



Volunteering in Portugal Facts and Figures Report



This report is part of the series “Facts and Figures on Volunteering in Europe”, giving an overview of the volunteering landscape in different countries of Europe. The country reports can be downloaded from www.cev.be.

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The Rooster of Portugal, “Galo de Barcelos” is one of the symbols of Portugal and it represents honesty, trust and honour. For the legend behind the symbol, visit http://sotaodaines.chrome.pt/Sotao/lenda_do_galo_de_barcelos.html (in Portuguese)

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I. Introduction

This paper aims to provide an overview of the nonprofit sector and of volunteering in Portugal.

Following the Introduction, a chapter on attitudes towards volunteering is included, in which some clarifications are made regarding the definitions of the nonprofit sector, volunteering, volunteering promoting organisations and volunteers. Some empirical data regarding the number of volunteering promoting organisations is given, as well as an overview on perceptions towards volunteering in Portugal as well historical events and factors that influence this perception.

The third chapter is dedicated to the different kinds of organisations that constitute the Portuguese civil society sector. Special attention is given to the organisations that involve the biggest number of volunteers, a reference to their forms of funding, the economic value that the sector represents and the human resources engaged in the sector, either as paid staff or volunteers.

The fourth chapter describes the Portuguese volunteering infrastructure, in particular the National Council for the Promotion of Volunteering as well as some local volunteering banks and two other structures that the authors choose to highlight due to either their singularity (the Municipal Volunteering Support Service) or their long experience on volunteering (Institute for Solidarity and University Cooperation).

The regulations and provisions to promote and qualify volunteering are contained in chapter five, in which a specific reference is made to the law on volunteering, the state plan on volunteering, the volunteering programme and training.

The sixth chapter highlights some of the challenges faced by the third sector in general and by volunteering in a more specific manner.

This report ends with a conclusion, where a more general picture is drawn, and taking as a basis the descriptions of the previous chapters.

II. Attitudes towards Volunteering

2.1. The Non-Profit Sector and Volunteering

In Portugal, the civil society sector is broadly perceived. It includes service providing organisations that complement and supplement public services, in areas such as health, education, social welfare; and organisations which bring individuals together addressing community needs, participate in political life and engage into the defence of certain individual or group interests¹.

The third sector organisations are defined by a certain number of common features: they are formal organisations, with various degrees of institutionalisation; private, thus possessing a minimum degree of independence from the state; nonprofit; self-governed and volunteer involving (meaning that they depend to a rather large extent on volunteer work)².

¹ Franco, R.C. (2005), "Defining the Nonprofit Sector in Portugal", Working Papers of the Johns Hopkins Comparative Nonprofit sector Project No. 43, page 8 (<http://www.jhu.edu/~ccss/publications/pdf/portugal.pdf>)

² "O Terceiro Sector – Directório de ONG" (2002), ed. Público/Montepio Geral

The concepts of civil society and the third sector are used interchangeably throughout this paper. Other terms used interchangeably include “non-profit organisations”, “social and/or solidarity economy”, “non-governmental organisations”, “third system”, “alternative economy”.

According to some authors³, the term “third sector” is the one that best adapts to the Portuguese reality. They consider that the scrupulous application of the “non-profit organisations” and “social economy’s criteria do not represent the theoretical framework that match the national empirical reality. Furthermore, these authors are convinced that the term “third sector” favours the establishment of a critical approach in the sector more adequately, and that this term embraces the constitutional principles in force⁴, which recognises the existence of three sectors: public, private, cooperative and social.

Although this discussion has a certain degree of relevance, for the purpose of the present paper, the terms civil society, third sector, and nonprofit sector will be used interchangeably.

The law 71/98 establishes the juridical framework of volunteering. It defines volunteering as the group of actions of social and communitarian interest performed by people, in the framework of projects, programmes and other forms of intervention in the interest of individuals, families and the community in general. Volunteering is done for free, by private or public entities⁵. Some⁶ consider this definition restrictive and narrow, suggesting that the definition given in the national study on volunteering published in 2002⁷, is a more inclusive one, defining volunteering as “the activities of social and communitarian interest, non-remunerated, but that can be object of some material compensation, done within an organisation, but not necessarily in the framework of a programme”⁸.

2.2. Definitions of voluntary promoting organisations, volunteering and volunteer

The conditions enumerated in the law decree 389/89⁹ in order to become a promoting body of voluntary activity are:

- To be a corporation¹⁰, developing an activity of social interest, on the domain of e.g. social action, health, science and culture, heritage and environment protection, consumer’s defence, cooperation for development, employment and professional training, social integration, promotion of volunteering and social solidarity;
- To be a corporation of public law, of national, regional or local dimension; corporation of administrative public utility; corporation of public utility, including a private institution of social solidarity (IPSS).

Other organisations that do not comply with the above mentioned criteria might be authorised to integrate volunteers and coordinate their activities in case the Ministry in charge of the policy area considers the work of the organisation relevant, meaningful and effective¹¹.

According to these criteria, there are 1101 registered bodies for the promotion of voluntary activity, according to the CNPV’ database website¹².

³ Nunes, F., Reto, L., Carneiro, N. (2001), “O Terceiro Sector em Portugal: delimitação, caracterização e potencialidades”, Instituto António Sérgio do Sector Cooperativo

⁴ “Constituição da República Portuguesa”, article 82

(http://www.portugal.gov.pt/Portal/PT/Portugal/Sistema_Politico/Constituicao/Constituicao_p09.htm)

⁵ Law 71/98, “Bases de enquadramento jurídico do voluntariado” of 3rd November, article 2

(<http://dre.pt/pdf1sdip/1998/11/254A00/56945696.PDF>)

⁶ Rocha, E. (2005), “Voluntariado na Cidade do Porto”, Câmara Municipal do Porto (http://www.cm-porto.pt/users/0/58/RelatariosobreVoluntariadonaCidadedoPorto_06bb44e270e266171a364785598098d1.pdf)

⁷ Delicado, A., Almeida, A., Ferrão, J. (2002), “Caracterização do Voluntariado em Portugal”, ICS, Universidade Nova de Lisboa, ED. Comissão para o Ano Internacional do Voluntariado

⁸ Delicado et al. (2002: 18)

⁹ The law decree 389/99 regulates the law 71/98 which established the Juridical Framework of Volunteering

¹⁰ “pessoas colectivas” (corporations)

¹¹ Law Decree 389/99, article 20 and 21 (<http://dre.pt/pdf1sdip/1999/09/229A00/66946698.PDF>)

¹² <http://www.voluntariado.pt/left.asp?03>

The table below contains the distribution of bodies, promoting voluntary activity by district¹³ and in the autonomous regions¹⁴ of Madeira and Azores.

