

**VOLUNTEERS AND VOLUNTEERING POLICY PROJECT:
PAPER ONE – RECOGNITION AND VALUING OF VOLUNTEERING**

Proposal

1. The Volunteers and Volunteering policy project seeks to ensure that volunteers are well supported and know that their participation is valued. Two Cabinet papers have been developed outlining progress in scoping the impact of government legislation, policy and practice on volunteers. Paper One focuses on actions to ensure greater recognition and valuing of volunteering by government. Endorsement of a Government Policy on Volunteering is sought. Paper Two reviews issues related to protection and good practice, and supporting and enabling volunteering.

Executive Summary

2. Volunteering has a vital role in building strong communities and civil society, but historically has been largely ignored in government policy. Consideration of volunteering is necessary to ensure that government does not create barriers to volunteering, or miss opportunities to enhance volunteering. Officials recommend that Ministers endorse a proposed Government Policy on Volunteering to raise the status of volunteering across government and reinforce positive government initiatives taken in the International Year of Volunteers 2001.
3. Changes in numbers of volunteers could impact on future availability and costs of services provided by volunteers. Trends are difficult to confirm based on current data. Systematic, consistent data measurement and more qualitative research on volunteering would provide valuable information, including on cultural differences. To acknowledge explicitly the contribution of volunteering and other unpaid work to the economy, the development of household satellite accounts and accounts for non-profit organisations is recommended.
4. Building the capacity of both government and the community sector to advocate, support and respond to volunteering issues is important for ensuring volunteering is appropriately supported in the future. Officials recommend that the Ministry of Social Development (MSD) continue to coordinate cross-government policy development on volunteers. Officials also recommend that the Budget 2001 funding for volunteer centres, Volunteering New Zealand and tangata whenua, Pacific and ethnic peoples' volunteering be reviewed as part of the 2003/04 Budget round.

Background

5. Volunteers are vital contributors in diverse areas including sport and recreation, emergency services, early childhood education, care of children and young people, care of sick people or people with disabilities, marae activities, churches, conservation, fisheries' protection, overseas development, women's refuges, culture and heritage, and citizens' advice.
6. Volunteers contribute to social development through enhancing:
 - *Strong communities and civil society:* Volunteering is an expression of active citizenship and enhances the self-reliance of communities. Social participation by volunteers helps build networks of trust, reciprocity, and shared values.
 - *Culture:* Volunteers organise and support culture and heritage events and activities that foster and maintain cultural identity.
 - *Individual wellbeing:* Volunteers can gain a sense of contributing and belonging, which in turn assists social cohesion. They can learn new skills and knowledge which are transferable to other paid or unpaid positions.
 - *Family and whānau development:* Volunteers provide wide-ranging services to families.

7. Volunteers also contribute to a *sustainable environment* through work to protect and enhance our natural heritage, and to the *economy* through contributions of unpaid time which significantly reduce the cost to government and community organisations of providing many kinds of services, for example:
 - over 8,000 urban volunteer fire fighters and 9,000 volunteer ambulance personnel provide emergency services to communities
 - in 2000/01 2,750 Citizens Advice Bureaux volunteers contributed over 675,000 hours of voluntary work – the equivalent of 345 full time staff
 - a 1998 Business and Economic Research Ltd study found 19.5% of the adult population was involved in the physical sport and leisure sector as volunteers, contributing on average 2.7 hours a week, with an estimated monetary value of \$1.8961 billion per year
 - 3000 volunteers contribute 400,000 hours per year to ESOL (English for Speakers of Other Languages) Home Tutor Schemes, with an estimated monetary value of over \$5 million a year.

