

# **NON PROFIT ORGANISATIONS IN THE DANISH WELFARE STATE SYSTEM**

**An introduction to the 3<sup>rd</sup> sector in Denmark -**

**a nation of 44.000 km<sup>2</sup>, 5.3 mill. inhabitants, and 1000's of organisations**

**European Modules 3<sup>rd</sup> sector 1**

by

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## Table 1: History and Social Policy - World and Denmark

## Table 2: Main features of Danish Social Legislation

## Literature references

**NOTE:** A reform of the Danish public sector by 1.1.2007 has reduced the number of municipalities from 275 to 98 and has dissolved the counties. The Counties' welfare functions have been transferred mostly to municipalities and have been reduced as part of a general reduction in public spending. Hospitals and other healthcare institutions have been transferred to 5 regions, headed by 5 Region's Councils.

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## 0 The Individual, Welfare, Welfare Functions and State in Society

The concept WELFARE can be seen as referring to the individual's 'faring well' in his/her travel through life in society. The concept WELFARE STATE<sup>1</sup> implies a STATE, intervening with a welfare orientation in the ways *production*, *distribution* and *consumption* of goods and services function in a society, which is mainly - but not only - organised in a MARKET way.

The four *welfare functions* in which the *welfare state* are intervening, are:

1. **provision** (maintenance) of persons, who a) cannot themselves sell (or should not sell) their work-power, and b) are not by law provided for by wife/husband or children/parents,
2. **care** in case of disease, and **compensation** in case of disablement, and **shelter/asylum** for those in need thereof
3. **education - socialisation** for all (children), including childcare, and including socialisation of adolescents and rehabilitation of criminal offenders.
4. **housing**. Mostly people buy/rent housing, but in Denmark quite some state intervention takes place with regards to quality and price of housing.

The following presentation of *the third sector* is built on a view that the individual's position in society can be analysed by her relations to four SECTORS: 1 STATE, 2 MARKET, 3 ORGANISATIONS, 4 FAMILY (mod. I). These 'sectors' can also be understood as modes of organising society, subject to changes both in borders and internal organisation.

A glance on the history of Danish *economic development* and *social policy* shows a large and varied interplay between public and private actors about different types of production and distribution of goods and services, including transfers, care and education:

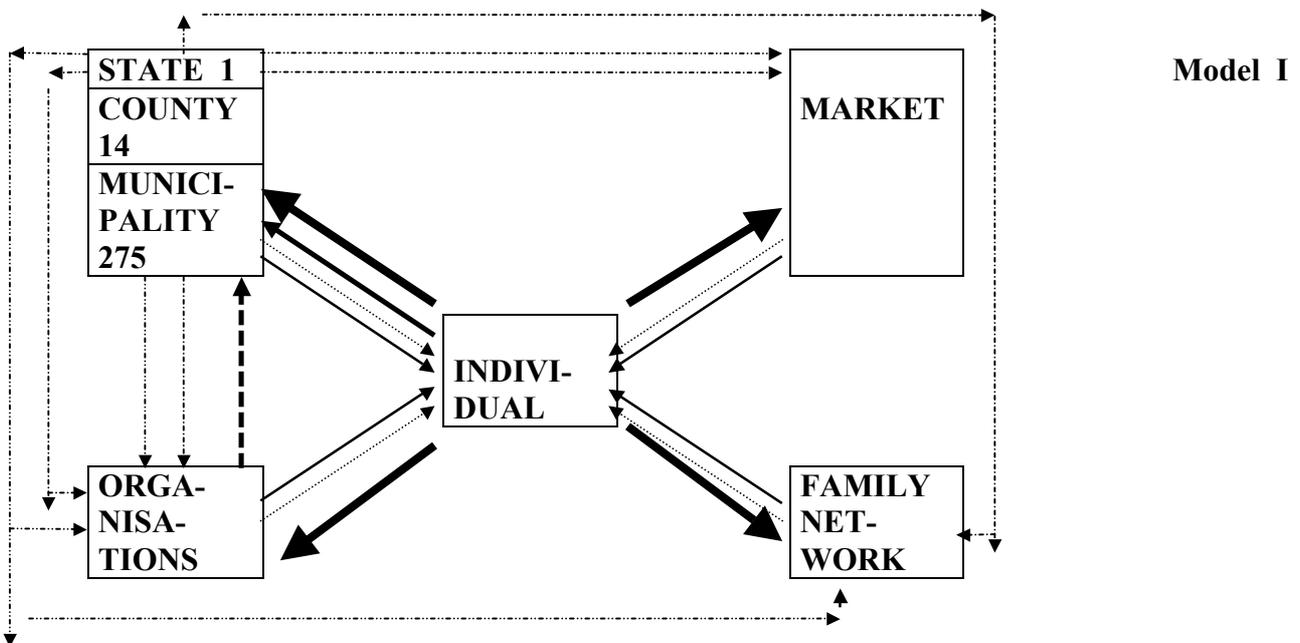
- ordinary **consumer goods** are produced and distributed largely in and by the private sector and on market conditions. Since 1857 Danish industrial policy has been ultra liberalistic (except for war periods). Yet, the state in many ways law-regulates the functioning of the market: on-the-job safety, work conditions, 'proper marketing behaviour', Road Traffic Act, building construction law, etc.
- **income transfer** have been carried out by STATE institutions: poor relief, old age pensions (state/municipality); by ORGANISATIONS: unemployment insurance (unemployment benefits), health insurance (sickness benefits, medicine cost subsidy); and in FAMILY: mutual support duty between spouses, and between parents and children <18, support of youngsters in education. The organisations' income transfer activity has been regulated by STATE, by contributions and control, and in the 1970'es social reform sickness benefit and (part of) medicine cost subsidies have been re-organised from an ORGANISATION-function to a STATE-function. As a speciality should be mentioned a set of formally 'private' old age insurance (saving) schemes, formally organised as private saving (MARKET) but regulated by law and with tax reduction as a main source of finance (STATE).
- **care** in case of disease during the 1800- and 1900 years has been **produced** and **delivered** partly by general practitioners and pharmacists, and to a very limited extent by private hospitals (MARKET), partly by municipal- and county-run hospitals (STATE). **Financing** has been mixed private/ organisation/state organised, with a growing part being financed from tax.
- **care** also includes handicap compensating services, which in the same period have been **produced** and **delivered** by MARKET, ORGANISATIONS, FAMILY (especially women), and STATE.