DISTRICTS & AUTONOMOUS REGIONS	PROMOTING ORGANISATIONS
Açores	8
Aveiro	104
Beja	4
Braga	24
Bragança	22
Castelo Branco	36
Coimbra	79
Évora	50
Faro	23
Guarda	39
Leiria	45
Lisboa	298
Madeira	4
Porto	138
Portalegre	24
Santarém	44
Setúbal	63
Viana do Castelo	22
Vila Real	16
Viseu	58



Map: © Enciclopédia das Localidades Portuguesas¹⁵
Data Source: CNPV

In harmony with the information given by the National Council for the Promotion of Volunteering (henceforth, in the Portuguese acronym CNPV) and other entities until the end of 2007, the third sector organisations registered within their services are distributed according to the following categories:

- Social solidarity associations: 2 795
- Foundations, Parishes and other religious organisations: 1 561
- Holy Houses of Mercy: 352
- Unions, Federations and Confederations: 26

In total, there are 4 734 third sector organisations, from which 1101 are promoting volunteering activities or volunteering involving organisations.

The Portuguese law regulating volunteering¹⁶, as already mentioned in point 2.1, defines **volunteering** as the group of actions of social and communitarian interest performed by people, in the framework of projects, programmes and other forms of intervention in the interest of the individuals, families and the community in general. Volunteering is done for free, by private or public entities¹⁷. It defines the **volunteer** as the individual that out of his/her own will, in an unselfishly and responsible manner, according to his/her qualifications and during his/her leisure time, conducts volunteering actions integrated in an organisation¹⁸.

¹³ Administrative divisions, lead by a governor, "Constituição da República Portuguesa", article 291

¹⁴ The autonomous regions have their own political, and administrative status and regional governmental organs, *ibid*, article 6, 2

¹⁵ <http://www.mapadeportugal.net/indicedistritos.asp>

¹⁶ Law 71/98, "Bases de enquadramento jurídico do voluntariado" of 3rd November (<http://dre.pt/pdf1sdip/1998/11/254A00/56945696.PDF>)

¹⁷ *Ibid*, article 2, 1

¹⁸ *Ibid*, article 3

This law does not include the non-regular (informal) and isolated volunteer work¹⁹.

2.3. Perceptions of Volunteering



The International Year of Volunteers (IYV), 2001 represented a benchmark on the development and shift of perception of volunteering in Portugal.

In the words of Rosa Sampaio, the Coordinator of the National Commission for the IYV, “the IYV was the triggering effect towards the consolidation of volunteering”²⁰.

Moreover, due to this event (IYV), the first comprehensive study on the Portuguese volunteering sector was carried out²¹.

It is undeniable that the IYV was of great impact on volunteering in Portugal. Although and according to a recent European study published in 2007,²² while 81% of the Portuguese population considers voluntary work as an important activity; only 12% of them are actively engaged in volunteering activities. Some of the reasons that may explain the low volunteering engagement are: (1) 48 years of an authoritarian regime that forbade associative participation irrespective of State control; (2) an incipient civic culture, e.g. low associative ownership, increasingly low electoral turnout, indifference towards politics; (3) a relatively small medium-high and high social class (which are, in general more engaged in volunteering action); (4) a labour market that demands extra working hours, multi-jobs, low percentage of part-time positions; (5) a State that does not promote the recognition of the need for and the value of volunteering; (6) a very recent occurring, and not well developed Corporate and Social Responsibility²³.

III. Evolution of the Nonprofit Sector and Volunteering in Portugal

3.1. Historical Background

The nonprofit sector in Portugal is a sector with almost thousand years²⁴ of existence, as much old as the Portuguese nation, which was founded in the XII century.

Between the XII and the XV century, the establishment of charitable institutions was supported and brought into being by the monarchy and the Roman Catholic Church dignitaries. Brotherhoods²⁵, craft corporations²⁶, children’s hospitals²⁷ and university colleges²⁸ were the institutions established at that time.

In the aftermath of the Portuguese maritime endeavours, new forms of civil society organisations came into existence, namely maritime commitments²⁹, seamen brotherhoods³⁰, and holy houses of mercy³¹.

The Industrial Revolution provoked the rise of new forms of institutions, namely mutual help associations³², unions, humanitarian and business associations, as well as the catholic circles

¹⁹ Ibid, article 2, 2

²⁰ “Voluntariado, Hoje”, Bulletin number 1, CNPV, September – December 2002 (http://www.voluntariado.pt/preview_documentos.asp?r=31&m=PDF)

²¹ Delicado et al. (2002)

²² Special Eurobarometer 273 “European Social Reality” http://ec.europa.eu/public_opinion/archives/ebs/ebs_273_en.pdf

²³ ISU, “O Voluntariado” (2004), information paper 5

²⁴ Franco et al. (2005:3)

²⁵ “Confrarias”

²⁶ “Corporações de Mesteres”

²⁷ “Hospitais de Meninos”

²⁸ “Colégios Universitários”

²⁹ “Compromissos Marítimos”

³⁰ “Confraria dos Mareantes”

³¹ “Misericórdias”

³² “Associações de Socorros Mútuos”

of workers³³. They were seeking to protect the social and economical interests of an emerging group in society³⁴.