8. The relationship between ‘volunteering’ and the ‘community and voluntary sector’ is often misunderstood. The sector comprises non-profit organisations, which typically involve a combination of both paid staff and volunteers. Whilst volunteers are vital contributors to community organisations, they also participate in communities in less formalised ways (such as helping an elderly neighbour). They also contribute to the work of government agencies, for example:
 - in 2000/01 volunteers contributed about 140,000 hours to programmes with the Department of Conservation; an estimated monetary value of \$1.4 million
 - 303 Honorary Fisheries Officers contribute an estimated 28,146 hours annually to fisheries protection. The Ministry of Fisheries also involves over 100 Tangata Kaitiaki/Tiaki, and fishcare volunteers
 - 37 Volunteer Community Coordinators assisted the Office for Senior Citizens¹ with consultation on the New Zealand Positive Ageing Strategy in 2001, organising 262 meetings across the country.

9. The Time Use Survey (1999) showed that participation in voluntary work is higher among females than males, and there is a rising level of voluntary activity up to the age of 65-74 years. People who are not in the paid labour force, and women who are in part-time paid employment, put approximately twice as much time into formal unpaid work as people who are employed full-time.

Volunteers and Volunteering Policy Project

10. In May 2001 the Minister Responsible for the Community and Voluntary Sector agreed to a Volunteers and Volunteering Policy Project. Funding was included in the 2001 Volunteers Budget package. The project arose from a recommendation by the Ministerial Reference Group for International Year of Volunteers 2001 (IYV-2001) which considered that a whole-of-government focus on policy issues affecting volunteering would provide a valuable ongoing legacy to the Year.

11. The project was established with the following objectives:
 - to identify any barriers to volunteering in government legislation, policy and practice and recommend appropriate changes
 - to identify specific government actions to enhance the ability of people to volunteer
 - to ensure government legislation, policy and practice enhances and supports the fulfilment of cultural obligations by whānau, hapū, iwi; Pacific peoples; and other ethnic² groups.

¹ Administered by the Ministry of Social Development; formerly called the Senior Citizens Unit

12. The project 'core group' comprised officials from the Ministries/Departments of Social Development, Civil Defence and Emergency Management, Conservation, Defence, Fisheries, Health, Internal Affairs, Labour, Pacific Island Affairs, Sport and Recreation New Zealand, Te Puni Kōkiri plus community representatives from NZ Association of Citizens Advice Bureaux, Volunteering New Zealand and the Ministerial Reference Group for IYV- 2001. A wider group of government agencies has been consulted and involved as required.

The need to enhance recognition of volunteering

13. Volunteering has been largely invisible and marginal in government policy, despite having a vital role in achieving government and community goals. IYV-2001 marked a turn around in government recognition, with positive government initiatives in support of volunteering. These were well received in the community, with an expectation of ongoing government recognition. The 2002 Labour Party manifesto committed Labour to "continue the work started in 2001, International Year of Volunteers, to ensure a consistent and positive approach by government departments to recognising and supporting volunteering". At the end of IYV-2001, New Zealand co-sponsored the United Nations General Assembly resolutions which called on governments to create a favourable environment for volunteering, including through enabling legislation, support for volunteer centres, volunteer training, research, and dissemination of information.
14. This low status and profile of volunteering means the impact of government activities on volunteering is often not considered by government agencies, and volunteers do not feel their contribution is valued. For instance, volunteers contribute significant amounts of unpaid time to consultation processes with government. Hidden costs such as transport, food, and child-care are often met by the volunteer. Government agencies do not always make the most effective use of this donated time, leaving volunteers feeling over-used and under-valued.
15. There is a risk that government could undermine volunteerism through unintentionally creating barriers or missing opportunities to enhance volunteering. This paper focuses on actions to raise the status of volunteering across government to minimise this risk. In seeking to enhance recognition of volunteering, the key issues discussed in this paper are:
 - raising the status and profile of volunteering within government
 - perspectives of tangata whenua, Pacific peoples and ethnic peoples
 - limited research and data on volunteering
 - recognition of volunteers through honours and awards
 - government and community capacity to support volunteering.

Comment

Raising the status and profile of volunteering within government

16. The project team considered it important that volunteering be recognised and valued, and taken into account by government agencies in developing policy and planning services. A useful mechanism to achieve this would be through a high-level statement providing a framework for future government support for volunteering. To this end, officials propose that government endorse a Government Policy on Volunteering.
17. The proposed text of the Policy is attached as Appendix One. It outlines a vision of a society with a high level of volunteering, where the many contributions people make to the common good through volunteering and fulfilment of cultural obligations are actively supported and valued. The text includes recognition statements, commitments and key implementation tasks.

