

*A COMPARATIVE STUDY OF UMBRELLA ORGANIZATIONS FOR THE VOLUNTARY
SECTOR IN NORWAY AND SCOTLAND*

INTERNSHIP REPORT BY

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1. INTRODUCTION

The voluntary sector has been regarded as a major stakeholder in the developmental agenda of many societies. With the assistance of the voluntary sector state authorities are able to facilitate their developmental policies. The voluntary sector consists of basically private associations that are established mainly not to generate and distribute profits, whose activities normally involves some significant amount of voluntary participation and being separate from government agency in terms of its structure but can receive some level of assistance and co-operation from the government (Salamon and Anheier 1996a; Evers and Laville 2004). These are characteristics that collectively distinguish the voluntary sector from the other sectors of society such as the state and the business sectors. Their activities normally include donations, charities, engagement in social services and public advocacy often serving as the mouth piece of the poor, weak and vulnerable in the society. The nature of how voluntary sector organizations conduct their activities is indeed contextual and thus varies from country to country.

Over the years, the voluntary sector across the globe has witnessed certain developments and changes. These developments include the proliferation in the number of Non-Governmental Organizations (NGOs), civil society groups and other forms of voluntary and nonprofit associations. Similarly, the sector has also witnessed certain structural and institutional changes in recent times in response to the sociopolitical and economic developments taking place in most countries across the globe. For Seibel (1990) the sector is often regarded as being firmly rooted in the broader social, political and economic processes that take place in a country. So any developments and changes that take place in such dimensions naturally affect the organizations within that sector.

Some scholars on the other hand often attribute these changes and developments in the voluntary sector to the changing global trends and the spread of globalization itself. According to Rigg (2007) the process of globalization has empowered local structures and the everyday life, as the process operates at all levels and scales. The globalization process has therefore contributed to the creation of avenues for locally based initiatives which is often under the auspices of the voluntary sector (Rigg 2007).

However, in order to trace these developments within the voluntary sector, we cannot overlook the key roles particular organizations play for the voluntary sector across the globe. Such organizations include the specific national bodies or umbrella organizations that coordinate the activities of the voluntary sector in most societies. It is against this background that this report attempts to present a brief comparative study of umbrella organizations for the voluntary sector in Norway and Scotland. I have decided to undertake this study in light of the recent developments within the voluntary sector in both Norway and Scotland. For the purpose of this report emphasis is placed on Frivillighet Norge (The Association of NGOs Norway) and the Scottish Council for Voluntary Organisations (SCVO) that exists as umbrella organizations for the voluntary sector in Norway and Scotland respectively. This report is therefore concerned with three main questions;

- What is the history of the umbrella organizations in Norway and Scotland?
- How are the umbrella organizations for the voluntary sector in Norway and Scotland structured and funded?
- What role do umbrella organizations play for the voluntary sector in Norway and Scotland?

The subsequent sections of this report seek to address these questions. The report then concludes with a summary of the various findings and discussions.

2. METHODOLOGY

The decision to select which kind of research methodology for a study is always a daunting task as there has been an enduring debate between the social and the natural sciences about qualitative and quantitative methodology. As a result of these debates within the academia both methodologies are widely used independently in various studies, as it perceived that the two methodologies belong to different ontological and epistemological considerations (Bryman, 2008). But in recent times other scholars are steadily combining both methodologies in their research. This is because as noted by Bryman (2008) the combination of both qualitative and quantitative methodologies in research enables a vivid depiction of social reality.

However, since this report predominantly focuses on the perspectives of the specific umbrella organizations for the voluntary sector in Norway and Scotland, I am inclined to use qualitative research methodology. Also, the adoption of concepts based on the research questions and data collection further justifies the use of qualitative research methodology in this report. But, I must emphasize here that some quantitative data such as tables, pie charts and figures are also used for illustrations in this report.

Data for the purpose of this report is based on secondary sources of data. This refers to data already collected and documented in books, reports and other relevant medium which are normally stored in libraries and archives. I therefore refer to information contained in books and reports published and authored by international organizations like the United Nations, the Johns Hopkins Comparative Nonprofit Sector Project, specific national institutions and the relevant umbrella organizations for the voluntary sector in Norway and Scotland namely Frivillighet Norge and the SCVO. Other sources of data include information pertaining to the umbrella bodies under consideration contained in articles, journals, news paper publications and electronic formats.

In the analysis of this paper, the comparative method of analysis is used. According to Walk (1998) comparative analysis provides the framework for understanding the differences and similarities between two entities. It is also used when the researcher appreciates the comparative nature of their research topic (Walk, 1998). Thus in this report I compare the history, structure, funding and role of umbrella organizations for the voluntary sector in Norway and Scotland. This approach, I argue here enables me to compare and contrast the developments within these organizations and uncover the inherent differences and similarities that may exist within such an aspect of society.

3. LIMITATIONS OF THE STUDY

Considering the complexities and cross national variations that exists within the voluntary sector any attempt to deal with such an aspect of society is not an easy task. The complexities often include specific national, regional and local realities such as cultural, social, political and economic conditions existing in the country. I must concede here that this report only attempts to present a brief over view of umbrella organizations for the voluntary sector in Norway and

Scotland. Even with the umbrella organizations for the voluntary sector in both countries, my attention is limited to specific aspects of these organizations. I am also inclined to believe that the countries I used in this paper are not the only places where umbrella organizations for the voluntary are in existence, as there may be other vibrant and active voluntary organizations in other countries apart from the cases discussed in this paper.

Apart from that, with respect to research methodology, data collection and analysis, the adoption of secondary sources of data stems from resource and time constraint during the course of the internship. It must be noted here that, this report is by no means the general picture of the voluntary sector in the countries under consideration as there may be other equally important issues that might not be captured by this report.

4. CONCEPTUAL FRAMEWORK

This section presents the conceptual framework for understanding the voluntary sector within the context of the countries under consideration in this report namely, Norway and Scotland. It also attempts to identify an applicable definition for the voluntary sector in both countries.

4.1 Definition of key concepts

A cursory glance at previous literature relating to the voluntary sector depicts that it is a very complex area due to the nature of its cross-national variations. For Seibel (1990) the complexity of the voluntary sector makes available information on the subject matter difficult to compare. Morris (2000) corroborates this assertion by indicating that establishments that are not part of state apparatus or not for profit making purposes have been diversely referred to as Non-Governmental Organizations (NGOs), nonprofit, voluntary, third, civil society and social economy sector. But as Kendall (2003) observes these diverse descriptions are an elite driven process as the situation on the ground in diverse societies looks different. This is because these terms do not convey similar relevance in every national setting.

For Reid and Halfpenny (2002) the term differs in other countries, so in order to have an effective discussion on such a variegated area of study one has to engage in such a discourse employing the common concepts relative to their specific national context. Mindful of this the

next parts of this paper will make references to the terms frequently used in previous literature relating to the specific national settings under consideration. Therefore for the purpose of this paper the term “voluntary sector” will be used describe the organizations that are not for profit generating purposes, independent from the state and make use of voluntary efforts. The reason for the adoption of the term “voluntary sector” rather than nonprofit, third, social economy, nongovernmental and civil society sector stems from the fact that the “voluntary sector” is the particular and common noun used for the sector in the countries under consideration in this paper namely Scotland and Norway. Thus the adoption of such a terminology which is already familiar with the national settings under consideration would facilitate the discussion in this regard.

Apart from that the same term has been used previously to collect data on the sector in both Norway and Scotland. So therefore to change the terminology whilst making references to previous data would lead to confusion. According to Kendall (2003) in the United Kingdom for instance, the term voluntary sector is commonly used to describe “formal organizations that are not for profit distribution, legally independent of the state, self governing and benefits from voluntarism” (Kendall, 2003:6).

With respect to Norway, according to Sivesind et al (2002) even though voluntary organizations have been widely identified with the term “nonprofit sector” in the literature and other extensive works, it is interesting to note that the term is rarely used in the Norwegian context as the major stakeholders in the nonprofit sector in Norway hardly consider themselves as constituting a sector. Rather they are mainly referred to as “Voluntary Organizations” or “*Frivillige Organisasjoner*” who depend heavily on its membership support, participation, contributions and volunteering, with the Norwegian traditional democratic structures as its foundations (Sivesind et al., 2002:9). Subsequently, various studies related to Norway has consistently and commonly referred to organizations that are not for profit distribution and institutionally separate from the state as belonging to the voluntary sector (Selle, 1993; Sivesind et al, 2002) . It must be emphasized here that employing the term voluntary sector as the default terminology for this report, is not to mean that the same concept should be applied in other studies conducted in other national contexts or situations. Such a misconception would be misleading as for example, even within the European Union context such voluntary, civil society, nonprofit and nongovernmental organizations are categorized under the “third sector” (Kendall, 2003:6).

Guided by the need to contextualize such a discussion of a sector characterized by significant cross national differences within its national settings, the next part of this report will attempt to identify an applicable definition that describes the voluntary sector in the specific national settings under consideration in this report. Such an approach would also involve identification and description of the basic concepts and terms that are often associated with any discussions on voluntary sector organizations.

The adoption of such an approach will provide the framework for identifying and understanding the most significant developments and changes that have taken place within the voluntary sector. It will also then create an avenue for a thorough review of the umbrella organizations for the voluntary sector in Norway and Scotland, so as to identify some inherent commonalities and differences that may exist in the history, structure and role of such organizations.

4.2 Defining the “Voluntary Sector”

As it has been previously alluded to, the definition of the voluntary sector continues to be a vastly contested area. The reason is that every society contains a different mix of historical, cultural, legal, political and economic developments and these developments shape the foundations and structure of the voluntary sector. For that reason any attempt by researchers aimed at defining the concept is often misconstrued as only reflective of the exigencies of time and resources or the researcher’s sheer figment of imagination (Salamon and Anheier, 1996a).

Notwithstanding the difficulty and numerous critiques that follows from such an endeavor, the United Nations System of National Accounts (UNSNA, 1993) attempts to define the voluntary sector as constituting any legal or social entity established for the purpose of producing public goods and services, having features that prevents them from generating and distributing income, profits or revenues to the entities that established or support them. It further describes the sector as one of the four components of a national economy. The other three are the government, business sector and households. This definition distinguishes the voluntary sector from the other sectors of the economy such as the state, market and households. It basically regards the voluntary sector as occupying a distinctive social space outside both the state and market. It

depicts the sector as “a different social economy with a different approach to dealing with surplus” (Defourny et al, 2000 as cited in Evers and Laville, 2004:13).

However, Morris (2002) contends that the UNSNA (1993) income-based definition only depicts an aspect of the sector, as it fails to consider other alternative sources of revenue available to various organizations such as grants from governments and revenue they generate from fees, sales and other services. Likewise by defining the voluntary sector in the light of the selfless contributions of volunteers alone, we discount the potential of paid labor in that sector (Morris, 2002). Evers and Laville (2004) also contend that the income-based definition of the sector by UNSNA is problematic, as voluntary sector organizations are susceptible to the influence of external forces such as government policies and regulations, developments within the market sector, the inputs of households, the kind culture portrayed by civil society and the needs of the society in general. In spite of the problematic nature of the UNSNA (1993) definition to scholars, the prevalent usage of the term in national statistical institutions across the globe justifies its reference in this paper.