The Salazar regime, know as “Estado Novo”³⁵ lasted for a long period of more than 40 years and it represented a decline of the growth and expansion of civil society. During this period, corporations of peasants and fishermen were created; all other forms of organisations (e.g. civic movements or political parties) were forbidden. It was only after the democratic revolution of 1974 that civil society organisations (re) emerged and or were being formed. Due to the reestablishment of the freedom of speech and association, social and association movements came forth, focusing their activities on e.g. the improvement of housing conditions; the preservation of employment; the improvement of work conditions; parents associations and services to help children³⁶.

As for volunteering, traditionally, it is associated with concepts like *charity, solidarity, goodness, sacrifice, gratitude, religion, and altruism*³⁷. In Portugal, volunteering means assistance, firstly given inside the family circle and on an individual initiative, strongly influenced by Christian values and moral.

The Church was the first institution to provide voluntary assistance inspired by the Christian principle of charity. The actions have a tradition of at least 500 years, if the social and charitable actions performed by the Holy Houses of Mercy³⁸ are being taken into consideration.

Throughout the times, State and Church shared the social responsibility, and supported the establishment and expansion of the institutions that supplied social assistance, as mentioned above. These institutions maximised the spirit of solidarity and individual participation.

A crucial development for volunteering in Portugal happened in the last decades of the XIX century with the institutionalisation of the Social Service. This meant that the services previously supplied by religious representatives and volunteers were, as from that moment on, supplied by professionals, which lead to oppositions between the volunteer(s) and the professional(s).

It is only after 1997 and with the decision taken by the Government to join the celebration of the IYV that volunteering gained more visibility in Portugal. The law framing volunteering materialized³⁹ and represented an important step towards the recognition of volunteers as an important human capital that contributes to the development of Portuguese society. Furthermore, the IYV opened the way to reinforce the publicity, the promotion and the incentive to practice volunteering⁴⁰.

3.2. Juridical and Organisational Forms of the Nonprofit Sector

Different forms of civil society organisations can be identified in Portugal⁴¹. They take the form of (1) associations; (2) mutuality associations⁴²; (3) cooperatives; (4) foundations; (5) local development organisations; (6) holy houses of mercy⁴³; (7) museums and (8) non-governmental organisations for development.

³³ “Círculos Católicos Operários”

³⁴ Franco et al. (2005:3)

³⁵ In English, “New State” was a dictatorial regime, lead by António de Oliveira Salazar. This regime was in place between 1926 and 1974 (<http://www.britannica.com/eb/article-23781/Portugal#1636.hook>)

³⁶ Franco, R.C. (2005: project 43)

³⁷ ISU (2004: information paper 5)

(http://www.plataformaongd.pt/site3/index.php?option=com_docman&task=cat_view&gid=34&dir=DESC&order=date&limit=5&limitstart=5)

³⁸ The first Holy House of Mercy (*Santa Casa da Misericórdia de Lisboa*) was established in 1498

³⁹ Law 71/98

⁴⁰ ISU (2004: information paper 5)

⁴¹ Franco et al. (2005: 8 and 9); in more detail, Franco (2005: project 43)

⁴² “Associações Mutualistas”

⁴³ “Misericórdias”

As Franco et al.⁴⁴ highlighted there is no Portuguese unified legal regime for nonprofit organisations. Within the Portuguese civil law system, the legal framework for nonprofits is dispersed through a wide range of laws regulating the set up of different types of organisations. This causes some confusion and a lack of understanding about the legal framework, which somehow diminishes the impact of the nonprofit sector in Portugal.

Denomination	Cooperative + Social Sector	Associations + Foundations	Private Law Non-Profit Collective Persons	Non-profit inst. or organisms	Social economy	Non-profit Associations	Private Inst. Of Social Solidarity
Legal Diplomas							
Constitution of the Republic	X			Y (1)			Y (2)
Civil Code		X					
Public Utility Statute		X					
IPSS Statute							Z
Cooperative Code	X		X				
Mutualist Associations Code				X	X		Y
NGO for the Environment Statute				Z		Z	
NGO Coop.for Development Stat.				Z			
Museums Law				Z(4)			
Volunteerism Basis Law					X		
Public-Private Partnerships				Y(5)			
Handicapped Persons Ass. Law				Z		Z	
Ass. Representative of Families				Z		Z	
Other Associations Specific Dipl.						Z	

X - Denomination for the sector as a whole

Y - other denominations used, but with a more restricted scope

Z - self-denominations

(1) ...and of recognized public interest, art. 63

(2) art. 83

(3) Consumer Defence Ass., Immigrants Ass., Juvenile Ass., Women Ass.

(4) can be of a public or private nature, art. 6

(5) private nature

Source: Franco, R.C. (2005: Project 43)

2.2.1. Overview of Nonprofit Organisations involving Volunteering Effort

In this sub-section we will examine in more detail some forms of nonprofit organisations, especially the ones that are predominantly volunteer-involving organisations.

Associations: there are many forms of associations in Portugal, namely associations of voluntary firemen, consumers' defense, education, students, families, migrants, juveniles, women, parents, disabled, environment and leisure or cultural activities. Each association form has specific laws regulating them (in many cases more than one).

Local Development Organisations (LDOs) were created after the Portuguese accession to the European Union (EU), and especially during the 90s, due to the EU funding of the sector, namely by PIC-LEADER⁴⁵ and later by EQUAL⁴⁶ and POEFDS⁴⁷.

These organisations intervene on training activities, adult education, research and development, environmental protection, handcrafting qualifications, support to the elder population, support to the set up and consolidation of micro-enterprises, cultural activities and in the creation of work placements at local level⁴⁸.