² People other than Māori and Pacific peoples, whose ethnicity is different from the majority of New Zealanders are referred to in this paper as 'ethnic peoples'.

18. The Policy indicates that government agencies will be expected, when developing or reviewing policies and programmes, to take into account any implications for volunteering. Where potential or actual impacts are identified, consultation with volunteers and their organisations is expected. Proposals for action to ameliorate negative impacts or proactively support volunteering will require appropriate cost-benefit analysis by the government agency concerned. The Policy also contains an expectation that government agencies will have policies that recognise and support private volunteering activities by staff whilst ensuring that staff continue to fulfil their professional obligations (see 'Employees who volunteer', paper 2).
19. Endorsement and distribution of the Policy will heighten awareness within government of the potential impact of government policies on volunteering and on the ability of tangata whenua, Pacific and ethnic peoples to fulfil their cultural obligations (see paragraphs 24-31). The Policy is supported by the government agencies consulted on this paper.
20. Similar initiatives overseas include a draft Queensland policy on volunteering which includes a vision, principles and associated strategies for action, a Volunteering Code of Best Practice in England, and the National Assembly for Wales' Policy on Volunteering.
21. Strengthening government's relationship with the community sector is critical to ensuring that any government support for volunteering is not construed as a means of exploiting unpaid workers or downsizing government. In December 2001 the government signed the Statement of Government Intentions (SOGI) for an Improved Community-Government Relationship, in recognition of the vital role of community/voluntary, and tangata whenua organisations. Through broad principles and commitments, the SOGI encourages relationships based on honesty, trust and integrity. The Government Policy on Volunteering would build on the SOGI by specifically focusing on government's relationship to volunteering.
22. Officials, led by MSD, are developing a Cabinet paper in response to the recent Community-Government Relationship Steering Group report. Consideration is being given to mechanisms to ensure that government agencies respond to the SOGI and adopt good practice when relating to community, voluntary and iwi organisations, including through development of relationship plans. Development of advice on good practice will include expectations that specific and distinct attention will be given to the needs of volunteers. Mechanisms for government agencies to report on their community sector relationships should include progress reports on responses to the Government Policy on Volunteering.
23. *It is recommended that Ministers:*
 - *endorse the Government Policy on Volunteering*
 - *direct chief executives of government agencies to ensure that the Policy is put into practice*
 - *refer consideration of reporting mechanisms on the Policy to the MSD-led officials' group that is developing a response to the Community-Government Relationship Steering Group.*

Perspectives of tangata whenua, Pacific peoples and ethnic peoples

24. Volunteers can be described as "those who, of their own free will, undertake unpaid work outside their immediate household, to benefit the common good"³. The concept of 'free will' is, however, contentious. While 'free will' distinguishes genuine volunteering from coercive situations, many people do feel a sense of obligation to 'volunteer'. This is particularly true for tangata whenua, Pacific peoples and ethnic peoples.

³ This definition was used by the project, based on work done internationally to define volunteering.