Furthermore, according to Morris (2002) the voluntary sector refers to organizations whose features create avenues for the consolidation of social capital. This features she argues represents an offshoot of the activities undertaken by voluntary sector organizations. Thus through their activities such as providing social services and engaging in public advocacy, these organizations promotes good will and social cohesion. Putnam (cited in Morris, 2002:28) defines social capital as “the features of social organizations, such as trust, norms and networks that can improve the efficiency of society by facilitating coordinated action”. The voluntary sector therefore stimulates social capital which obviously can contribute to the development of societies in general (Morris, 2002). What is most crucial here is whether the activities of such organizations are able to create social capital.

From the above perspectives it can be realized that none of the definitions presents a general approach to the understanding of the voluntary sector in the two countries under consideration in this report, as various scholars adopts different definitions based on the issues and problems they seek to address. Hence, an identification of a more universal definition of the sector that will reflect its cross sectional feature will be welcomed as it will serve as the framework within which concrete data can be gathered and analyzed in both Norway and Scotland. In this vein, the most

significant contribution made towards the development of a common definition for the voluntary sector is the Johns Hopkins Comparative Nonprofit Sector Project (JHCNSP) directed by Salamon and Anheier. The JHCNSP is the most central international model for dealing with the issues of the voluntary sector (Evers and Laville, 2004; Morris 2002; Salamon and Anheier, 1996b).

The operational definition of the JHCNP identifies five basic characteristics that organizations within the voluntary sector must share. They must be;

1. *Organized*- The organization should to be institutionalized to some degree or extent in terms structure and mode of operation. The organization needs to exist within an institutional framework or have an institutional identity. These include the existence of an internal organizational structure and activities, fixed goals and significant boundaries.
2. *Private*- The organization must be institutionally separate from government. Thus they are not part of state apparatus. This does not imply that they may not receive assistance from the state or cannot cooperate with the government. What is crucial is that, such organizations have an institutional identity of their own.
3. *Self-governing*- equipped with their own internal governance structures and procedures to control their activities to a large extent. These organizations must possess the capacity to manage their own affairs or internal operations with a degree of autonomy.
4. *Non-profit-distributing*- not returning the profit they make to their directors or owners but rather putting it back into fulfilling the basic mission of the organization. The profits they generate directly or indirectly must be channeled towards fulfilling the purpose with which the organization was established.
5. *Voluntary*- involving some meaningful degree of voluntary participation with respect to the operations and management of the organization. The use of volunteer staff and voluntary contributions must be evident to a large extent in the organization (Salamon and Anheier, 1996a:3-4).

The voluntary sector is therefore defined as a collection of entities that exhibit to a significant extent the five criteria highlighted above. Thus the operational definition of the Johns Hopkins Comparative Project focuses on organizations that will accomplish these varieties of requirements.

However, the operational definition of the JHCNSP has also been met with some criticisms by other scholars who argue that it is not encompassing enough. Evers and Laville (2004) argue that the project definition of the sector does not capture other nongovernmental organizations such as mutual aid societies and cooperatives that are able to share some of their profit among their members. Morris (2002) also contends that the JHCNP definition of the voluntary sector does not place much emphasis on organizations and civil society groups whose activities generate social capital for the society in general. So therefore, Morris proposes that in order for the project's definition of the sector to achieve universal application it ought to be capable to include the bulk of our concerns in the sector (Morris, 2002).

On the other hand, the Johns Hopkins Project definition itself cautions that its structural-operational definition of the sector is not to imply that all entities within the voluntary sector share the five attributes equally or do not differ in other dimensions. As the findings of the project allude to the fact that entities in the voluntary sector differ clearly in history, scale, activity, management and other aspects of their operation. The argument here is that these organizations in various countries collectively possess certain characteristics that distinguishes them from the other main sectors of society namely the business sector and the state (Salamon and Anheier, 1996a).

This internship report therefore adopts the Johns Hopkins Comparative Project definition to describe the voluntary sector in both Norway and Scotland. The reason for the adoption of the Johns Hopkins Project definition for the voluntary sector in this report is that generally these are characteristics that collectively distinguish the voluntary sector in both countries from the other main sectors such as the state and business sectors. Thus the voluntary sector refers to organizations in both countries that collectively share the five characteristics highlighted above in the Johns Hopkins Project definition. Hence, data and analysis for the purpose of this report is based on the definition of the sector according to the Johns Hopkins Project. The voluntary sector based on the Johns Hopkins Comparative Project definition includes NGOs, civil society groups, cooperatives, mutual aid societies, charities, voluntary and other nonprofit organizations. What this means here is that whether NGO's, civil society groups, cooperatives, mutual aid societies, voluntary or nonprofit organization they all belong to the general voluntary sector in both Norway and Scotland (Kendall, 2003; Sivesind et al., 2002).

But before I proceed to the specific national context which is the focus of attention in this paper, it is imperative to take a look at the voluntary sector from a global perspective. The question here therefore is that; what particular social roles do these characteristics and features imply that they fulfill within the global society? What impact is the process of globalization having on the role of the voluntary sector? The next part of this paper will seek to tackle these issues.

4.3 The voluntary sector in the era of globalization

Voluntary sector organizations have had a long history in terms of their contributions to the development of societies across the globe. Until recently, they were at the periphery when it came to the recognition of their influence and contributions to development within societies they exist. In the course of time they have become active at the center stage through their frequent engagement in community development projects and policy advocacy (Clark, 1991). But the activities of the voluntary sector vary from one country to another as the approaches they employ are influenced by specific national and regional realities. Globally, the voluntary sector is noted for the “solidarity-based elements of their foundations” (Evers and Laville, 2004:13).

The voluntary sector across the globe may consist of NGOs, Civil Society Organizations (CSOs), nonprofit and community-based organizations working in areas relating to the environment, labor, human rights as well as religious groups, think tanks, trade and industry and several others (Doh and Teegan, 2003). According to Clark (1991) voluntary sector organizations such as NGOs have become more diverse, credible and innovative in contemporary times than they used to be. Through their grass root initiatives in developing countries across the globe they have managed to earn the trust of the people living in such areas in a manner in which local governments even find it difficult to replicate. On the other hand getting the acceptance and support of the populace in Western countries have provided NGOs with more financial incentives and capabilities to engage actively in developmental activities across the globe (Clark, 1991).

Similarly, the voluntary sector has managed to elevate social and environmental issues on the platform of international political discussions through avenues such as the media, lobbying,

demonstrations and public advocacy campaigns. These were issues which were hitherto on the periphery when it came to discussions on international political forums (Clark, 1991).

Within the voluntary sector across the globe, according to the Organization for Economic Cooperation and Development (OECD) the number of NGOs increased from 1,600 in 1980 to 2,500 in 1990 in its 24 member nations. Also in the year 1993 the United Nations Development Programme (UNDP) identified 50,000 NGOs operating within the voluntary sector globally. The Union of International Associations in the year 2001 discovered 52,000 such groups worldwide. By 1999 the total size of the voluntary sector which included corporations, civic leagues, social welfare organizations and religious congregations was estimated at 1.2million organizations, employing estimated 10.9million individuals with revenues of near \$680 billion. Apart from the increase in numbers, voluntary sector organizations also expanding in size with some international NGOs employing thousands of professional supported by annual budgets approaching \$500 million (van Tuijl, 1999; Kellow, 1991; Independent Sector, 2001 cited in Doh and Teegan, 2003:3).

Some scholars often attribute this growth and expansion in the number of voluntary sector organizations to the process of globalization. Held and McGrew (2007) assert that globalization has resulted in the rapid interconnectedness people and organizations across the globe. For Rigg (2007) the process of globalization has empowered and improved local structures and the lives of local people through the creation of spaces for grassroots mobilization and initiatives which is often supported by voluntary sector organizations. The voluntary sector is crucial not only in relation to their developmental contributions in societies but also play very important political roles in communities as they foster democratic consolidation and social capital (Rigg, 2007).

For Doh and Teegan (2003) the increase in the number of voluntary sector organizations in recent times has far reaching implications on the formulation of future policies and strategies of both the state and market forces as it has significantly adjusted the kind of relationship between these two sectors of society. Subsequently, these developments have resulted in the recent phenomenon of corporate institutions and government agencies commissioning research projects on the voluntary sector in order to guide business practitioners and government leaders in understanding how the voluntary sector affect corporations, governments and business-government relations (Doh and Teegan, 2003).

Furthermore, in discussing the voluntary sector within the context of globalization another issue worth noting is the nexus between neoliberal governance policies and the globalized spaces it directly or indirectly creates for the proliferation of voluntary sector initiatives. According to Bondi and Laurie (2005) the specific emphasis on “rolling back” the role of especially the welfare state in favor of more privatization, a free market economy, decentralization and deregulation tends to create globalized spaces for charitable and philanthropic initiatives often under the auspices of the voluntary sector. This is because neoliberalism characterized by its process of privatization, free market economy and deregulation reduces the role of the state in some aspects of society (Bondi and Laurie, 2005: 397). This decline in the role of the state in some countries due to the adoption of neoliberal governance policies creates avenues for voluntary sector organizations to engage more actively in welfare service delivery.

In the United Kingdom for instance, the voluntary sector has witnessed tremendous growth in its acceptance and recognition in British society over the years as a result of the UK governments focus on implementing neoliberal policies. These developments have further open more avenues for voluntary sector to participate in welfare service delivery in local communities. According to Home Office (2001 as cited in Fyfe, 2005:539) funding for voluntary organizations from the UK government including grants and contracts increased from £1,850,000 in 1982 to £4,198,000 within a decade (Fyfe, 2005).

Currently, voluntary sector organizations globally are engaged in activities aimed at mobilizing and empowering the weak, poor and vulnerable in the community to defend their rights, advocate for better conditions of living for people, protesting internationally for debt cancellations and protecting the environment. Even though voluntary sector organizations across the globe use different mechanisms and approaches, they collectively have a common view on the inadequacies of the main stream development methods (Clark, 1991).

These trends highlighted above present both interesting and testing times for the voluntary sector in general. They have assumed greater responsibilities in the area of development than they initially had, as they are now actively engaged in main stream development stage. Considerable amount of resource is now at their disposal and they also have the ability to influence those who control enormous resources. Contemporary times have open new windows of tremendous opportunities for the voluntary sector across the globe. The question here is that; does this global

perspective reflect in the voluntary sector in Europe? The subsequent parts of this paper will therefore take a look at the voluntary sector in two European countries to find out whether the sector also reflects the global developments and experiences discussed above.