The legal form of LDOs include public, private for-profit and nonprofit entities, making use of a diverse set of sources of funding, including public national and European Union programmes, agreements and protocols with state or local public authorities. Currently, there are over 300

⁴⁴ Franco et al. (2005)

⁴⁵ Rural Development Initiative

⁴⁶ http://ec.europa.eu/employment_social/equal/index_en.cfm

⁴⁷ Operational Programme Employment, Training and Social Development, financed by the EU (http://www.poefds.pt/portal/page?_pageid=33_30902&_dad=gov_portal_poefds&_schema=GOV_PORTAL_POEFD_S&p_cod=FAQS&p_request=Detalhe&p_accao=DETALHE&p_versoes_id=878&p_seccao=Entidades)

⁴⁸ "Encontro Nacional para o Desenvolvimento Local, Afirmar o Terceiro Sector, Promover a Inovação" (2007), ANIMAR, page 7 (http://www.animar-dl.pt/gestao/upload/documentos/files/20080215_75_ACTASENCONTRODL.pdf)

nonprofit local development organisations in Portugal⁴⁹. There are two umbrella organisations for LDOs: *Animar*⁵⁰ and the *Federação Minha Terra*⁵¹ (Federation *Minha Terra*).

Holy Houses of Mercy: the first Holy House of Mercy (*Santa Casa da Misericórdia de Lisboa*) was established in 1498, as a charitable institution dedicated to improve health and social problems. Nowadays, the Holy Houses of Mercy focus on providing healthcare, education and culture to the most deprived⁵². There are approximately 400 Holy Houses of Mercy in Portugal. The *União das Misericórdias*⁵³ (Union of the Portuguese Holy Houses of Mercy) is an umbrella organisation that aims to represent the interests of these institutions⁵⁴.

Non-Governmental Organisations for Development (NGODs) are private corporations, non-for-profit. They intervene especially in the field of cooperation for development, education for development, humanitarian and emergency aid. The priorities of the NGODs are the response to the needs of developing countries and to assist them in the reinforcement of their capacities⁵⁵.

A Portuguese Platform for NGODs was created in 1985; today it counts 56 members⁵⁶. The Platform works as a liaison between the Portuguese NGODs, the national political bodies, as well as the Portuguese Institute of Support to Development⁵⁷ and CONCORD⁵⁸, with the aim of increasing the potential of all partners' action.

Private Institutions of Social Solidarity (henceforth, in the Portuguese acronym IPSS) are non-for-profit organisations of private initiative, which seek to give an organised answer to the moral duty of solidarity and justice among the individuals, non-administered by the state or a municipal political body.

This is the definition of IPSS given by the law⁵⁹, which at the same time appoints a non-exhaustive list of objectives pursued by these organisations, e.g. the support given to children, youth and families; the support of social and community integration; the protection of elderly and handicapped citizens; the promotion and protection of health; education and training. Moreover, article 2 of the same legal instrument identifies the forms that IPSS may take. They can be social solidarity associations; social action volunteer associations; mutualist associations; social solidarity foundations or Holy Houses of Mercy⁶⁰. The majority of IPSS in Portugal are Holy Houses of Mercy, parishes and social centres, mutualist associations and social solidarity associations⁶¹.

In 1983, the IPSS amounted to up to 1570 institutions. In the year 2000, the number of IPSS registered in Portugal with social purposes was around 3000⁶².

The following table highlights the IPSS's sectoral activities.

Year	Total	Family (%)	Old (%)	Disease (%)	Social exclusion (%)
2000	100.0	44.1	31.8	21.6	2.5
1999	100.0	44.4	31.1	21.7	3

⁴⁹ According to ANIMAR – Portuguese Association for Local Development (<http://www.animar-dl.pt/index.php>)

⁵⁰ Ibid.

⁵¹ <http://www.minhaterra.pt/acerca/apresenta.asp>

⁵² <http://whc.unesco.org/en/events/472>

⁵³ http://www.ump.pt/ump/index.php?option=com_frontpage&Itemid=26

⁵⁴ Franco (2005: project 43)

⁵⁵ http://www.plataformaongd.pt/site3/index.php?option=com_content&task=section&id=5&Itemid=41

⁵⁶ http://www.plataformaongd.pt/site3/index.php?option=com_content&task=view&id=12&Itemid=31

⁵⁷ http://www.ipad.mne.gov.pt/index.php?option=com_frontpage&Itemid=1

⁵⁸ <http://www.concordeurope.org/Public/Page.php?ID=4>

⁵⁹ Law Decree 119/83, 25 February, article 1 (<http://dre.pt/pdf1sdp/1983/02/04600/06430656.PDF>)

⁶⁰ Ibid., article 2

⁶¹ J, Luís, (1997) "A história das IPSS", Master Thesis, ISCTE

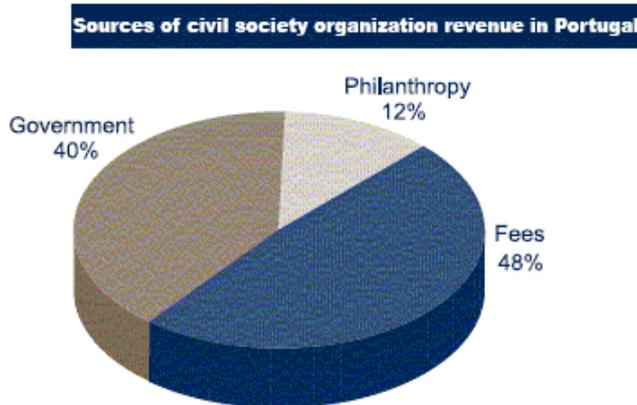
⁶² Santana S., Dias A., Souza E., Rocha N., (2006) "The Domiciliary Support Service in Portugal and the change of paradigm in care provision", International Journal of Integrated Care (<http://www.pubmedcentral.nih.gov/articlerender.fcgi?artid=1800934>)

Year	Total	Family (%)	Old (%)	Disease (%)	Social exclusion (%)
1998	100.0	43.5	33.8	20	2.7

Source: INE (National Statistics), 2001⁶³

3.2.2. Forms of Funding

A Johns Hopkins study⁶⁴ identifies three forms of how to fund civil society organisations in Portugal: (1) fees, 48% of the civil society organisations revenue comes from service fees; (2) private philanthropy, 12% of the civil society organisations revenue originates in private philanthropy (individual, foundation and corporate giving); and (3) government support, 40% of the civil society organisations revenue emanates from grants and contracts with the government.