25. Volunteering is not a concept that has a direct equivalent in the traditional culture of hapū and iwi. For tangata whenua the concept of volunteering relates to work which is unpaid and carried out in the context of cultural obligation, duty, reciprocity and collective benefit. *Aroha* (love), *tikanga* (justice, order, the right way of doing things), *manākitanga* (the implementation of aroha, caring for each other), *mahi aroha* (working willingly) and *mahi koha* (working as a contribution or gift) are similar concepts to volunteering.
26. Alongside fulfilling cultural obligations in traditional tangata whenua settings, tangata whenua also ‘volunteer’ across the full range of community organisations. Data from recent censuses (1996, 2001) and the Time Use Survey (using categories of Māori and non-Māori) shows that Māori ‘volunteer’ more often, and contribute more hours than non-Māori, with Māori women contributing more than Māori men. The distinction between ‘volunteering’ and ‘fulfilment of cultural obligations’ is not clear cut, but both play a central role in maintaining and developing the institutions, culture and communities of tangata whenua.
27. It is the view of Te Puni Kōkiri that Treaty principles require the government to give the same level of support to the fulfilment of tangata whenua cultural obligations as is given to volunteering. How that support is provided requires discussion with representative Māori authorities. The danger of intervening to support tangata whenua volunteering without the participation of relevant Māori authorities is that the integrity of whānau, hapū, iwi and their cultures could be undermined, contrary to the Treaty principle of active protection.
28. *It is recommended that Ministers:*
- *note that fulfilment of tangata whenua cultural obligations is not the same as volunteering*
 - *note the view of Te Puni Kōkiri that Treaty principles require the government to give the same level of support to the fulfilment of tangata whenua cultural obligations as is given to volunteering*
 - *direct MSD and the Department of Internal Affairs to discuss with representative Māori authorities how support for the fulfilment of tangata whenua cultural obligations might best be provided.*
29. Pacific peoples have come to identify the concept ‘volunteering’ with ‘unpaid work’ or contribution to their communities and wider kinship networks. Pacific ‘volunteering’ is based on cultural values of love, reciprocity, respect, obligation to kin and community, and serving others. Many Pacific peoples undertake voluntary activities as part of a church organisation. The project heard that many Pacific peoples contribute unpaid time to government consultations and want greater feedback on how their contributions have impacted on government policy and practice.
30. Pacific and ethnic peoples rely on volunteering to maintain and foster their communities and cultures within New Zealand society, and dedicate significant time to assisting the settlement needs of new arrivals to the country. For ethnic people, a duty to serve one’s community and extended family relates closely to the concept of ‘volunteering’. For new ethnic migrants, volunteering within mainstream community organisations builds familiarity with their new country and helps develop networks.
31. The Department of Internal Affairs (DIA) is responsible for a 2001 Volunteering Budget allocation of \$90,000 to be split equally between initiatives for tangata whenua, Pacific peoples and ethnic communities in 2001/02, with further funding earmarked for the following two years. After consultation, funding for the 2001/02 was allocated as follows:
- establish a Working Party on Māori Volunteering to review the needs of tangata whenua in relation to volunteering
 - regional Pacific fono for dissemination of information for volunteers and their organisations about rights and obligations, and training opportunities

- a joint partnership project between the New Zealand Federation of Ethnic Councils and the New Zealand Association of Citizens Advice Bureaux focussing on volunteering and ethnic communities is currently under negotiation.

32. *Officials note the term 'fulfilment of cultural obligations' has also been used to ensure policy development is inclusive of Pacific and ethnic peoples.*
33. *Officials recommend that DIA assess the effectiveness of the 2001 Volunteering Budget funding for tangata whenua, Pacific and ethnic volunteering, and propose options for meeting future funding needs in these areas as part of the 2003/04 Budget round.*