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<sup>1</sup> This text draws on - and supplements - my preceding papers: 'The main agents in the Danish welfare state' 2004, 'The history of the Danish welfare state' 2004, 'Welfare state - social work - the individual and her autonomy' 2004.

These services have been **financed** by STATE, ORGANISATION, and to a very little extent by the individual client.

- during the 1800- and 1900 years **basic education** and **professional training** in Denmark has mainly been **provided** by local authorities, organisations and state, and **financed** mainly through tax. **Socialisation** mainly is carried out in the family but since World War II also to a growing extent in public institutions (kindergartens), and in financially tax-supported leisure organisations, with limited local authority control.



The multiplicity of the roles of the states is being illustrated by the ‘arrows’ from the STATE to the individual and from the STATE to the other three corners of the model:

- provision, care —————>
- socialisation, education .....>
- regulation, control - - - - ->
- contributions - · - · - ·>
- political claims - - - - ->
- tax payment —————>
- work, effort —————>

The concept **welfare mix** is often being used in discussions about how to organize the efforts in the ‘WELFARE SQUARE’:

1. from which of the 4 sectors should **provision** be delivered? What level of sustenance should be provided, to which groups? And: who should be responsible and be paying?
2. from which of the 4 sectors should **care** be delivered? What level of care should be provided, to which groups? And: who should be responsible and be paying?
3. from which of the 4 sectors should **education** and **socialisation** be yielded? What level of **education** and **socialisation** should be provided, to which groups? And: who should be responsible and be paying?

## **1 THE THIRD SECTOR - researchers' approaches**

Since the 1970'es public debate and scholarly attention has grown in Denmark and other 'Western' countries regarding the role of organisations in society and especially in the welfare functions.

The debate and research has focused on different aspects of the organisations: 'non-profit', 'non-government', 'voluntary', 'filanthropic', 'grassroot', 'third'. Relations inside organisations have been studied: between members, between elected leaders and members, between professional employees and voluntary activists in the organisation. Relations between Organisation and central or regional or local Government have been studied: political pressure, political control, financial relation, entrepreneur-role on behalf of government. Relations between Organisation and market have been studied: fundraising, 'voice' of firms in campaigns for types of medicine, competition between organisations, local government and private firms providing services in healthcare, childcare and elder-care.

The debate and research sometimes has set out from a contradiction: the field of study has been defined as 'non-government, non-market, non-family' - which definition of the 'third sector' names government the 'first sector', market the 'second sector' (or vice versa) but seldom names family the 'fourth sector'.