Source: Franco, R.C. (2005: Project 43)

3.2.3. Public Funding

The public funding is a “society duty”⁶⁵ and this is of vital importance for the sustainability of a large number of third sector organisations. The funding is a contribution for the provision of services to the society that the organisations provide.

According to the report “Affirm the third sector, Promote Innovation”⁶⁶, there are four possible ways to compensate the production of public goods (like the ones that most third sector organisations produce). These are: (1) voluntary contributions; (2) the combined production of public and private services; (3) the introduction of exclusion mechanisms (conditioning the access to goods and services); (4) the recourse to the authority of the State, which will force coercive contributions (tax income, legal regulations that will oblige the consumers to pay). In this report it is acknowledged that none of these mechanisms are perfect and various possible solutions will be put forward, namely, (1) to compile, correct and reduce the mini-funding structure of the public support programmes; (2) to consolidate programmes; (3) to reduce the number of programmes, which does not mean reduction of the sum attributed by public funding; (4) the decentralisation of decisions and (5) the evaluation of performance and funding attribution accordingly.

3.2.4. Economic Value

The third sector represents a large part of the Portuguese economy. Its expenditures amount to 5.4 billion €, this equals 4.2% of the national GDP⁶⁷.

⁶³ Ibid.

⁶⁴ Franco et al. (2005)

⁶⁵ Ibid.

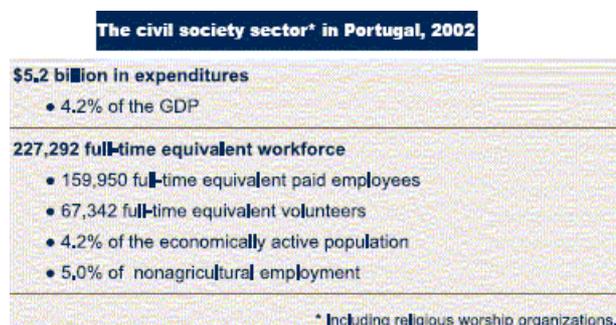
⁶⁶ Previous footnotes

⁶⁷ Ibid.

Regarding the economic value of the volunteering effort itself (the work contribution of ~67.342 persons), it is estimate to contribute 0.5% to the GDP (675 million €)⁶⁸.

2.2.5. Human Resources

According to the Johns Hopkins study, there are around 250 thousand full-time workers (70% in paid positions and 30% in volunteer positions). This means that 4.2% of the country's active population works in organisations of the third sector.



Source: Franco (2005: Project 43)

IV. Volunteering Infrastructure

4.1. National Council for the Promotion of Volunteering



The National Council for the Promotion of Volunteering was established by the law decree 389/99, of 30th September 1999.

Its composition and functioning was later defined by the Council of Ministers' resolution 50/2000 of 20th April⁶⁹. The CNPV is a governmental body under the Labour and Solidarity Ministry. It is constituted by public and private entities that intervene on the domain of volunteering, e.g. representatives of the Ministers of Foreign Affairs, Internal Administration, Labour and Solidarity, Justice, Education, Health, Environment and Culture, State Secretaries of Youth and Sports and of the Ministers Council Presidency as well as Representatives of the Regional Governments, National Municipalities Association, National Confederation of Solidarity Institutions, Holy Houses of Mercy Union, Portuguese Red Cross, Mutualities Union, Portuguese Fireman League, among others. There are also three members that act as observers: The European Network of Anti-Poverty, "Mão na Mão", a project of Corporate Social Responsibility and the Portuguese Confederation of Volunteering.

The CNPV promotes an array of actions that lead towards the recognition of the rights of volunteers. It also develops all the actions related to the promotion, coordination and qualification of volunteering⁷⁰, such as the management of a website and the release of a publication "Volunteering, today", the support to the creation of local volunteering banks, across the country, including the autonomous regions (Madeira and Azores), the publication of a training manual and the delivery of training courses on volunteering and the distribution of an identification card to volunteers at national level.

4.2. Local Volunteering Banks "Bancos Locais de Voluntariado"

The National Plan for Inclusion (in the Portuguese acronym PNAI⁷¹), 2003 – 2005 defined the aim of promoting volunteering⁷², through the set up of "volunteering banks" all over the

⁶⁸ Ibid.

⁶⁹ Council of Ministers Resolution 50/2000 of 31st March (<http://dre.pt/pdf2sdip/2000/04/094000000/0723507235.pdf>)

⁷⁰ <http://www.voluntariado.pt/left.asp?01.01.02> (April 2008)

⁷¹ "Plano Nacional de Acção para a Inclusão"

⁷² PNAI 2003 – 2005 (http://www.dgeep.mtss.gov.pt/estudos/peis/pnai0305_pt.pdf)

country and in partnership with the municipalities. These local and decentralised structures seek to facilitate the promotion of volunteering and to be a centre of encounter between the individuals that are willing to volunteer and the institutions that are in need of volunteer contributions in order to support the development of volunteering activities; to raise awareness of the values of volunteering among citizens; to contribute to the training and qualification of volunteers⁷³.

Until the end of 2007, 94 local Volunteering Banks were implemented and 22 were undergoing the implementation process. During 2007, 13 Volunteering Banks were implemented⁷⁴.

The following table contains the number of “Local Volunteering Banks” per district.