Limited research and data on volunteering

34. The low status of volunteering has resulted in inconsistent measurement of voluntary activity. The Census does not have a permanent question on volunteering, and previous Census questions relevant to volunteering have been framed differently, making it difficult to compare data over time. The Time Use Survey provided valuable information but is not part of an ongoing data collection programme. Other surveys, such as the 1996 Sport and Physical Activity Survey by the Hillary Commission, are incompatible as they use different definitions of 'volunteering'.
35. There is a risk to government in not having a more sophisticated understanding of the trends and nature of volunteering. For example, it is not possible to confirm whether volunteering has declined or increased over the last two decades. A widely perceived but unsubstantiated trend that volunteers are pulling out of some services may require initiatives that reverse that trend, or that target alternative future resources to fill gaps in services. Targeting resources effectively, however, is difficult without an up-to-date and systematic analysis of the volunteering landscape.
36. Regular and consistent data on volunteering is needed to ensure that government policy development and service delivery takes into account the role and impact of volunteering. Such data would provide valuable information for community organisations and would enable the contribution of volunteers to be better understood. *These concerns, including having a permanent question in the Census on volunteering, have been raised with the interagency officials committee, led by Statistics New Zealand (SNZ), which is developing a long-term programme for official social statistics, due to report to Cabinet in November 2002.*
37. The government does not currently provide explicit recognition of the contribution of volunteering to the economy. As with household work, if volunteering remains invisible in economic terms, it will be easily overlooked in policy development. A 2001 report⁴ on unpaid work in New Zealand, using the Time Use Survey data, represented a first step towards developing a satellite account of household production (describing the collective economic activities of households) to complement the conventional national accounts (describing the market economy). Full household satellite accounts would provide explicit recognition of the contribution of volunteering to the economy. Similarly, satellite accounts for non-profit organisations, which would include volunteers, would measure the contribution of more formal organisations providing services to the community. Methodologies for developing satellite accounts have recently been agreed to by statisticians internationally, and the production of satellite accounts would allow for comparison with other countries.
38. SNZ has previously proposed the production of satellite accounts, but is not currently funded to undertake this work. Two options for securing future funding for satellite accounts include a competitive bid through the Foundation of Research, Science and Technology (FoRST) or

⁴ Statistics New Zealand (2001) "Measuring Unpaid Work in New Zealand 1999".

seeking a specific appropriation for this purpose. A proposal in 2001 to FoRST to enable SNZ to produce a satellite account for non-profit organisations was declined.

39. Any new proposal should include a consultation process with Te Puni Kōkiri, Ministry of Pacific Island Affairs, and the Office of Ethnic Affairs to investigate options for a breakdown of data by ethnicity. *Officials recommend that Statistics New Zealand scope and cost a proposal to develop a) household satellite accounts and b) satellite accounts for non-profit organisations that provide explicit recognition of the contribution of volunteering to the economy.*
40. There is limited qualitative research on volunteering, including information related to gender and age, and the concept of 'volunteering' as it is perceived by tangata whenua, Pacific and ethnic cultures within New Zealand. Following a 2001 literature review of social service volunteering, MSD is currently working to develop a research programme that will improve understanding of communities and community organisations, and this will include a focus on volunteering.

Recognition of volunteers through honours and awards

41. One means by which central government can provide public recognition of individual volunteers at the highest level is through the current honours system⁵. The Ministerial Reference Group for IYV-2001 recommended that the government "encourage the nominations of volunteers through the national honours system". The project core group concluded that while the current honours system does provide an opportunity for national recognition of volunteers, wider publicity is needed to encourage community organisations to make nominations. Pacific peoples in particular, commented that they were not aware of how to make nominations.
42. The Department of Prime Minister and Cabinet (DPMC) considers, however, that its existing promotion strategies for the national honours system are sufficiently broad to encourage nominations from all sectors of the community, and no additional action is needed. With regard to local government awards for volunteering, Local Government New Zealand has undertaken to gather information on local government awards for volunteering and to share this information between councils.

Government and community capacity to support volunteering

43. Government can facilitate volunteering by providing support for an effective volunteering infrastructure. Volunteer centres, national community organisations, and bodies such as Volunteering New Zealand (VNZ) and the New Zealand Federation of Voluntary Welfare Organisations, together play a leading role in developing and advising on good practice management, providing training, conducting research, and advocating on behalf of volunteers and organisations involving volunteers. Sport and Recreation New Zealand (SPARC) provides similar support for sport and recreation organisations.
44. The 2001 Volunteering Budget, administered by the Department of Internal Affairs (DIA), included ongoing Vote funding to support six regional volunteer centres which link volunteers to volunteering opportunities. The 2002 Labour manifesto includes a commitment to maintain and grow the volunteer centre network. The 2001 Budget also included \$90,000 annually for four years to establish VNZ, and funding for a national interactive website on volunteering. VNZ has the potential to lead work to promote and advocate volunteering, but is still developing relationships across the breadth of the community sector, and is currently limited in its capacity to carry out the full range of advocacy, information and policy functions.