The different foci of debate and research make for different definitions. Some studies focusing on 'non-profit' exclude saving banks, trade unions and employers' associations, and sickness insurance. In such organisations quite much voluntary work has been carried out. These latter organisations may and may not be included if the definition is 'voluntary'. If the definition is 'voluntary', the focus can be on membership and/or on participation: if only membership, organisations with paid staff are within the category, if it is on participation, organisations with paid staff are outside the category. In Denmark organisations such as 'Laeger uden graenser' (Medecins Sans Frontières), Red Cross, Scouts, Sports, are normally counted as 3<sup>rd</sup> sector organisations, even though some of them have accumulated quite big fortune (e.g. in estate) and even though they employ quite well-paid personnel together with not-paid volunteers.

This study, having been made to facilitate inter-national comparative studies, uses no sharp distinction of the 'third' or 'non profit' sector. The main weight will be laid upon organisations doing social work relating children, sick, handicapped, elderly, abusers. A few words will be spent on organisations in culture, sport, education, international aid, salvage, economy and politics. In the description of historical development a few words will be spent on other aspects, since the 'filanthropy' approach implies an effort to improve somebody's mind: to responsibility rather than irresponsibility, to faith rather than godlessness, to law-obedience rather than criminality, to moderation rather than alcoholism, to saving rather than spending, to sportiness rather than laziness etc.

## **2 Danish Voluntary Organisations - a brief and broad history.**

During the feudal monarchy until 1849 organising was forbidden, unless the king had granted permission to establish the organisation. The liberalist trend in the 1848-1849 revolt claimed freedom of speech and organisation, and these freedoms were granted in the constitution.

The feudal society had a number of (king-permitted) organisations, dealing with social work, but in the 1840'es and after the 1849 constitution the number and diversity of organisations grew rapidly. The period 1910-1970 could be called a period of consolidation, with a slower growth in number of organisations. From 1970 and on we see a new growth in number and diversity of organisations, notably mutual selfhelp organisations around special sickness diagnoses.

Philanthropic organisations I: During the 1700 years the king and some merchants established orphantries. Written materials about these establishments reveal a philanthropic mode of thinking: Around

1800 a number of philanthropic associations were established, arranging institutions for care and education for handicapped and/or disordered persons: deaf children 1807, blind children 1811, imprisoned 1813, mentally sick 1816. In 1827, 1830, 1833, 1836, 1839 homes for 'improvement of morally disordered' youngsters were established, initiated by 'committees' and supported by the king. Philanthropism and Rousseau's pedagogic ideas were behind these establishments.

Since 1803 a universalistic poor-law existed, with a municipal administration. The organisations existed and co-existed alongside this poor-law administration, and part of their finances came from municipal poor commissions' placement of children in the organisations' childrens' homes.

Selfhelp organisations I: Merchants and craftsmen were organised in guilds. The guilds organised education and economic security for members in case of sickness and unemployment - the oldest known statute with paragraphs about sickness benefits is the Copenhagen bakers' guild statute from 1403. Persons outside the guilds had no organised economic maintenance and relied on personal property or poor law support. The years around and after 1800 saw the establishment of organisations for selfhelp and mutual selfhelp:

saving banks (1810, 1816, 1820),

sickness insurance for the poor and lesser well-off (1780'es?, 1839, 1841 ....). The initiators were upper class persons with a philanthropic and/or christian orientation.

unemployment insurance, organised within the labour organisations for skilled and organised workers (1870'es and onwards), unskilled organised workers 1897-, women 1901-

During the late end of the same period the farmers' class organised cooperatives for milk processing and butter export (1880'es) and bacon factories and export (1890'es) - meaning that producers' cooperatives took a dominant position in Danish agrarian capitalism, in some political opposition to the shareholders' capitalism predominant in other European countries. In the countryside the Electricity supply was organised as consumers' cooperatives, whereas in the cities it was mostly done by the municipalities. These organisation developments took place alongside with a class-consciousness development school system: the Danish Folk High School system, developing from 1848 and accelerating after 1864 especially for the farmer's class, and from 1920'es for the working class and the smallholders' class (though on a smaller scale). In towns many labour organisations established workers' bakeries, workers' saving banks, workers' brewery, workers' newspaper, workers' sports association, young workers' sports associations, from around 1900, workers' housing associations. Of these especially the housing and cultural organisations have survived throughout the 1900 years and still run many of the facilities for housing, leisure and sports, with quite some state and municipality economic support, whereas the cooperative production organisations have lost much of its economic importance.

Alongside this development of voluntary organisations relating to production and (re)distribution a number of self help organisations were established, partly out of new, partly out of philanthropy organisations: associations of blind people, deaf people, physically handicapped people, persons suffering from specific diseases.

