination with the strategy “less state, more civil society”.⁸³

⁷⁹ Priller/Zimmer/Anheier/Toepler/Salamon 1999: 117.

⁸⁰ With regard to the nonprofit sector in general: Priller/Zimmer 2001: 214-216.

⁸¹ Priller/Zimmer/Anheier/Toepler/Salamon 1999: 117.

⁸² Dahme/ Wohlfahrt 2000: 20-24.

⁸³ See to these patterns: Priller/Zimmer 2001: 213-216. See also very detailed Klug 1997: 301-311.

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