I will therefore attempt to deal with the specific cases of umbrella organizations within the voluntary sector in Norway and Scotland. Particular attention will be focused on the role, structure, funding and major developments within the voluntary sector organizations in these countries.

5. THE VOLUNTARY SECTOR IN NORWAY

The voluntary sector in Norway represents what Sivesind et al (2002) describes as a sector firmly entrenched in the Norwegian historical traditions, having an affinity with the existing sociopolitical arrangements and consisting of a democratic membership relying largely on the inputs of numerous volunteers. The Norwegian Ministry of Culture and Church Affairs (2006-2007) reports that, the voluntary sector in Norway is made up of about 115,000 voluntary organizations with 88 members on the average. The total number of membership of voluntary organizations in Norway is approximately 10 million even though the population of Norway is over 5 million people. The reason is that over 84% of the adult population in Norway volunteers for more than one organization (Frivillighet Norge, 2009; St.meld.nr 39, 2006-2007; Sivesind, 2007).

However, it must be noted that there may be some passive members of these organizations. Also Norwegians have the tendency to join organizations as members apart from volunteering, as they perceive being members of organizations presents them with democratic rights and solidifies formal attachments to these organizations. This means that quite a few volunteers are not members of organizations. Thus the prominence of extensive numbers of volunteers account for the high membership of voluntary organizations in Norway (Sivesind et al., 2002).

Additionally, the total contribution of volunteers in Norway is equal to the work of about 115,000 employees which on the average is higher than the European Union member countries, whilst approximately 79,777 employees are receiving a salary in the sector. But the number of

paid staff in the voluntary sector in Norway is lower compared to the European Union average. Also over 60,000 organizations have an annual budget below 50,000 NOK. The contributions of the Norwegian public to voluntary activities are in the areas of sports, culture, environment, leisure and engagement in other public services (Statistics Norway, 2011; St.meld.nr 39, 2006-2007).

With respect to specific areas of activity voluntary organizations are spread across all areas of Norwegian society. The table below presents the percentage of the various areas of activity of voluntary organizations in Norway.

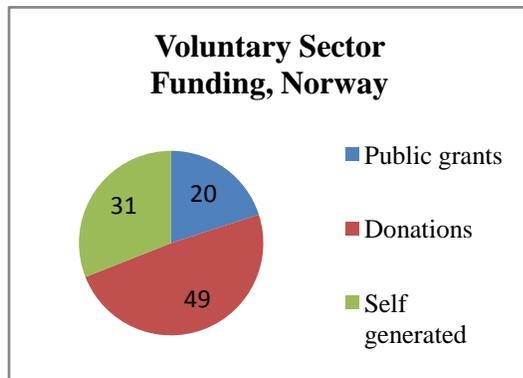
Table 1: Percentage of voluntary sector share of activity, Norway

Area of Activity	Percentage share of organizations
Culture and recreation	39%
Professional associations	7.3%
Development and housing	6.6%
Health	9%
Law, advocacy and politics	5.9%
International organizations	2.5%
Volunteer centers	0.1%
Religion	5.7%
Environment	1.4%
Social Services	10.5%
Education and Science	12.1%

(SSB.no as cited in Frivillighet Norge, 2011:6).

In the area of funding about 20% of the funding of the voluntary sector comes from public grants, whilst 49% is from individual donors which includes voluntary work and gifts and 31% is generated through membership fees, subscriptions and sales (Frivillighet Norge, 2008). Below is a distribution of voluntary sector funding in Norway.

Pie Chart 1: Percentage of voluntary sector funding, Norway



Source: Frivillighet Norge (2008)

According to Statistics Norway (2011) the economic value of the voluntary sector in Norway by 2009 amounted to about NOK 100 billion. When voluntary work is included the gross value of nonprofit organizations is estimated at NOK 98 billion. Excluding the value of voluntary work as stipulated by the guidelines of National Accounts Norway, the total value added by voluntary and nonprofit organizations to the Norwegian economy was about NOK 41 billion. The contribution of volunteers in Norway is presently valued at NOK 57 billion (Statistics Norway, 2011).

Moreover, in recent times there has been an increase in the number of paid labor in the voluntary sector in Norway. According to Statistics Norway (2011) the total value of voluntary work for the year 2009 was about 58% which represents a significant decline in the number of voluntary workers compared to the share of 61% in 2006. Thus the number of full time paid employees in the voluntary sector increased in 2009 to about 3000 employees, whilst the number of volunteers only increased just below 300 people. This figure denotes that the number of paid staff in voluntary organizations increased more than the number of volunteers in the period. It was in the areas of culture and recreation that the voluntary sector in Norway recorded the most number of voluntary workers almost 64,000 voluntary workers were recorded in 2009 (Statistics Norway, 2011). The figure below shows the number of paid and unpaid workers in the voluntary sector in Norway between 2006 and 2009.

Figure 1:

**Full-time equivalent persons by activity, paid employees and volunteers.
2006 and 2009**



Source; Statistics Norway, 2011

However, in order to fully understand the developments within the voluntary sector in Norway it is important to present the specific historical features that distinguish Scandinavian societies from other European nations; as such historical peculiarities facilitate an understanding of the nature of relationship between the voluntary sector in Norway and the welfare state in general. As Selle (1993) observes these certain historical characteristics also have far reaching implications on the future of the voluntary sector in Scandinavia. This paper will therefore present a historical overview of the voluntary sector in Norway so as to identify the changes that has taken place within the sector in the course of history and what the future holds for the organizations operating in the Norwegian voluntary sector.

5.1 The history of the voluntary sector in Norway

The voluntary sector in Norway has had a long history. The 19th century Norwegian society with its inherent features of the absence of nobility consisting of a few rich merchants and capitalists, whose population was predominantly poor peasants and fishermen depicted the existence of an extensive movement of civic engagement. This civic movement steadily submerged into a

variety of traditional voluntary associations which had its foundations and solidarity among the Norwegian populace for over a century.

In retrospect after four centuries under Danish rule, it was in 1814 that through a union with Sweden, Norway managed to experience some considerable autonomy. It was during this period that the formidable constitution of Norway was promulgated which resulted in the formation of national political parties. These developments at the time were regarded as part of a nation building process (Sivesind et al., 2002). In spite of its experiences under both Danish and Swedish subjugation until the attainment of full independence in 1905, the people of Norway managed to keep most of the integral elements of its national identity such as local traditions, culture and language in its constitution. As Ringen (2010:45) illustrates these experiences and elements formed that basis and solidified Norway's "ideology of egalitarianism, freedom and constitution".

It is these ideologies and national principles that manifested in the extensive civic movements that evolved in the late 19th century when Norway was still in a union with Sweden. As Sivesind et al (2002) notes, opposition cultural movements sprung up in Norway during the 19th century, in defiance to what they considered to be the cultural supremacy of the central government that represented the Swedish Union government. The period also witnessed the formation of several national civil and voluntary associations who sought to safeguard the traditions of Norway as well as assisting the poor and needy in society. For example, the Royal Norwegian Society for Rural Development (*De Kongelige Selskabet for Norge Vel*) was set up in 1809. Also the first savings bank whose engagements were in the area of social philanthropy was established in early 1820's. Such organizations were established to assist and meet the needs of the sick and elderly, reduce alcohol abuse and also to encourage the culture of savings among members of the Norwegian society (Sivesind et al., 2002:11-12).

Other national civil associations mobilized people on social, ideological and religious lines. Some of the social, religious and ideological based national voluntary associations that were established included Teetotalism or Temperance based movements which were founded in the early 1820's, the first Labor association was also formed in 1850, while an ideological organization called the Association for the Enlightenment of the People was also established 1851. Between 1850 and 1900 the urban areas also witnessed the formation of the earliest forms

of sports associations, consumer cooperatives, musical groups, orchestras, skiing and gymnastics associations (Raaum, 1988; Onarheim, 1990; Try, 1985 as cited in Sivesind et al., 2002:12-13).

From the second half of the 19th century the transformation that took place especially in the area of industrialization created new spaces for the mobilization of people to engage in voluntary activities in Norway. Public officials such as local government representatives, the clergy, teachers and police officers played prominent roles in civil and voluntary associations. The voluntary associations in Norway did not consider their contribution to public good as different from the welfare services provided by state agencies. Thus although philanthropy had gained prominence among the nobility and the rich middle class in Britain, the non-existent of an influential middle class in Nordic countries such as Norway prevented the introduction of an idea of voluntary associations constituting a separate and powerful force outside the state (Sivesind et al., 2002).

Membership of the early national associations was based on ones conviction to contribute to essential changes in society. On the basis of such beliefs the organizations managed to assemble very spirited people who shared a common identity, an enviable sense of belongingness and a feeling of responsibility to achieving a common goal. The desire for personal engagement was manifested in their activities in the localities such as taking care of the sick and aged, assisting the poor and needy in the communities. Consequently, the majority of civil and voluntary national associations in Norway were believed to have originated from the extensive sociopolitical and ideological movements that emerged in the course of the 19th century (Sivesind et al., 2002).

The 20th century was regarded as “the golden age of civil associations” in Norway. The period witnessed strong cooperation between local authorities and voluntary associations in the provision of public welfare services. This cooperation between public authorities and voluntary associations were regarded as “partnerships”, whilst the government policy through the provision of limited financial assistance to civil associations was described as “state-supported private operation” (Onarheim, 1990 cited in Sivesind et al., 2002:15-16).

However, the evolution of a social democratic regime with its modern welfare state system and the emergence of a more affluent society from the 1960 onwards resulted in the decrease in

traditional voluntary associations. The period witnessed a decline in the number of voluntary organizations that provided welfare services such as elderly homes, health centers, home based care and social insurance (Sivesind et al., 2002). According to Anheier (see Selle, 1993) the emergence of the welfare state subsequently institutionalized solidarity where the availability of social services became a matter of right and this ideology formed the basis for Norway's social insurance model and public funding of social services. There was also a growing consensus among Norwegians from the 1960's, that the existing organizations that were providing welfare services were not enough (Selle, 1993).

From the period between 1960 and 2000 voluntary associations in Norway assumed different dimensions. There was an increase in leisure and advocacy-based organizations due to the fact the Norwegian people were now financially stable. These leisure and culture organizations included sports clubs, choirs, musical groups and other associations which engaged in recreational activities (Sivesind et al., 2002).

In retrospect after 1945 most of these voluntary organizations had by this time assumed the responsibility of "interest mediators" or "pressure groups" under the modern welfare state. This new role for the majority of these organizations presented another opportunity to engage the government and benefit from state resources. To further consolidate their role and influence as interest mediators under the welfare state, most national civil society associations went through some structural changes especially at the national level as some organizations recruited more professional staff who earned salaries. It was in this period that the expression "segment state" was introduced to depict the formal relationships that existed between different government ministries and voluntary organizations that shared a common understanding on specific "problems and their solution" (Sivesind et al., 2002:17). Thus voluntary and civil associations collaborated and worked closely with specific government ministries whose policies geared towards their area of activities.