DISTRICTS & AUTONOMOUS REGIONS	VOLUNTEERING BANKS
Açores	1
Aveiro	7
Beja	1
Braga	5
Bragança	1
Castelo Branco	2
Coimbra	7
Évora	1
Faro	4
Guarda	4
Leiria	5
Lisboa	16
Madeira	1
Porto	12
Portalegre	3
Santarém	6
Setúbal	2
Viana do Castelo	4
Vila Real	2
Viseu	10



Source: CNVP

4.2.1. The Example of the Municipality of Tavira: *Banco de Voluntariado da Câmara Municipal de Tavira* (Volunteering Bank of the Municipality of Tavira)

The Volunteering Bank of the Municipality of Tavira (henceforth, in the Portuguese acronym BVCMT) was established in 2004. It constitutes a meeting forum (platform) for volunteers and volunteering involving organisations. BVCMT targets individuals over 18 years old and private and public institutions.

According to the data supplied by the BVCMT⁷⁵, 199 individuals subscribed to the volunteering database, even though only 16 are volunteers currently undergoing volunteering actively. The majority are elderly and unemployed and recent graduates: the elderly volunteer as a way of keeping active while ageing; the recent graduates look for professional experience, personal enrichment and an employment perspective. Regarding the

⁷³ Rocha (2006)

⁷⁴ According to CNPV (http://www.voluntariado.pt/preview_documentos.asp?r=713&m=DOC)

⁷⁵ Information supplied by *Banco de Voluntariado da Câmara Municipal de Tavira* (website: www.cm-tavira.pt, e-mail: emartins@cm-tavira.pt), 8th April 2008

organisations, 18 organisations subscribed to the database, most of them working in the social and civic sphere.

The BVCMT is a partner organisation of the European Volunteer Centre (CEV⁷⁶), and of the European Network of Social Voluntary Service (REVOS⁷⁷).

4.2.2. Impact of the “Local Volunteering Banks”⁷⁸

Regarding the impact and efficiency of the local volunteering banks in Portugal, the CNPV noted that there are different elements that should be taken into account when assessing the efficiency of posting volunteers, which is done by each local volunteering bank.

These elements are: (1) the availability of the promoting organisations to receive volunteers; (2) the profile of the volunteers; and finally, (3) the technical capacity of management of each bank.

Bearing in mind the elements mentioned, it can be said that around 70% of the local volunteering banks respond effectively to the requests of the promoting organisations registered in the local volunteering bank that are prepared or willing to receive volunteers. The CNPV acknowledges that 25% of the local volunteering banks may not answer to the volunteers’ availability so effectively. This is due to the fact that the number of promoting organisations is lower than the number of volunteers registered within the local volunteering bank. In 5% of the local volunteering banks, there are not enough volunteers to answer the demand put forward by the promoting organisations.

The overall evaluation of the performance of the local volunteering banks is positive, however the CNPV considers that not enough information is yet available to fully assess their impact.

4.3. The Example of the Municipality of Porto: *Serviço Municipal de Apoio ao Voluntariado* (Municipal Volunteering Support Service)

The Municipal Volunteering Support Service (henceforth, in the Portuguese acronym SMAV) is a co-initiative of Porto municipality and the Social Porto Foundation. The SMAV does not fall into the classification of the local volunteering banks, even though it performs similar functions.

The SMAV started its activities in 2006. The establishment of the SMAV forms part of a comprehensive strategy that tried to create mechanisms facilitating the citizens’ effective participation. Its objective is to create a meeting point between the demand of volunteer placements and the supply of volunteering promoting organisations⁷⁹. It is set up as a database and works like a browser⁸⁰.

This body is included in the structure of the Municipality of Porto. The service provided by the SMAV can be accessed through the Internet, or at the Town Hall headquarters.

According to the data supplied by the SMAV and the Social Porto Foundation⁸¹, 2337 individuals subscribed to the volunteering database. The majority among them are university graduates and women that look for volunteering opportunities in the area of culture and science. Regarding the organisations, 89 organisations subscribed to the database. They are mostly organisations working in the field of social and civic action, education, social solidarity and promotion of volunteering.

⁷⁶ www.cev.be

⁷⁷ <http://www.eu-voluntariado.org/flashEspanol.php>

⁷⁸ This section quotes information provided by the CNPV secretariat, 15th April 2008

⁷⁹ <http://www.cm-porto.pt/gen.pl?sid=cmp.sections/811>

⁸⁰ <http://195.23.4.225/FrontEnd/Voluntarios/Default.aspx>

⁸¹ Information supplied by (website: <http://www.bonjoia.org/>; e-mail: carmolopes@bonjoia.org), 18th March 2008

4.4. The Example of the Institute for Solidarity and University Cooperation

The Institute for Solidarity and University Cooperation (henceforth, in the Portuguese acronym ISU) was founded in 1989. At the present, it is registered as a Non Governmental Development Organisation (NGDO). However, due to the diversity of its areas of intervention, the ISU is recognised as a Youth Association, and works closely together with the Local Development Associations and the IPSS.

The ISU intervenes in 3 key areas: Volunteering, Cooperation and Education for Development and Social Exclusion.

The ISU's vision is to promote the dignity of human beings and his/her recognition at all levels. Its mission is to integrate and value the socio-cultural and individual diversity of the participants in the development process; the personal empowerment through a participatory methodology; and to contribute to the local development by complementing local and external resources⁸².

The headquarters of the ISU are located in Lisbon. The ISU has local centres in Lisbon, Viana do Castelo, Faro, Vila Nova de Gaia and Viseu, alongside with a Centre for Volunteering Training, Student Support Office, and Office for Cooperation.

The ISU staff and collaborators include a group of hired experts, trainees, conscientious objectors and volunteers (45 paid-staff in the ISU, either in full or in part-time, of which 24 work in the headquarters. There are 60 part and full time volunteers, from which 45 at the headquarters).

The ISU is funded by the European Union (through EQUAL⁸³ and the Youth in Action⁸⁴ programmes), by the Portuguese State (through the Portuguese Institute of Youth⁸⁵, the Municipality of Lisbon⁸⁶, the Employment and Professional Training Institute⁸⁷, and the Portuguese Institute for Development Support⁸⁸), the "Generalitat de Catalunya"⁸⁹, the Spanish Cooperation, membership fees and donations from enterprises and other entities.