Philanthropic organisations II: in the 1870'es and onwards christian-philanthropic organisations in the Danish capital Copenhagen gained considerable importance in charity work, delivering more poor relief than the municipal poor office. That type of social work did not gain much importance in other cities and almost none in the villages. In the 1900 years these organisations lost importance as the municipal poor office was renamed 'social office' and the law was modified to be less stigmatising to the support receivers. But from o. 1900 the youth organisations, scouts organisations and sports associations grew - some out from the philanthropic organisations, some out from the worker's organisations.

Self help organisations II: In the 1960's some trade unions for the better-off professions initiated tax-levied pension schemes for their members. Such pension organisations have been established for almost all organised labour around 1990. This development will produce coexistence problems in relation to the public age pensions scheme, problems to be dealt with in the next 10-40 years.

During 1970'es and on a new wave of grassroot organising gained momentum: tenants' associations, local community organisations, students' organisations, new Women's organisations. A large number of disease related organisations grew up, established by either relatives to sick persons or by the patients themselves.

During the 1960'es and 1970'es a number of already established organisations expanded in development support activities and emergency help activities, using both volunteers and professionals in the field and using quite many volunteers in fundraising. These organisations rely heavily on government money in their activity.

This tradition of associations for many different purposes is the reason why one often talks about Denmark as 'society of associations'. And this tradition socialises a very large percentage of the population to be participants in organisations, as ordinary members and as board electors and as board members. This 'democracy aspect' has been given much attendance in recent academic studies carried out in Denmark.

### **3 Welfare Functions, Organisations and their relation to STATE: STATE support to functions - more specifically / historically**

#### **3.1 Sickness insurance - Sickness Insurance Associations**

The S.I.A. originated as a voluntary organisation, finances by members' contributions, in the 1860'es. In 1891 a law provided economic state support on certain conditions. In 1933 membership was made legally compulsory for Danish citizens. In the 1970 reform of public administration the SIA became integrated into a public, tax-financed scheme. The organized members of the associations were asked in a survey, whether they preferred to go on paying their contribution separately to the association, or they preferred to pay it as part of ordinary municipal tax. The latter solution had the majority. So for purely practical reasons the organisation was dissolved, and its functions were integrated in the municipal administration.

#### **3.2 unemployment insurance**

The *Unemployment Insurance Associations* were established as a branch of the Trade Unions in the 1880'es. Since 1907 the *U.I.A.s* have been entitled to state contributions, provided their statutes and their administration are made in accordance with the *Law of Unemployment Insurance and Job Provision*, and they subject themselves to government control. The U.I.A. in 1996 delivered transfers of 44 bill. DDK, out of a total social transfer of 212 bill. DDK. 29 bill. (66%) of the 44 bill. DDK was tax subsidy. 2,4 mill. members (83% of the labour force) in the *UIA's*.

The functions of the *Unemployment Insurance Association* can be described as follows:

It delivers <b>provision</b> to unemployed member	—————→
It does so under <b>regulation, control</b> from the STATE, and	.....→
It does so partly financed by STATE <b>contribution</b>	.....→
and it does so, provided that the member is 'active' in retaining his labour qualifications and applying for jobs	.....→

#### **3.3 Charity, social work,**

A number of *Religious Associations* (mostly Christian) are undertaking care for alcohol and drug addicts and homeless people, most of them supported by *municipal* authorities either by ad hoc

economic contributions or on a long term contractual basis. In some municipalities and counties the very same functions are being carried out by local governmental institutions.

Using the model I (p. 2), the functions of the *Religious Association* can be described as follows:

It provides **care** and/or **housing** to the addict/homeless, and   
though it may be called weak, there is an element of social control or **socialisation** in the charity workers' relation to the client 

The *Religious Association* often gets some economic **contribution** from MUNICIPALITY or COUNTY, and from members and church collection 

The *organisations of disabled* give much advice to members as to what services they are entitled to from MUNICIPALITY and/or COUNTY, thus often working to expand quantity and quality of service (and budget burden). In some cases the municipal social worker refers clients to the highly specialised and qualified counselling in the organisations.

### 3.4 (Day)care for children, care for elderly and handicapped

The present Danish child daycare system was developed since o. 1900 by associations: The Danish Froebel association and some of the worker's associations in Copenhagen initiated the 'Peoples' Kindergartens' association'. Since 1888 a law has prescribed public control with paid daycare of more than 2 children. So the growing number of organisation running daycare institutions was under public control, and since 1918 the law has allowed municipalities to yield economic support. Especially since 1945 many municipalities have established kindergartens, and the present situation is that almost all 3-6 year Danish children are in public daycare, in institutions run by municipality or organisation. Normally the municipality collects the parental payment (33% of the expenses), and often the municipality delivers the accounting and wage payment even for organisation owned kindergartens.