The post war period of segmentation had created segments of voluntary organizations that identified with specific public agencies whose policies related to their organizations. Segmentation thus impeded the growth of a collective identity among voluntary organizations in Norway. This development accounted for the lack of an umbrella organization for the voluntary sector in Norway as voluntary and civil associations established strong relations with the

government institution that dealt with them rather than voluntary organizations that operated in other areas. Religious organizations at the time were on other hand preoccupied with protecting and maintaining their own autonomy (Sivesind et al., 2002).

Even though in other areas relatively small organizations who wanted to enhance their visibility and influence at the national level came together to form umbrella organizations to seek for a common purpose, such a collective approach did not manifest itself significantly on the national stage among the various groups of civil and voluntary associations that existed at the time. Sivesind et al (2002) elucidates that the process of segmentation that characterized the Norwegian voluntary sector made any attempt at perceiving the sector as collective entity problematic. Therefore a historical account of the developments within the voluntary sector in Norway is better appreciated when it is considered as different subsectors or segments with their individual set of developments process.

Evidently it also meant that the state had also initiated and implement different policies over the years in response to the needs of the various associations that coordinated with the different state institutions. For instance, the government developed different policies for associations in various fields such as culture, youth, children, environment and international organizations. The voluntary sector in Norway from the 20th century on wards according to Sivesind et al (2002) could be described as different voluntary organizations and associations with different organizational forms and interest within the Norwegian welfare state.

It is this situation that persisted until the establishment of Frivillighet Norge (Association of NGO's, Norway) in September, 2005 as the umbrella organization for the voluntary sector in Norway. It must be noted that prior to the establishment of Frivillighet Norge in 2005 there was no such national umbrella organization for the voluntary sector in Norway. The next part of the paper will therefore present an overview of Frivillighet Norge to identify their role and contributions to Norwegian society since their inception in 2005.

5.2 Frivillighet Norge (The Association of NGO's Norway)

Frivillighet Norge was established in September, 2005 as the umbrella organization for the voluntary sector in Norway. The association has a mission of coordinating the voluntary sector's dialogue with Norwegian authorities on issues that are of concern to the voluntary sector and also to promote volunteerism in communities through the creation of awareness about volunteerism and the role of NGOs in society. Frivillighet Norge is also concerned with producing information and providing advice to the member organizations (Frivillighet Norge, 2005).

Membership

Currently, Frivillighet Norge consists of more than 278 member organizations with more than 60,000 local chapters which is spread across all areas of Norwegian society namely organizations for children, youth and grown-ups, sports, culture, humanitarian work, religious congregations, environment and nature music, theatre and others. It is interesting to note that over 10% of the members are from minority-based organizations. Since 2008 the association has been advocating for the inclusion of people with ethnic minority background to participate in voluntary activity. The association therefore seeks to ensure that there is more ethnic diversity within the voluntary sector in Norway (Frivillighet Norge, 2009).

Membership of Frivillighet Norge is opened to organizations involved in volunteer work, whose activities are not for profit generating purposes. Members of the association pay membership fees and this fee is charged based on the total amount of revenue the organization receives annually. The members of the association meet once a year with each member organization delegating one representative to participate in the annual general meeting normally held in the last quarter of the year. But in special circumstances one third of the members can call for an extraordinary meeting to be scheduled. Member organizations that have not paid their dues by the 31st of December each year risk losing their membership status (Frivillighet Norge Statutes, 2005).

The association is also a member of international civil society associations such as the European Network of National Civil Society Associations (ENNA), the World Alliance for Citizens Participation (CIVICUS) and the European Council for Non-profit Organizations (CEDAG).

Objectives

The association seeks to promote volunteerism and the interest of voluntary organizations within the Norwegian society by achieving the following objectives;

- To be the main dialogue partner for the government on political issues relating to the voluntary sector in Norway.
- Serve as a knowledge base for lobbying for members of the association.
- Enhance the knowledge about volunteerism and the operations of voluntary organizations.
- Create awareness about volunteerism and the role of NGOs in society and to promote the dialogue between the voluntary, public and private sectors.
- Coordinate an effective lobbying to ensure optimal conditions for voluntary activities.
- Trace the changes that have taken place in the voluntary sector and stimulate the debate on the challenges facing volunteerism in Norway.
- To promote the culture volunteerism among members for the benefit of individuals and the society in general (Frivillighet Norge Statutes, 2005).

Structure of Frivillighet Norge

The structure of Frivillighet Norge is made up of the Annual General Meeting (AGM), Board of Directors, Fixed Network Group and the Secretariat.

Annual General Meeting (AGM)

The Annual General Meeting (AGM) is the highest decision making body of Frivillighet Norge. According to Frivillighet Norge Statutes (2005) it also represents the highest political body in volunteerism in Norway. The AGM is held once in a year normally in the last quarter to deliberate on the organizations affairs and review the Volunteer Political Platform. The

Volunteer Platform adopted by the Annual General Meeting of the association in April, 2009, is the leading policy management document seeks to create a uniform understanding among NGOs in Norway about the values of volunteering, the role of the voluntary sector and an identification of the main priority areas for volunteering in Norway in the future.

The Annual General Meeting is attended by member organizations that make up Frivillighet Norge. Each member organization is represented by (1) person who speaks on their behalf during deliberations of the meeting and each member organization has one vote when it comes to voting in the general meeting. No organization is authorized to have more than one representative. The Annual General Meeting usually consider issues such as the election of chairman and vice chairman, directors and deputy directors, selection of election committee, accounts and budget, choice of auditor, choice of three representatives to sign the association's protocol, annual report and statutory changes (Frivillighet Norge Statutes, 2005).

Board of Directors

The Board of Directors is the second highest organ of Frivillighet Norge. The Board consists of a Chairman, Deputy Chairman and five Directors. After nominations from member organizations the Board of Directors is elected by the Annual General Meeting of the association. The Chairman, Deputy Chairman and the Board of Directors all have a term of office of two years.

The board is able to form a quorum when at least four (4) of the seven (7) board members are present at a properly convened meeting. The board of Frivillighet Norge usually deals with issues such as protocols from the board itself, the association's budget and accounts, annual report, the admission of new member organizations and recommendations to the Annual General Meeting on matters relating to the volunteers political platform and fixed network groups (Frivillighet Norge Statutes, 2005).

Secretariat

The Secretariat of Frivillighet Norge which is located in Oslo is responsible for coordinating the daily operations of the association. It also follows up and monitors the implementation of policies initiated by the Annual General Meeting of the association. The secretariat mostly relies on the inputs of a limited number of paid staff and a large number of volunteers to organize most

of its activities. The secretariat is headed by a Secretary General (Frivillighet Norge Statutes, 2005).

Fixed Network Groups

The fixed network groups are established based on the recommendations and proposals of the board of directors or member organizations of the association. The group upon its establishment is assigned with clearly defined tasks. The fixed network group is open to all member organizations and it usually consists of persons appointed from member organizations. The board of directors appoints the leader of the group. The fixed network group normally proposes resolutions and presents them to the board for prior approval and consent (Frivillighet Norge Statutes, 2005).

Source of funding

Frivillighet Norge mainly finances its operations through membership fees and grants from the state. Member organizations pay an annual membership fee which is determined by the amount of revenue they generated at the end of the year.

According to Frivillighet Norge Annual report (2011) the association received NOK 4,748,581 from the Norwegian government through the Ministry of Culture and Church Affairs and the Directorate of Integration and Diversity (IMdi) in 2010. In addition, NOK 1,862,705 and NOK 91,500 were generated through membership fees and other courses and conferences organized by the association respectively (Frivillighet Norge, 2011).

Activities of Frivillighet Norge

Frivillighet Norge since its establishment in 2005 has been involved in a variety of activities aimed at achieving the collective interest of its member organizations. Some these activities relates to issues such as taxation of voluntary organizations, problems with institutional operations of member organizations, volunteer registry, state budget, voluntary sector report, collaboration between the public and voluntary sectors, volunteerism and residence permits, courses and training programmes, volunteer prize and organizing Global Dignity Day events.

VAT Case (Momssaken)

The case of the Value Added Tax (VAT) or *Momssaken* is one of the issues that Frivillighet Norge is currently working on. Voluntary organizations in Norway pay a tax of 25% when they purchase goods and services. It is this taxes which is mainly referred to as the VAT or *Moms*, but according to Frivillighet Norge (2009) in actual terms they are taxes on voluntary work. The association is therefore advocating that voluntary organizations should be exempted from the burden of the VAT on the procurement of goods and services for voluntary activities. The association believes that this voluntary tax should be removed because;

- It discourages volunteerism in the state, in that the government already saves huge revenue in the provision of welfare services due to the input of volunteers and voluntary organizations. So placing further taxes on the goods and services they purchase discourages others from engaging in such public service activities.
- The VAT unfairly affects the operations of voluntary organizations because they are established not for profit maximizing purposes.
- It is a tax regime that represents a departure from Norwegian tradition and history as voluntary organization since 1882 has had tax exemption but newer indirect taxes did not take this historical antecedent into account (Frivillighet Norge Momsresolusjon, 2009).

As a result of several discussions between the government and the association, the government through its new VAT compensation scheme subsequently allocated an amount of NOK 396 million for this purpose in the year 2010 and this figure is expected to increase to about NOK1.2 billion by 2014. According to Frivillighet Norge they are thrilled by this development which was championed on their platform. The association hopes that continued collaboration with the government would result in the development of a comprehensive tax scheme for the voluntary sector in Norway (Frivillighet Norge, 2010).

Institutional operations

In the area of institutional operations according to Frivillighet Norge, they are becoming increasingly concerned with the rapid rate of decline in the number of voluntary and nonprofit organizations managing institutions that provide welfare services such as homes for the disabled

and elderly. The reasons for this decline they believe stems from the fact commercial firms are now collaborating with local authorities with respect to the provision of these services to the detriment of voluntary organizations (Statistics Norway, 2011). Apart from that, these health and welfare institutions operated by voluntary organizations are usually unsuccessful during competitive tender bidding processes.

Consequently, Frivillighet Norge is persistently lobbying and convincing the governments to recognize the value of the voluntary sector in the provision of health and welfare services and consider these organizations during government tendering processes. The association is also advocating for the government to involve NGOs in Norway in its efforts to develop measures that ensures that the sectors future as welfare manufacturers is protected (Frivillighet Norge Annual Meeting Resolution, 2011).

Volunteer Registry

The Volunteer Registry represents an important medium to organize and make information readily available on the voluntary sector in Norway. Frivillighet Norge is of the conviction that the Volunteer Registry managed by the government will help facilitate and promote issues that are of common interest for the voluntary sector. The association is therefore currently involved in activities aimed at encouraging all government agencies at all levels to use the volunteer registry (Frivillighet Norge, 2011).