The ISU develops projects in order to sensitise people to issues related to the spirit of solidarity and mutual cooperation, investing in volunteering as a way of active participation in society, mutual cooperation, multiculturalism, tolerance and the creation of challenges. This constitutes a transversal feature of all projects.

The Centre for Volunteering Training aims to promote a culture of solidarity and citizenship through the promotion of volunteering. It offers various services, namely General Volunteering Training (to provide a forum of reflection about the "world's status", to underline the importance of volunteering in our society, as well as seeking to integrate youngsters in volunteering projects within ISU or other partner organisations); Training for Management of Volunteer Projects (targeting the experts and volunteer managers in institutions. Its main objectives is to understand deeper the concepts and implications of social volunteering, namely legislation and implications of the integration of volunteers inside an institution, as well as to capacitate experts for the preparation and management of volunteer programs); Nô Djunta Mon Training (prepares volunteers for the realisation of development projects in Portuguese-speaking African Countries (in the Portuguese acronym PALOPs); its objectives are e.g. to spread awareness about the issues of Education and Cooperation for Development; to discover different means of cooperation, one of which is volunteering).

⁸² <http://www.isu.pt/template1english.html>

⁸³ http://ec.europa.eu/employment_social/equal/index_en.cfm

⁸⁴ http://ec.europa.eu/youth/index_en.htm

⁸⁵ <http://juventude.gov.pt/portal/ipj>

⁸⁶ <http://www.cm-lisboa.pt/>

⁸⁷ Instituto de Emprego e Formação Profissional (<http://www.iefp.pt/Paginas/Home.aspx>)

⁸⁸ <http://www.ipad.mne.gov.pt/>

⁸⁹ http://www.gencat.net/index_eng.htm

4.5. The Portuguese Confederation of Volunteering

The Portuguese Confederation of Volunteering (henceforth, in the Portuguese acronym CPV) was constituted in January 2007. The CPV aims at representing the volunteers and their organisations, contributing to the defense of the volunteers' rights and interests. Specifically, the CPV objectives are: (1) to represent the volunteers in Portugal; (2) to preserve the volunteers' identity; (3) to cooperate with member organisations and (4) to intensify the role of volunteering in Portuguese society⁹⁰.

V. Regulations and Provisions to Promote and Qualify Volunteering

5.1. The Law on Volunteering

As mentioned in the previous sections, the law 71/98 establishes the juridical framework of volunteering. It defines volunteering⁹¹, volunteer⁹², promoting organisations⁹³, the principles that frame volunteering⁹⁴, rights and duties of the volunteers⁹⁵ and the relations between the volunteer and the promoting organisation⁹⁶. Hence, this law recognises that volunteering constitutes an instrument of participation in civil society⁹⁷.

The law decree 389/99 regulates the law 78/98, meaning that it creates the conditions necessary for the effective application of the law that establishes the juridical framework of volunteering.

5.2. The State Plan on Volunteering

The law decree 389/99⁹⁸ creates the conditions, allowing the promotion of volunteering. It implements instruments that grant the effective enjoyment of the volunteers' rights, promoting and consolidating solid, qualified and socially recognised volunteering⁹⁹. These instruments include volunteering training programmes; volunteer ID cards; volunteering social protection schemes; the justification of work absenteeism in case the volunteer needs to comply with obligations posed by emergencies; a subsidies and allowances system, which compensates some of the expenses that incurred for the volunteer his/her voluntary activity.

Moreover, this legal text establishes the National Council for the Promotion of Volunteering¹⁰⁰ with the objective of developing and qualifying volunteering; as well as the criteria, which the organisations have to accomplish in order to be able to integrate volunteers into their structures¹⁰¹.

5.3. The Volunteering Programme

In accordance with the Law 71/98, already mentioned, and more specifically with its article 9¹⁰², a volunteering programme should be agreed upon between the volunteering promoting organisation and the volunteer. The legal norm enumerates a non-exhaustive list of elements that should be included on the volunteering programme, namely the definition of the volunteer work frame, the participation criteria on the activities of the organisation (e.g. functions; timeframe), the access conditions, periodical evaluation of the volunteer activity, and an insurance covering the risks that the volunteer may incur.

⁹⁰ http://www.voluntariado.pt/tpl_intro_destaque.asp?612

⁹¹ Law 71/98, article 2

⁹² Ibid, article 3

⁹³ Ibid, article 4

⁹⁴ Ibid, article 6

⁹⁵ Ibid, articles 7 and 8

⁹⁶ Ibid, article 9

⁹⁷ Law Decree 389/99, Preamble

⁹⁸ Law Decree 389/99 of 3rd September (<http://dre.pt/pdf1sdip/1999/09/229A00/66946698.PDF>)

⁹⁹ Ibid, Preamble

¹⁰⁰ Ibid, "Conselho Nacional para a Promoção do Voluntariado", chapter VI

¹⁰¹ Ibid, articles 20 and 21

¹⁰² Ibid, article 9 is entitled "Volunteering Programme"

The CNPV defines the volunteering programme as the “*compromise* between the volunteering promoting organisation and the volunteer. This *compromise* is the result of the mutual will and responsibility, and it fulfils 3 functions: (1) it expresses the free, and responsible adhesion of the volunteer to accomplish the volunteering activities; (2) it frames the relationship between the organisation and the volunteer; (3) it translates the principles underpinning volunteering, such as solidarity, complementarity, responsibility, and freely given”¹⁰³. The CNPV designed a model for volunteering programmes, helping organisations to define their volunteering programme¹⁰⁴.

5.4. The Volunteering Training

The Manual on General Training in Volunteering was developed by the CNPV in consultation with many organisations promoting volunteering. The ISU proposed a background paper on the topic that was later discussed during working sessions with various stakeholders. This Manual is foreseen, as a model for volunteering training that is adaptable to the specific context of the training sessions, and of the needs of the volunteering promoting organisation¹⁰⁵.