⁵ The New Zealand Order of Merit and Queen's Service Order

45. *Officials recommend that DIA assess the effectiveness of the 2001 Volunteering Budget funding for volunteer centres and Volunteering New Zealand and propose options for meeting future funding needs in these areas as part of the 2003/04 Budget round.*
46. The project has highlighted the need for ongoing cross-government policy work within government focussed on volunteering. While some of the issues raised by the consultation process, and detailed in Paper Two, may be resolved by the community sector with minimal government input, in other cases policy or legislative changes are required by government. An ongoing focus on volunteering would allow officials to:
- build policy capacity and expertise on volunteering-related issues, including strategic advice on the best options for government investment in volunteering
 - advise on the potential impact of future legislation, policy and practice on volunteering and of the impact of existing policies not identified by the current project
 - monitor the extent to which government agencies fulfil the commitments within the proposed Government Policy on Volunteering.
47. Community representatives on the project core group are strongly of the view that there should be an increase in current policy resources to enable ongoing volunteering policy work to be assigned to a dedicated team. Officials consider that policy work on volunteering can be managed as a component of the MSD community and voluntary sector work programme, but note that with current resourcing levels the recommended actions in both papers will need to be spread across two years. *Officials recommend that cross-government policy development on volunteering continue to be coordinated by MSD as a specific component of its community and voluntary sector work programme.*

Consultation

48. A call for submissions was circulated through the networks of involved government agencies and community newsletters in September 2001. A Summary of Submissions was circulated widely in January 2002. Workshops on the project were held at national volunteering conferences in August 2001 and March 2002. The project's Māori sub-group gathered responses from various sources including the Ministry of Social Development Māori Reference Group, and the new Working Party on Māori Volunteering. The Pacific sub-group held three Pacific fono with representatives of the Pacific Island Community Reference Groups in Christchurch, Wellington and Auckland. Ethnic issues were discussed with the Office of Ethnic Affairs and some key ethnic community leaders.
49. Government ministries, departments and Crown entities consulted: Accident Compensation Corporation, Agriculture and Forestry, Archives New Zealand, Child Youth and Family, Civil Defence and Emergency Management, Conservation, Corrections, Courts, Culture and Heritage, Defence, Economic Development, Early Childhood Development, Education, Environment, Fisheries, Foreign Affairs and Trade, Health, Inland Revenue, Internal Affairs (including Office of Ethnic Affairs), Justice, Labour (including New Zealand Immigration Service), Land Transport Safety Authority, Museum of New Zealand Te Papa Tongarewa, New Zealand Police, Pacific Island Affairs, Prime Minister and Cabinet, Social Development (including Office for Senior Citizens), Skill New Zealand, Sport and Recreation New Zealand, Standards New Zealand, State Services Commission, Statistics New Zealand, Te Puni Kōkiri, Transport, Treasury, Women's Affairs, and Youth Affairs.

Financial implications

50. Actions arising from the Government Policy on Volunteering can be carried out within baselines. The production of household satellite accounts and accounts for non-profit organisations requires costing of a proposal by Statistics New Zealand for the 2003/04 Budget round. Assessment of the need for ongoing government support for volunteer centres,

Volunteering New Zealand, and tangata whenua, Pacific and ethnic volunteering is likely to result in submissions for further resourcing in the 2003/04 Budget round.

Legislative implications

51. There are no legislative implications arising from this paper.

Human rights

52. The proposals comply with the New Zealand Bill of Rights Act 1990 and Human Rights Act 1993.

Gender implications

53. Given the higher incidence of voluntary work by Māori women, non-Māori women, and Māori men, it is important that recommended actions meet the specific needs of these groups.

New Zealand Disability Strategy implications

54. People with disabilities access services provided by volunteers and from community-based organisations that rely on the services of volunteers. People with disabilities also volunteer. Initiatives arising from this project need to be inclusive of the needs of people with disabilities, and where relevant, targeted for disability-related groups and organisations.