State budget

The state budget presented in October every year by the Ministry of Finance in Norway always represents an important period for all sectors of the Norwegian economy of which the voluntary sector is not an exception. The association therefore lobbies for the state authorities to increase their share of the national budget so as to promote voluntary activities among the public. Frivillighet Norge also advocate for the state to incorporate favorable financial regulations relating to the voluntary sector in the national budgets.

Voluntary Sector Policy Report

Frivillighet Norge participated in the process of drafting a report for the voluntary sector in Norway. According to Frivillighet Norge they sent several inputs to the then Ministry of Culture and Church Affairs during the preparation of the Voluntary Sector Policy Report (2006-2007). They also closely monitor the progress and implementation of the recommendations and findings of the policy.

Frivillighet Norge notes that, the Voluntary Sector Policy Report (2006-2007) represented a significant development in the voluntary sector in Norway as for the first time the sector witnessed the publication of a document that provide a holistic account of the voluntary sector in Norway. The report also incorporated the government's voluntary sector policy for Norway (St. meld. nr.39, 2006-2007).

Collaboration between the public and voluntary sectors

In the Voluntary Sector Policy Report (St. meld. nr.39. 2006-2007) the government announced that it will introduce and encourage regular interactions between itself, the Association of Local and Regional Authorities (KS) and the voluntary sector in Norway. Frivillighet Norge is therefore advocating for a common platform to be created for this interaction to take place between the two sectors.

Following from the government's commitment, in January 2011, Frivillighet Norge and the Norwegian Association of Local and Regional Authorities (KS) which is the interest organization for municipalities, counties and local enterprises in Norway jointly launched a common platform to facilitate and enhance the interaction and cooperation between the voluntary sector and municipal authorities (Frivillighet Norge, 2011).

Volunteerism and residence permit

The new immigration Act 55 of Norway prohibits people without working permits to participate in voluntary activities. This implies that asylum seekers, people who are waiting for family reunion and people with doubts over their identities are unable to undertake voluntary activities in Norway.

As a result of this development, in 2009 Frivillighet Norge presented a petition to the government over the new immigration act highlighting the importance of voluntary activity. According to Frivillighet Norge (2010) they also managed to engage the Ministry of Justice and Labor in a series of dialogue on the issue. These discussions resulted in the decision of the Justice Department to make some amendments in the Immigration Act and Regulations in order to address some of the concerns presented by Frivillighet Norge. The association has subsequently presented a response to the proposed amendments and will follow it up to the parliament level (Frivillighet Norge Consultation Response August, 2010).

Courses and training programmes

Frivillighet Norge also organizes other activities such as courses, conferences, seminars and training workshops for member organizations so as to build their capacities. Currently, the association is organizing training programmes for new and small organizations on proposal and report writing, how to ensure effective management practices in voluntary organizations and how to initiate small development projects. In these training workshops the association solicits the assistance of resource personnel to facilitate these programmes. For instance, on the 13th of October, 2011 the in conjunction with the Institute for Social Research (ISF), the association organized a research seminar for voluntary organizations in Norway at the *Litteraturhuset* in Oslo (Frivillighet Norge, 2011).

Volunteer prize (Frivillighetsprisen)

Frivillighet Norge organizes an annual awards event for volunteers. This award is referred to as the Volunteer Prize or *Frivillighetprisen*. The award is held on the 5th of December to commemorate the UN International Volunteers Day. The award is presented to a hardworking individual, local association or group that has made tremendous contributions to the communities within which they operate.

The award is handed to the winner in a live broadcast on TV2 Norge. The award is aimed at creating awareness about volunteerism and also to encourage other to people to engage in voluntary activities. According to Frivillighet Norge the volunteer prize affords the association the opportunity to recognize and project the contributions of volunteers in Norway. In 2011 the

Frivillighetprisen was presented to the *Norsk Folkehjelp Hadeland* in recognition of their contributions in Utøya (Frivillighet Norge, 2011)

Global Dignity Day

Global Dignity Day is an international day for “dignity”, which is observed globally on the third Wednesday of October each year. In Norway, Frivillighet Norge collaborates with other institutions to organize “Dignity Day” events at the lower and upper high schools. These events held in schools usually involve courses, exercises and discussions about dignity.

The association also recruits and trains volunteers who facilitate Global Dignity Day events in the schools. The association organizes these events at the schools with the assistance of volunteers who act as mentors, facilitators and coordinators of the event (www.globaldignity.no).

From the above perspectives, it can be emphasized that Frivillighet Norge is active within the voluntary sector in Norway. Following from this, I will now focus my attention on presenting another brief over view of the voluntary sector in Scotland and compare it to the situation in Norway.

6. THE VOLUNTARY SECTOR IN SCOTLAND

The voluntary sector in Scotland is made up of approximately 45,000 voluntary organizations that employ 138,000 staff. These organizations include housing associations, nongovernmental organizations, health care providers, grant trusts, civil society organizations, sports and art groups as well as social enterprises. Between 2008 and 2009 out of the over 5 million people in Scotland, about 1.2 million adults volunteered. This figure represents 28% of the population in Scotland (SCVO Statistics, 2010).

In terms of organizational activity voluntary organizations are spread across all areas of Scottish society. The table below presents the percentage of the various areas of activity of voluntary organizations in Scotland.

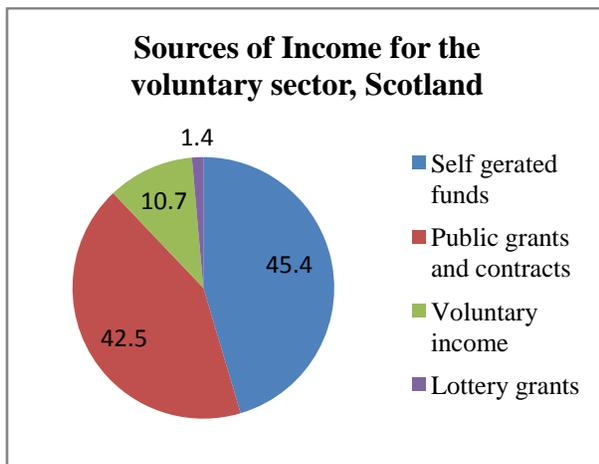
Table 2: Percentage of voluntary sector share of activity, Scotland

Field	Share of organizations
Community and social development	19%
Culture and recreation	18%
Education and research	5%
Environment and animals	3%
General Charitable Purposes	2%
Health	6%
Housing	1%
Law, advocacy and politics	2%
Social care	43%

Source: SCVO Statistics, 2012

Additionally, the voluntary sector in Scotland gets funding from a variety of sources. According to SCVO Statistics (2010) in 2009, 45.4% of the funding of the voluntary sector came from self generated funds, public grants (42.5%), voluntary income (10.7%) and 1.4% generated through lottery grants. Self generated funds consisted of sales, rents and investments, whilst public grants was from local and non local authorities (SCVO Statistics, 2010). The pie chart below shows the sources of voluntary sector funding in Scotland.

Pie Chart 2: Sources of income for the voluntary sector, Scotland



Source: SCVO, 2010

Moreover, from 2008 to 2009 the total annual income of the voluntary sector in Scotland was £4.36 billion. Expenditure within the same period was about £4.24 billion (SCVO Statistics, 2010). Additionally in 2011 the total amount of income generated by the sector was £4.5 billion with an expenditure of £4.3 billion. This figure represents an increase in the expenditure of the voluntary sector compared to the figure for 2010 which was £4.24 billion. The cost of paying staff in the sector for the same period remained at £1.93 billion which was 45% of the sectors total expenditure. The stability of the figure was due to cut backs on the amount organizations spend on paying their staff. The total value of asset managed by the sector in 2011 was £8.6 billion (SCVO Statistics, 2011; 2012). The table below shows the total annual income of the sector by year from 1998 to 2011.

Table 3: Income growth of the sector 1998-2011

Year	Actual Annual Income in £bn
1998	1.8
1999	1.9
2000	2.0
2001	2.1
2002	2.3
2003	2.4
2004	2.6
2005	2.9
2006	3.2
2007	3.9
2008	4.1
2009	4.4
2010	4.4
2011	4.5

Source: SCVO Statistics, 2012

Table 3 above show that there was some considerable growth in the total annual income of the voluntary sector in Scotland between 1998 and 2011 in spite of the economic recession and reduction in government funding of the sector in the period. However, in order to fully understand the developments within the voluntary sector in Scotland it is imperative to present the specific historical process that has taken place within the sector. The next of this report will therefore take a look at the history of the voluntary sector in Scotland.

6.1 History of the voluntary sector in Scotland

The history of the Scottish voluntary sector is reflective of the earliest traditions of British society which emphasized on mutuality and altruism. For Kendall and Knapp (1996) the origins of formal voluntary action in Britain dates back to 55AD as medieval forms of charity took shape in Britain. Between 12th and 13th century about 500 voluntary hospitals were established across Britain (Kendall and Knapp, 1996:29).

The union between Scotland and England in 1707 resulted in London becoming the centre of political authority in Great Britain. However, Scotland still enjoyed autonomy on matters relating to law, religion, education and local administration. As Paterson (see Shah, 2006:17) observes in the 18th century “sheriffs, commissioners of supply and the royal burghs” played active roles in voluntary activity under the auspices of civil society in Scotland. These officials assisted the ordinary people on matters relating to their well-being (Shah, 2006).

The 18th century Enlightenment in Scotland witnessed the contribution of Scottish philosophers like David Hume and Adam Smith whose theories encouraged the formation of civil and autonomous associations that would respond to the needs of people in society. Significantly, these associations emphasized on interpersonal relationships, friendship, mutuality and voluntary will (Khilnani, 2001; Seligman, 1992 as cited in Shah, 2006:17-18).

Subsequently, the industrial revolution of the 19th century created a new crop of middle class in Scotland. This new middle class mobilized themselves to advocate for local government reforms and also to protest against what they perceived to be corrupt practices of local institutions. In order to protect the interest of workers they also formed mutual aid organizations in Scotland.

Apart from that the 19th century middle class in Scotland engaged themselves in charitable activities and philanthropy. Thus they played integral roles in the proliferation in the number of welfare associations in Scotland during the 19th century. By the turn of the new century they had also advocated vehemently for social reforms in Scotland (Shah, 2006; Kendall and Knapp, 1996).

The emergence of the welfare state in the 20th century significantly altered voluntary activity in Scotland as the state now played a prominent role promotion of the economic and social well being of the citizenry. In the welfare system the state became the main provider of social services in Scotland. These developments lead to the decline in the role of charity organizations and philanthropies in Scottish society. But as results of reduction in government expenditure and the need for humanitarian assistance in between the two World Wars, charities and voluntary organizations still played an active role in welfare services provision. Also the service men and women relied on the support and assistance of mutual aid societies and voluntary organizations in the course of the war (Kendall and Knapp, 1996).