VI. Current Challenges of the Third Sector and Volunteering

According to the Johns Hopkins University’s study¹⁰⁶, the Portuguese civil society sector faces a number of challenges, namely: (1) to increase public awareness, (2) to strengthen its legal framework, (3) to improve civil society capacity, and (4) to improve government - nonprofit relations.

Concerning **public awareness**, the study highlights that Portuguese society does not perceive that organisations such as cooperatives, IPSS, which are recognised and visible, belong to the same sector. “This lack of sector consciousness limits the sector’s ability to promote philanthropy, attract public support, and secure policies favourable to its future development”¹⁰⁷.

Further, it is suggested that the Portuguese National Institute of Statistics should be encouraged to implement the “Handbook on Nonprofit Institutions in the System of National Accounts”¹⁰⁸, in order to ensure sufficient visibility for the sector.

It was impossible to determine whether the Portuguese National Institute of Statistics has already implemented the above-mentioned handbook. The website of this institution appears not to provide any information on the issue¹⁰⁹.

The **legal framework** regulating the constitution and the functioning of different types of organisations is rather confusing, since it combines civil legislation instruments and Constitutional norms, applying to several forms of organisations.

The authors suggest that a consolidation of the civil society legal structure should take place, which would allow “consistency in the tax treatment” of the organisations; it would “reassure donors (...) and potentially encourage greater transparency and accountability on the part of organisations”.

Civil society in Portugal is seen as “**missionary sector**”. This perception is used to justify low wages and long hours of work. In consequence, qualified staff abandons the sector and moves to the profit sector. Further, civil society organisations are very dependent on public funding.

¹⁰³ <http://www.voluntariado.pt/left.asp?03.02>

¹⁰⁴ http://www.voluntariado.pt/preview_documentos.asp?r=83&m=DOC

¹⁰⁵ <http://www.voluntariado.pt/left.asp?02.03.02>

¹⁰⁶ Franco et al. (2005)

¹⁰⁷ Ibid., page 28

¹⁰⁸ http://unstats.un.org/unsd/publication/SeriesF/SeriesF_91E.pdf

¹⁰⁹ http://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_main

The authors indicate that training programmes for third sector managers can boost the capacity and effective management of the organisations.

The last point for improvement identified in the Johns Hopkins study relates to the **relationship between the non-profit sector and the State**. While it is acknowledged that this relationship improved after the fall of the “New Order” regime, it is a fact that “some ambiguity appears to remain about which functions the State should not only finance but also perform, and which functions it can rely on civil society organisations to carry out with state support”. Moreover, the autonomy of the third sector organisations can be at stake due to a large cooperation between State and civil society. A border shall be drawn to clearly separate State functions from civil society functions.

We have seen that traditionally in Portugal, volunteering is perceived as *charity, solidarity, goodness, sacrifice, gratitude, religion, and altruism*¹¹⁰. Hence, the current challenge of volunteering is to integrate concepts like, *responsibility, compromise, rights and duties* into its realm¹¹¹.

Furthermore, there is a need for articulation between the volunteers’ action and the professionalised services, public and private, that translates into the formulation of concrete proposals in order to better address the problems faced by the sector, and that reaches the decision-makers. In this process of reflection, proposal and decision is absolutely necessary to include all stakeholders: the State, the organisations and volunteers, and the recipients of the services¹¹².

VII. Conclusions

The aim of this paper was to give a general overview on the sector, bring together the more recent developments, and some more insights into volunteering. However, it does not give an exhaustive picture of the third sector and volunteering in Portugal.

The nonprofit sector and volunteering have a long tradition in Portugal. However, due to the fact that Portugal was under the rule of Absolutism (monarchies) and Authoritarianism for many centuries, democracy was implemented late. This provoked that the third sector was hindered in its development and did not grow significantly. The levels of individual participation in society are lower than in other European countries.

Hence, volunteers are short in numbers as a result of the national, social, economical and political landscape. Although the perception of volunteering has changed during the last decade, much had been achieved as a consequence of the organisation of the International Year of Volunteers – 2001. Many developments can be already witnessed, e.g. the law on Volunteering, the establishment of the CNPV, the creation of the Local Volunteering Banks, volunteering programmes and training. Still more needs to be done: society as a whole need to rethink its role, the involvement of all relevant stakeholders in society is necessary so that volunteering is recognised as an exercise of citizenship¹¹³, and as a way of positive contribution to the well being and development of humanity.

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¹¹⁰ ISU (2004: information paper 5)

¹¹¹ Ibid.

¹¹² Ibid.

¹¹³ ISU (2004 : information paper 5)

Training Centre for Volunteering), Élia Martins and the team of the BLVCMT and Carmo Lopes (Porto Social Foundation and Municipality of Porto).

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- Constituição da República Portuguesa",
- "Código Civil Português"
- "Código Cooperativo"
- "Código das Associações Mutualistas"

X. Links

- Portuguese Centre of Foundations (<http://www.cpf.org.pt/PT/index.htm>)

- ANIMAR –Platform of Associations for Local Development (<http://www.animar-dl.pt/index.php>)
- Federation Minha Terra – Platform of Associations for Local Development (<http://www.minhaterra.pt/acerca/apresenta.asp>)
- National Council for the Promotion of Volunteering (www.voluntariado.pt)
- Portuguese Platform for Non-Governmental Organisations for Development (<http://www.plataformaongd.pt>)
- Social Porto Foundation (<http://www.bonjoia.org/>)
- Municipality of Porto (<http://www.cm-porto.pt/>)
- Institute for Solidarity and University Cooperation (www.isu.pt)
- Portuguese Institute of Youth (<http://juventude.gov.pt/portal/ipj>)
- Municipality of Lisbon (<http://www.cm-lisboa.pt>)
- Diário da República (<http://dre.pt/>)