Publicity

55. *Officials recommend that a promotions strategy for the Government Policy on Volunteering be developed by MSD. This could involve a launch on 5 December 2002, International Volunteers Day. Officials also recommend that information on the work programme be publicly available.*

Recommendations

56. It is recommended that the Cabinet Committee:

1. **note**
 - i. the low status and profile of volunteering means that the impact of government activities on volunteering is often not considered by government agencies, and volunteers do not feel their contribution is valued
 - ii. there is a risk that government could undermine volunteerism through unintentionally creating barriers to volunteering, or missing opportunities to enhance volunteering
 - iii. government initiatives in the International Year of Volunteers 2001 marked a turning point in recognition; and proposed ongoing work will build on this progress
 - iv. the fulfilment of tangata whenua cultural obligations is not the same as volunteering
 - v. it is the view of Te Puni Kōkiri that Treaty principles require the government to give the same level of support to the fulfilment of tangata whenua cultural obligations as is given to volunteering
 - vi. the term 'fulfilment of cultural obligations' has also been used to ensure policy development is inclusive of Pacific and ethnic peoples
2. **endorse** the proposed Government Policy on Volunteering (set out in Appendix One) to raise the status and profile of volunteering across government
3. **direct** chief executives of government agencies to ensure that the Government Policy on Volunteering is put into practice
4. **refer** consideration of reporting mechanisms on the Government Policy on Volunteering to the officials' group, led by the Ministry of Social Development, that is developing a response to the Community-Government Relationship Steering Group

5. **agree** that the Ministry of Social Development will develop a promotions strategy for the proposed Government Policy on Volunteering, by 5 December 2002 (International Volunteers Day)
6. **direct** the Ministry of Social Development and Department of Internal Affairs to discuss with representative Māori authorities how support for the fulfilment of tangata whenua cultural obligations might best be provided
7. **agree** that Statistics New Zealand scope and cost a proposal to develop a) household satellite accounts and b) satellite accounts for non-profit organisations that provide explicit recognition of the contribution of volunteering to the economy, to be submitted in the 2003/04 Budget round
8. **agree** that the Department of Internal Affairs assess the effectiveness of the 2001 Volunteering Budget funding for volunteer centres, Volunteering New Zealand, tangata whenua, Pacific peoples and ethnic peoples, and propose options for future needs as part of the 2003/04 Budget round
9. **agree** that cross-government policy development on volunteering continue to be coordinated by the Ministry of Social Development as a specific component of its community and voluntary sector work programme.

PROPOSED GOVERNMENT POLICY ON VOLUNTEERING

Given that volunteers make a vital contribution to social development, the economy and the environment, Government endorses the following policy on volunteering:

Vision: A society with a high level of volunteering, where the many contributions people make to the common good through volunteering and fulfilment of cultural obligations, are actively supported and valued.

Recognition: Government recognises that:

- volunteers are found in wide-ranging spheres of activity, including sports, arts, heritage, emergency services, social services, health, education, recreation, human rights, tourism, conservation and the environment.
- volunteers offer their time and expertise of their own free will, out of commitment to their community, and to fulfil cultural obligations
- the nature of volunteering varies widely depending on different cultural expectations and the nature of the task
- volunteers give their time unpaid and should have the opportunity to gain benefits in return, such as new skills, and sense of belonging and achievement
- volunteers should not replace paid workers
- volunteering is an essential element of civil society

Commitments: To support this vision, government is committed to:

- valuing and celebrating the contributions of volunteers
- recognising the contribution that tangata whenua, Pacific and ethnic peoples make to their communities through fulfilment of cultural obligations
- ensuring that volunteers have appropriate protection under law
- ensuring good practice in volunteer programmes which government directly manages
- encouraging community and voluntary organisations to develop and maintain good practice in supporting and involving their volunteers
- reducing barriers associated with volunteering in legislation, policy and practice
- supporting initiatives to increase understanding of, and to disseminate information about, volunteering

Implementation: Government expects all government agencies to:

- take into account the needs of volunteers and their organisations, and the costs associated with volunteering, when developing policies and delivering services
- consult volunteers and their organisations on policy and operational changes that impact on volunteering
- have policies in place that support the private volunteering activities of staff while ensuring that public servants continue to fulfil their professional obligations