As a result of the inability of the welfare state to effectively address social challenges in Scotland, from 1955 onwards there was the re-emergence of charities, the formation of new voluntary organizations and the emergence civil society groups like trade unions and other professional associations who expressed their dissatisfaction on matters relating to their interest. The new voluntary organizations supported local authorities across Scotland to help alleviate the plight of the ordinary people in the communities. These new charities and voluntary organizations operated in the area of health care, housing and provided other social services (Shah, 2006).

However, the last part of the 20th century witnessed renewed interest of state authorities in the role of the voluntary sector in the provision of social and welfare services. In the subsequent years the U.K government would support and promote voluntary sector activities and initiatives through the provision of grants and other forms of assistance. Voluntary organizations benefited from local government funds in the provision accommodation and assisting the health care needs of the elderly and disabled in society (Kendall and Knapp, 1996; Shah, 2006).

It was in the course of this period that the Scottish Council of Social Service (SCSS) was established. The Scottish Council of Social Service (SCSS) was set up on 1st October, 1943 as the national body for charities, voluntary organizations and social enterprises in Scotland. The name of the council was then changed to the Scottish Council for Community and Voluntary organizations (SCCVO) in 1983 emphasizing on the promotion of Voluntary Action in Scotland. But it was in 1986 the council adopted the name Scottish Council for Voluntary Organizations (SCVO, 2009).

6.2 The Scottish Council for Voluntary Organisations (SCVO)

The Scottish Council for Voluntary Organisations (SCVO) is the umbrella body for charitable and voluntary organizations as well as social enterprises in Scotland. The council was established on 1st October, 1943. The SCVO is a private and charity-based organization limited by guarantee with no capital share. The mission of the council is to support people to engage in voluntary action to help themselves and others and to bring about social change. It also seeks to champion the values and common interest of the voluntary sector in Scotland.

Membership

The SCVO has a membership of about 1,371 organizations and these organizations employ over 50,000 people and this figure represents more than 40% of the total number of paid employees in the sector. Most of the council's members are predominantly from local organizations with incomes below £25,000 per year and medium-size voluntary organizations with an annual income between £100,000 and £500,000. The member organizations of the SCVO include civil society groups, nongovernmental organizations, cooperatives, mutual aid societies, social enterprises and trade unions (SCVO, 2010; SCVO, 2011).

Apart from paid staff, the member organizations of SCVO have over 1.2 million volunteers working in Scotland's voluntary sector. Some of the areas volunteers are presently working in Scotland include social enterprises, health care services, education and research, culture and recreation, arts and sports, supporting refugees and environment. The council is also a member

of international associations such as the European Network of National Civil Society Associations (ENNA), the World Alliance for Citizens Participation (CIVICUS) (SCVO, 2010; SCVO, 2011).

SCVO Strategic and Performance Management Plan

The operation of SCVO is guided by a strategic and performance management plan. According to the SCVO Annual Report (2011) this strategic plan involves a comprehensive strategic framework and an operational plan that describes the various activities and tasks to be performed in each working area of the council. The SCVO Directorate is responsible for the routine monitoring of the implementation of this strategic plan by member organizations whilst reporting regularly to the Board on such matters. In autumn, 2010 the Board of SCVO revised and adopted a new Strategic Plan for 2011 to 2015 (SCVO, 2011).

Objectives of the SCVO

In order to accomplish its mission of promoting the common values and interest of the voluntary sector, the SCVO sets out the following objectives;

- Build voluntary sector capacity and strengthen governance
- Increase the effectiveness of the voluntary sector's infrastructure
- Promote citizen action and civic engagement
- Improve the voluntary sector's contribution to better public services in Scotland
- Promote civil society interaction locally, nationally and globally (SVCO, 2010).

The Governance Structure of SCVO

The governance structure of the SCVO is made up of Management Board notably the Convener, Vice-Convener and Treasurer. The council also has a Policy Committee and a Directorate which is headed by a Chief Executive officer responsible for the day to day operation of the Council (SCVO, 2009).

Management Board

The SCVO Management Board is the main governing body of the SCVO and it is regarded as the Company's Directors and Charity Trustees. It is made up of six members who are directly elected from the SCVO Policy Committee at the annual general meeting. The other three members of the Board are the SCVO Convener, Vice-Convener and Treasurer who are also elected as office holders and up to two co-opted positions are available to enlist people with additional skills. The Board of Directors is responsible for the strategic management of the SCVO, approves policies for the voluntary sector, ensures that member organizations respect the statutory requirements of the council, receive reports from committees, approve additional officers co-opted to the board and ensure that the Policy Committee perform their task smoothly (SCVO, 2011).

Policy Committee

The Policy Committee advises the SCVO on issues relating to policy. These are policies which represents the shared interest of the voluntary sector in Scotland. The committee also provides recommendations to the Board of Directors on matters relating to the SCVO strategic plan. The Policy Committee is made up of thirty two members, with twenty four of them being elected by members of the SCVO to serve an initial three year term and may seek for re-election for another three year term.

The other eight members of the SCVO Policy Committee are co-opted members who mainly represent other areas of interest which are not otherwise represented. The Convener and Vice Convener of the SCVO are the two ex officio members of the Policy Committee (SCVO, 2011).

Directorate

The Directorate is the body responsible for the daily operations of the SCVO. It is headed by a Chief Executive officer who reports directly to the Board of Directors. The Chief Executive performs this task with the support of the directorate team who are staff of the SCVO. The SCVO Directorate has a collective responsibility of representing the shared interest of the voluntary sector in Scotland through fulfilling the council's mission and making recommendations on the strategic plan of the SCVO (SCVO, 2010).

Source of Funding of the SCVO

The SCVO mainly finances its operations through grants from the government, trusts and membership fees. The grant received by the council is geared towards enhancing the operations of voluntary organizations in Scotland. Revenues generated by the SCVO from government and trust are reinvested in new projects that will help the council to achieve its objectives. The Board of directors is responsible for internal control of SCVO's finances.

According to SCVO Annual Report (2010) the council received £1,394,371 from the Big Lottery Fund to facilitate the Supporting Voluntary Action (SVA) programme and £27,500 for the hosting of CIVICUS World Assembly in Glasgow in 2008. In addition the Big Lottery Fund also contributed £2,078,117 to Supporting Voluntary Action programme in 2010 to encourage local support of the voluntary sector in Scotland (SCVO, 2011).

Activities of the SCVO

The SCVO since its establishment in 1943 has been engaged in a variety of activities aimed at advancing the shared interest of the voluntary sector in Scotland. Some these activities relates to issues such as;

Strengthening the voice of voluntary sector organizations

According to the SCVO in 2009 for example, among the issues they discussed with the Scottish government were the impacts of the recession on public funding of voluntary sector activities as well as the skills and employability agenda, which subsequently led to creation of "Third Sector Employability Forum" in February 2009. This forum assembled over 400 voluntary organizations in Scotland to provide job opportunities for young people. The result of this gathering was that, by the end of 2009 about 1000 young people had been employed in the voluntary sector in Scotland (SCVO, 2010)

According to the SCVO Annual report (2011) the council continues to promote the role of the voluntary sector in Scotland. For example ahead of the UK General Election in May, 2010 it

published a manifesto captioned “Doing Things Different” to create awareness about the changing roles and continued importance of the voluntary sector in community development. The manifesto was also aimed at encouraging people to participate in all areas of the voluntary activity namely volunteering, training and trusteeship (SCVO, 2011).

In recent times the SCVO has also advocated for reforms in public services in Scotland. In 2010 the SCVO met with the Cabinet Secretary for Finance and Sustainable Growth to deliberate on the final report of the Independent Budget Review and issues relating to cuts on government funding of the sector. The council also engages in frequent discussions with the Members of Parliament in Scotland (SCVO, 2011).

Communicating on behalf of the voluntary sector in Scotland

Communication is one of the main activities that the SCVO undertakes in order to reach out to member organizations and the general public. Prominent among these communication channels are the SCVO’s main website and the mass media. Between October and November 2010 for instance, the SCVO’s website recorded an increase in the number of visits from over 20,534 to 22,750, whilst pages viewed in the same period increased up to 7.4% from 61,016 to 65,517 (SCVO, 2011).

The council also witnessed an increase in media coverage in various articles, newspaper publications and local newsletters from 388 in 2009 to about 879 in 2010. The council also launched a revised Third Force News (TFN) which is a weekly newspaper and online portal for the voluntary sector in March, 2011 to make information on the sector readily available and more accessible (SCVO, 2011).

Enhancing knowledge about the voluntary sector

The SCVO pursue certain measures to provide knowledge and information about the voluntary sector in Scotland. The SCVO conducts biennial surveys on voluntary sector organizations and this survey according to the SCVO (2010) represents the most informative longitudinal data-set on the voluntary sector in Scotland. In the area of the Scottish Government “Agenda of Localism”, the SCVO conducted two surveys in 2009 to identify the extent of engagement of the sector with respect to “Community Planning Partnerships” and “associated Single Outcome

Agreements”(SCVO, 2010:3). The findings of these surveys are distributed to the major stakeholders such as the government and Members of the Scottish Parliament (MSP)

The council also collaborates with academic institutions to conduct research and organize seminars on the sector in Scotland. For example, in 2009 the SCVO collaborated with the Edinburgh University and the Economic and Social Research Council as part of its activity of enhancing knowledge about the sector. Also in March 2011 the SCVO in conjunction with the Edinburgh Business School organized a conference on the voluntary sector. The council still collaborates with Evaluation Support Scotland in the process of developing the evaluation policy of the SCVO (SCVO, 2010; SCVO, 2011).

Networking and collaboration

The SCVO organizes activities aimed at encouraging networking and collaboration within the council itself and with other organizations. Between 2009 and 2010 the SCVO made arrangements for the establishment of the “Third Sector Interface Network” for the 32 Community Planning Partnerships for the voluntary sector in Scotland. According to the SCVO this interface has brought together local councils and local volunteer centers to work together on the same platform. Such interfaces also strengthen local support for the voluntary sector in rural Scotland (SCVO, 2010; SCVO, 2011:8).

The SCVO also organizes events such as the Scottish Charity Awards and other voluntary sector conferences in Scotland. These events the SCVO (2011) notes usually avail member organizations the opportunity to interact with other people from private and public sectors. The networking and collaboration also helps the SCVO to attract new members and increase its level of membership every year.

In February 2011, the SCVO collaborated with the Glasgow Caledonian University to launch a Master course in Citizenship and Human Rights. The course is targeted towards people who are already working in the field of citizenship and human rights so that they may acquire higher knowledge on the field and apply it practically at the workplace and within communities they operate (SCVO, 2011).

Internationally, the SCVO is collaborating with and supporting the initiatives of bodies such as ENNA and CIVICUS. For example in 2008 the SCVO hosted the CIVICUS World Assembly in Glasgow (SCVO, 2009).

Providing organizational development support

According to the SCVO Annual Report (2011) the council's Supporting Voluntary Action (SVA) programme galvanizes support for the voluntary sector in local communities across Scotland. The information service helpline and management web resource of the council also enables information on the sector to be readily available. For instance, between 2009 and 2010 the SCVO helpline received about 2,500 enquiries (SCVO, 2011).

The council also provides practical support and organizes training programmes for member organizations and this is facilitated through the support of the Scottish Qualification Authority and the West Lothian College who provide accreditation for such training programmes. For instance, with respect to equality and human rights the council coordinates with Scottish Government agencies such as the Equalities and Human Rights Commission and the Scottish Human Rights Commission to provide consultancy services for members organizations on issues relating to human rights and equality (SCVO, 2010).

Developing SCVO's resources

According to the SCVO (2011) through this activity they have managed to achieve their long-term ambition of creating a voluntary sector hub in Glasgow's city centre with the acquisition of the Brunswick House which a seven storey building located in Glasgow, Scotland. The building which was officially opened on 18th May, 2011 is gaining reputation as the home of charitable and voluntary organizations in Glasgow.

The building which is owned by the SCVO and the Scottish Association for Mental Health (SAMH) is now the home of several organizations such as the International Network of Street Papers, Scottish Mentoring Networks, Citizens Advice Direct and the Social Care Ideas Factory. Other resource of the council includes the Fairways House which hosts the SCVO's Inverness office that serves over 15 voluntary sector organizations (SCVO, 2010; SCVO, 2011).

Developing SCVO's own effectiveness

The SCVO is currently engaged in activities aimed at enhancing the effectiveness its operations. In 2009, the SCVO collaborated with Evaluation Support Scotland in developing a new system of evaluating the impact of the SCVO in Scotland. It is the result of this evaluation system which culminated in the review of the SCVO's strategic plan for 2011 to 2015 which was approved by the Board in autumn 2010. The annual staff survey conducted by the Directorate of the council also enhances internal communication and interactions among the directorate staff to pursue a common purpose (SCVO, 2010; SCVO, 2011).

According to the SCVO Annual Report (2010) the council is presently looking at ways of assessing and managing the environmental impact of their operations. Hence, the council has instituted measures that will help them reduce their energy consumption on a per capita basis as well as reducing the disposal of waste (SCVO, 2010).

The overview above of the SCVO and the voluntary sector in Scotland depicts that the SCVO plays a prominent role in the voluntary sector in Scotland. The next part of this report will therefore attempt to compare the voluntary sector in both Norway and Scotland to identify the inherent similarities and differences that may exist within the voluntary sector in both countries.

7. COMPARATIVE ANALYSIS OF THE VOLUNTARY SECTOR IN NORWAY AND SCOTLAND

This section of the report will focus on a comparative analysis of the voluntary sector in both Norway and Scotland. I will first analyze the historical developments within the voluntary sector in both countries, the general statistics of the sector, sources of funding and the voluntary sector areas of activity in both countries. After that, I will compare the specific umbrella organizations for the voluntary sector in both countries to identify the inherent similarities and differences that exists between them. Then I will draw on the Johns Hopkins Comparative Project definition of the voluntary sector and the globalization theory to explain the developments within the specific umbrella organizations for the voluntary sector in Norway and Scotland.

Historical comparisons of the voluntary sector in Norway and Scotland

To begin with, from a historical perspective even though philanthropy had gained prominence among the nobility and the rich middle class in Scotland who had by the 19th century established what they perceived to be a common identity of a voluntary sector separate from the state, the non-existence of an influential middle class in Norway prevented the introduction of such an idea of a voluntary sector separate from the state. Similarly, civil and voluntary associations in Norway did not consider their contribution to public good as different from the welfare services provided by the state agencies. These developments coupled with the long periods of segmentation within the voluntary sector in Norway disrupted the formation of a national umbrella body for the voluntary sector in Norway until 2005. At the same time there was an active umbrella organization for the voluntary sector in Scotland by 1943 due to the foundations laid by the 19th century influential middle class in Scotland who participated in charitable activities and philanthropy.

However, it must be noted here that the absence of an identifiable voluntary sector separate from the state did not prevent voluntary associations in Norway from playing prominent roles in welfare services delivery and engagement in other voluntary activities. Significantly, Norwegian history attest to the fact that that civil and voluntary associations in Norway were active in the 19th century political mobilizations, caring for the elderly, disabled and needy in Norwegian society in between the two World Wars and in the era of the Welfare State from the 1960's onwards (Sivensind et al., 2002).

Interestingly, what these historical accounts holds for the voluntary sector in both country's is that subsequently in the coming years their roles and activities in Norway and Scotland would change as both societies witness changes in its social structure, economy and political ideology. As Clark (1991) observes voluntary sector organizations have become more diverse, credible and innovative in contemporary times more than ever before. Their role and influence would continue to change as developments occur within the societies they operate. However, their activities across the globe would continue to collectively depict their essential feature of being solidarity based organizations.

Comparative statistics of the voluntary sector in Norway and Scotland

With respect to the voluntary sector as a whole, the statistical data available on the sector in both Norway and Scotland makes interesting comparisons. The table below contains statistical data on the voluntary sector in both Norway and Scotland in 2009.

Table 4: Voluntary sector statistics Norway and Scotland, 2009

Country	No.of Organizations	No. of Paid staff	Economic value of volunteering	No.of members/volunteers
Norway	115,000	79,777	NOK 57bn (£6.2bn)	10 million
Scotland	45,000	137,000	NOK19.1bn (£2.1bn)	1.2 million

Source SCVO, Statistics 2010; Statistics Norway, 2011; St.meld.nr 39 (2006-2007)

From table 4 above, the voluntary sector in Norway is made up of about 115,000 voluntary organizations and this figure is higher than the total number of similar organization in Scotland which has a total number of an estimated 45,000 voluntary organizations. In spite of this, the 137,000 paid staff working in the voluntary sector in Scotland is substantially higher compared to the 79,777 paid staff employed in the voluntary sector in Norway. The 137,000 professionally paid staff working in the voluntary sector in Scotland includes part time staff which is equivalent to approximately 93,000 full time employees (FTE). The total contribution of volunteers in Norway is equivalent to the work of 115,000 full time employees.

It must be noted here that, in spite of the high number of paid staff in the voluntary sector in Scotland compared to Norway, the number of full time paid employees in Norway's voluntary sector increased by 3000 employees in 2009, whilst the number of volunteers only increased just below 300 people. This figure denotes that the number of paid staff in voluntary organizations in Norway increased more than the number of volunteers in the period (Statistics Norway, 2011).

Based on the concepts previously discussed in this report, it is clearly evident here that while there are disparities in the number of paid employees working in the voluntary sector in both Norway and Scotland, due to their changing roles and significance in the era of globalization, in order to remain influential and continuously play active roles in the communities they operate, voluntary sector organizations are now engaging the services of more paid labor in both Norway and Scotland in contrast previous years where volunteers dominated the sector.

The same can also be said for the total economic value of volunteers. These economic figures from the sector are susceptible to current trends and developments within the sector which includes the steady growth in the number of paid labor. For example, from Table 4 above in 2009 the total economic value of volunteers in Norway was estimated at NOK 57 billion (£6.2bn). On the other hand, the economic value of volunteering in Scotland during the same period was approximately NOK 19.1 billion (£2.1bn).

Moreover, in terms of the total number of memberships of organizations within the voluntary sector, by 2009 voluntary organizations in Norway had a membership of approximately 10 million. What accounts for this figure is that even though Norway's population is just over 5 million, 84% of the population volunteers for more than one organization. Also, Norwegians have the tendency to join organizations as members apart from volunteering. But this does not mean that all the members of these organizations are active. In contrast with Scotland, out of the over 5 million population, about 1.2 million adults volunteered in the period of 2009. This figure represents 28% of the population.

With reference to the conceptual framework of this report, this means that voluntary sector organizations in Norway and Scotland considerably benefits from the efforts of volunteers and this feature distinguishes the voluntary sector from other sectors of society namely the state and business sector who hardly benefits directly from the contributions of volunteers.

Furthermore, the table below shows the size of voluntary sector's areas of activity in both Norway and Scotland.

Table 5: Percentage share of voluntary areas activity in Norway and Scotland by 2011

Area of activity	Scotland	Norway
Development and Housing	20%	6.6%
Culture and recreation	18%	39%
Education and research	5%	12.1%
Environment and animals	3%	1.4%
Health	6%	9%
Law, advocacy and politics	2%	5.9%
Social care/services	43%	10.5%

Source: SCVO Statistics, 2012; Frivillighet Norge Annual Report, 2011.

From table 5, in 2011 the highest field of activity for voluntary organizations in Norway was Culture and Recreation which accounted for 39%, at the same time 18% operated in the same area in Scotland. Also 12.1% of voluntary organizations were operating in the field of Education and Research in Norway whilst 5% were in Scotland. On the other hand, the major field of activity in Scotland which was the Social services accounted for about 43% of voluntary organizations, with 10.5% operating in similar field in Norway. An estimated 20% were operating in the area of Development and Housing in Scotland whilst Norway had only 6.6%.

The distribution above means that in contemporary times voluntary sector organizations in both countries have shifted from their traditional roles of just providing welfare services, engaging in public advocacy and philanthropy. Rather they are now focusing more on other activities such as social services, development and housing as witnessed in Scotland and leisure and recreational activities as seen in the situation in Norway.

Additionally, the differences in areas of activity in both Norway and Scotland can also be attributed to the role of the state especially in Norway where the welfare state is actively engaged in the delivery of welfare services. In Scotland on the other hand the government provides the opportunity for voluntary organizations to prominently engage in welfare service delivery due to the adoption of neoliberal policies over the years. Apart from that the rate of employment in

Norway is higher compared to Scotland, thus more people are self-sufficient and are likely to engage in leisure and recreational activities (Sivesind et al, 2002).

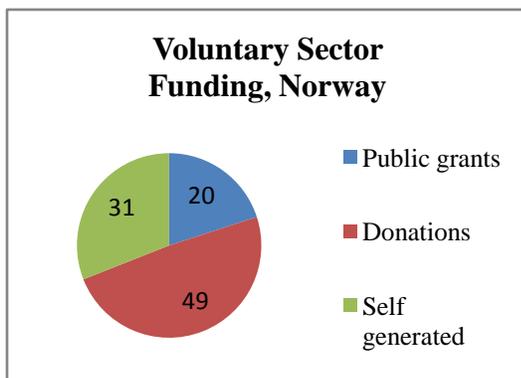
Comparative analysis of voluntary sector funding in Norway and Scotland

Funding for voluntary sector activities in both countries by the year 2009 also exhibited some variations as voluntary organizations received funds from different sources. The pie chart below illustrates the distribution of funds across the voluntary sector in Norway and Scotland respectively.

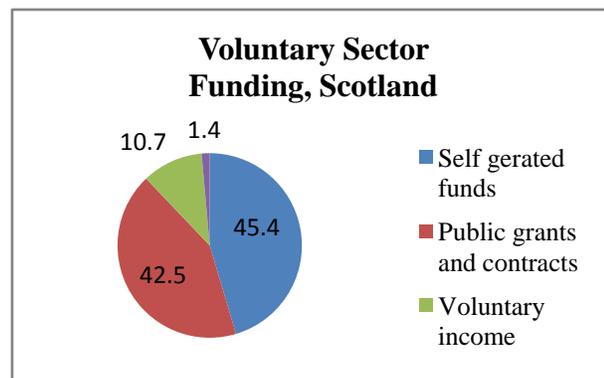
Pie Chart 3: Voluntary sector funding

Pie Chart 4: Voluntary sector funding, Scotland

Norway



Source: Frivillighet Norge (2008)



Source: SCVO 2010

Comparing pie charts 3 and 4, one of the significant features is the distribution of voluntary sector funding in Norway. The voluntary sector in Norway received 49% which represented the bulk figure of their funding from donations and volunteering. On the other hand, the Scottish voluntary sector’s major source of funding in the same period was from self-generated funds (sales, rents and investments) which represented 45.4% of the sectors funding. With regards to public grants there were striking differences in both countries as the sector in Norway generated 20% of its fund from the state whilst the voluntary sector in Scotland had 42.5% of its funding from local and non local authorities in the form of direct funding ,award of contracts and other service-level agreements.

With reference to voluntary sector funding based on the data above, it can be inferred that even though voluntary sector organizations are regarded as institutionally separate and independent from the state as posited by the structural operational definition of the Johns Hopkins Comparative Project, this does not mean that they cannot cooperate or get financial assistance from the state. It is this notion which accounts for public funding of the sector in both Norway and Scotland.

Also, the nature of the relationships and agreements that exists between the voluntary sector and the state also determines the sort of funding the voluntary sector receives from the state. As witnessed in Scotland voluntary organizations received public grants from local authorities in the form of contracts and other service level agreements whilst public funding for the sector in Norway came through direct public grants in support of voluntary organizations.

Comparative analysis of the SCVO and Frivillighet Norge

In terms of individual umbrella organizations for the voluntary sector in both countries, the Scottish Council for Voluntary Organizations (SCVO) and the Frivillighet Norge depicts some prominent differences. The Frivillighet Norge established in September, 2005 is a relatively new organization compared to the SCVO which has been in existence since October, 1943. Apart from that the SCVO has a membership of about 1,371 organizations and these organizations employs over 50,000 people and this figure represents more than 40% of the total number of paid employees in the sector. At variance Frivillighet Norge consists of about 278 member organizations with more than 60,000 local chapters.

The SCVO due to its long existence have managed to acquire more resources to further enhance their operations and achieve their organizational mission. For example, the SCVO is a co-owner of Brunswick House which a seven storey building located in Glasgow, Scotland. Other resource of the council includes the Fairways House which hosts the SCVO's Inverness office that serves over 15 voluntary sector organizations. The SCVO is also currently operating a Master course in Citizenship and Human Rights in collaboration with the Glasgow Caledonian University (SCVO Annual Report, 2011). In contrast, Frivillighet Norge which has been in existence only from 2005

currently does not own assets or resources as they conduct their operations in a leased building in Oslo.

Nonetheless, it is interesting to note that in spite of these differences both organizations play prominent roles within the voluntary sector in their specific national settings. Also, their formal existence within an institutional framework which is separate from the state apparatus also projects their feature as organizations belonging to the voluntary sector as stipulated by the Johns Hopkins Comparative Project definition.

With respect to mission and objectives both organizations share some similarities. Thus the two umbrella organizations are in existence to achieve a similar purpose of promoting volunteerism and representing the interest of the voluntary sector when it comes to interaction with state authorities and the business sector. Also, apart from trade unions, mutual aid societies and cooperatives who are members of the SCVO unlike Frivillighet Norge who do not consider such groups as members, the membership of both umbrella organizations are spread across all spheres of both Scottish and Norwegian society namely organizations for children, youth and grown-ups, sports, education and research, social services, civil society, culture, humanitarian work, religious congregations, environment and nature music, theatre and others.

Both organizations are also members of international associations such as the European Network of National Civil Society Associations (ENNA) and the World Alliance for Citizens Participation (CIVICUS). This means that both organizations are responsive to the current global trends taking place within the sector as they do not restrict their operations and collaborations within the confines of their specific national settings but operate within the global landscape under the auspices of the international associations indicated above.

Organizational operations

Concerning organizational operations the information available on both the SCVO and *Frivillighet Norge* offers interesting comparisons. For instance, the operation of the SCVO is guided by a Strategic and Performance Management Plan. This strategic plan involves a comprehensive strategic framework and an operational plan that describes the various activities and tasks to be performed in each working area of the council. The SCVO Directorate is responsible for the routine monitoring and implementation of this strategic plan by member

organizations whilst reporting regularly to the Board on such matters. In autumn, 2010 the Board of SCVO revised and adopted a new Strategic Plan for 2011 to 2015 (SCVO Annual Report, 2011).

On the other hand, the operation of Frivillighet Norge is regulated by the *Handlingsplan* or an Action Plan. The *Handlingsplan* specifies the course of action and operational goals for the association in every given year. The *Handlingsplan* is prepared by the Secretariat based the principles stipulated in the Volunteer Policy Platform which seeks to create a common understanding among the members of Frivillighet Norge about the values of volunteering and the role of the voluntary sector. The Secretariat of Frivillighet Norge is responsible for the regular monitoring and implementation of this action plan by member organizations and it subsequently reports to the board on these issues. The *Handlingsplan* is reviewed and adopted annually by the Board of Frivillighet Norge (Frivillighet Norge, 2010).

However, what is evident here is that, in terms of organizational operations both the SCVO and Frivillighet Norge shape their organizational targets and priorities according to the changing needs of the sector in contemporary times. Also, having an operational plan further typifies their features of being associations that are “organized, private and self-governing” as stipulated in the Johns Hopkins Comparative Project definition of voluntary sector organizations.

Governance structure

The governance structure of the umbrella organizations within the voluntary sector in Norway and Scotland presents some interesting features about the sector. The structure of Frivillighet Norge is made up of the Annual General Meeting which the highest decision is making body, followed by the Board of Directors, Fixed Network Group and the Secretariat. The Board of Frivillighet Norge consists of a Chairman, Deputy Chairman and five Directors. The Secretariat which is headed by a Secretary General is responsible for the daily operations of the association.

In contrast, the governance structure of the SCVO made up of the Management Board which is the main governing body of the council, the Policy Committee and a Directorate. The Board consists of the Convener, Vice-Convener and Treasurer. Unlike Frivillighet Norge which has a

Secretariat, the SCVO has a Directorate which is headed by a Chief Executive officer responsible for the day to day operation of the Council.

Notwithstanding these structural differences, the existence of internal governance mechanisms within these umbrella organizations, their ability to manage their own operations with a meaningful degree of autonomy and their reliance on the inputs of volunteers typifies their categorization under voluntary sector organizations as defined by the Johns Hopkins Comparative Project.

Similarly, the limits to their ability to generate and distribute profits are what distinguish them from other sectors of society. This is because the profits they generate either directly or indirectly through their membership fees, grants and services are used to further enhance the purpose for which the organization was established. Thus they do not distribute the profit they make to their directors but these revenues are redirected towards fulfilling organizations goals in line with Johns Hopkins Comparative Project contextualization of the sector.

8. CONCLUSIONS

From the above perspectives based on the research questions which sought to determine the history, structure, sources of funding and the role of umbrella organizations for the voluntary sector in Norway and Scotland, it can be emphasized that even though both Frivillighet Norge and the SCVO have been established to achieve a similar objective of coordinating the activities of member organizations and representing the interest of the voluntary sector, they adopt different approaches to reach their target. They also exhibit prominent differences in terms of their structure and funding. The SCVO's structure for instance, is made up of a Management Board, Policy Committee and a Directorate whilst Frivillighet Norge's structure consists of the Annual General Meeting, Board of Directors, Fixed Network Group and the Secretariat.

Regarding the source of funding, the SCVO predominantly benefits from public grants and trusts, membership fees and the Big Lottery Fund in Scotland. Frivillighet Norge on the other hand generates most of its funds from membership fees and subscriptions as well as private

donations. They also receive some public grants through the Norwegian Ministry of Culture and Church Affairs and the Directorate of Integration and Diversity (IMdi).

However, significantly these umbrella organizations possess certain identical characteristics which collectively set them apart from the other sectors of society namely the state and business sectors. These characteristics include their inability to distribute the income they generate directly or indirectly and their extensive reliance on volunteer inputs. These organizations have also gone through different structural changes in the course of history. Their significance and role would continue to change within the Norwegian and Scottish societies in contemporary times as they seek to explore the main priority areas for the voluntary sector in the future. This will involve identifying certain best practices within the voluntary sector globally in order for the sector in Norway and Scotland to be responsive to the changing global trends.

With respect to the voluntary sector as a whole in both countries, it is obvious that the sector is experiencing unprecedented changes with respect to its significance and influence in the Norwegian and Scottish societies. In Norway, some of these changes include the recent increase in the number of full time paid employees working in the voluntary sector unlike previous years when the sector was dominated by volunteers. Also, due to the increasing role of the state in welfare service delivery coupled with better conditions of living, voluntary sector organizations in Norway have significantly shifted their areas of activity towards culture and recreation as well as education and research in contrast to the late 1930's when they visibly competed with the state in the provision of welfare services. These factors explain why the sector relatively gets moderate funding from the state and generates most of its funding from self generated funds in the form of membership fees, volunteering and other subscriptions.

On the other hand in Scotland, voluntary sector organizations are now actively engaged in social service delivery as well as development and housing as the Scottish government's role in the provision of welfare services has declined over the years due to the adoption of neoliberal policies. These developments have further increased the number of paid staff working in the voluntary sector in Scotland. It is therefore not surprising that the large portion of the sectors funding in Scotland comes from self generated funds and public grants in the form of contracts and other service level agreements.

Closely related to the above factor, since every research has its limitations, I must emphasize here that a further interrogation of the nexus between neoliberal governance policies and the globalized spaces it creates for voluntary sector initiatives will be beyond the scope of this report. I therefore recommend that future research on the changing roles and significance of the voluntary sector can probe these issues further and in-depth.

In the nutshell, it is evident that these afore mentioned differences and similarities between the voluntary sector in Norway and Scotland customarily have its foundations in the history of the sector and the specific socio-political and economic arrangements in both countries. Thus the previous discussions of this report has shown that there exist a reflexive relationship between the voluntary sector and the kind of historical ,socio-political and economic conditions prevailing in the country. It is these developments coupled with the process of globalization that shapes the activities, structure and funding of the voluntary sector in both Norway and Scotland. This study concludes that the role of the voluntary sector is indeed being transformed in the era of globalization rather being eradicated as voluntary sector organizations still play significant roles in societies they operate.

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