Care for children in fulltime-institutions has since the 1800 years been delivered by organisation-run institutions, mainly financed by municipalities and in the establishment phase by collections.

Care for elderly in elderlies' homes and practical assistance to handicapped elderly is delivered by the municipalities. A number of private associations arrange visitors' service, telephone chains, and cultural arrangements for elderly and handicapped people.

### 3.5 Teaching, culture, sports

The Danish education system has developed under much organisation influence. The larger sectors of the education system are :

- People's School (municipal), Free Schools (ass.)
- Gymnasium (grammar school/high school) (county)
- People's High Schools (ass.)
- People's Enlightenment Associations
- medium term professional training colleges
- universities

From 1814 a taxfinanced municipal school system was established, including compulsory school attendance for all children. In 1853 a law permitted that children were being taught outside the municipal school, provided that they were being taught on at least the same level as in the municipal school. This 'free school law' was initiated in order to allow religious or other organisations to teach the members' children, and it functions even today. The municipality contributes to these 'free schools' an amount app. 80% of the yearly cost for an average municipal schoolchild.

During the 1900 years a number of "People's Enlightenment Associations" have organised a growing flora of teaching for adults. Each political party has its PEA, a number of local non-party

PEA's are active. They are organised according to the law of 'People's Enlightenment', which authorises municipal economic and facility support for the activity.

Most of The Peoples' Highschools were founded in the 1800 years by owners and later became run by non profit associations, financed app. 1/3 by students' fees and 2/3 by government money.

During the 1800 and 1900 years technical schools for craftsmen, trading schools for merchants, teachers' training colleges, engineers' training colleges, crafts training schools for unskilled workers, and the universities in Aarhus and Esbjerg were established on local initiatives, by associations founded for that purpose. Later on these institutions were largely integrated in a state education system paid mostly by state tax and/or by municipal taxes, and free of charge for students.

Only the Copenhagen University (old) and 3 newer universities, and the Gymnasiums (grammar school) originate in state and church structures. They are now almost entirely state and county financed and administered.

Many local libraries, theatres and sports plants have been founded during the late 1800 and 1900 years by associations, with financial support from municipality. Today most of them are being owned by municipality (county), and in the 1930'es many municipalities established sports plants by use of the labour force of young unemployed, now also municipality owned. These plants are being used by voluntary sports associations arranging training of youngsters on amateur level and up to semi-professional level. These sports associations account for more than half of the hours being invested by volunteers during the year.

### 3.6 Housing

The *Housing Associations* are non-profit, user-owned organisations, with some public contributions, but mainly rent financed. The earliest charity based housing association was established in 1853 in Copenhagen, constructing some 'garden city' houses - which still exist. In the 1890'es a workers' housing association movement grew in Copenhagen, shortly thereafter spreading to other cities. A little mortgage interest support was being given in (...?). The movement grew during the 1920'es. A more thorough public support for these organisations is the political aim, formulated in the 1930'es, to contribute to especially the less well off people's health standard by providing healthy and relatively cheap housing. It should be noted, that *market intervention: governmental control of rent* in privately supplied housing, and *governmental subsidies to rent payment* have been instituted to achieve the same political goals. The *Housing Associations* are under some municipal control with regard to accounting, and they are entitled to accept a number of occupants instated by the municipality for social reasons: Newly divorced parents, homeless, handicapped persons. Many of them have a long tradition of facilitating hobby-organisations for the inhabitants, often with an explicit integration motivation. By now some social action is undertaken in some of the larger *Housing Association* owned areas, so as to improve environments physically and empowermentally. This action having been initiated and financed by central and local government.

Using the model I (p. 2), the functions of the *Housing Association* can be described as follows:

It sells **housing** to the member - —————>  
at reduced price, partly financed by STATE/MUNICIPALITY **contributions** ----->  
and subject to **control** from the MUNICIPALITY ----->

The case of *Housing Association* illustrates, that one can chose to analyse the same phenomenon both as a market agent and as a voluntary organisation.

### 3.7 International aid, refugee aid

In the 1930'es parts of the labour movement organised support for respectively social democrats and communists, who fled from the nazist regime in Germany and Austria. From 1945 pacifists organized emergency aid and reconstruction aid to war ruined countries.

In 1956, during the Hungarian revolt, a new organisation was established: the government asked a number of charity- and international aid organisations to found 'Danish Refugee Aid', to carry out the work of integrating the Hungarian refugees to Denmark. This new 'umbrella' organisation was entirely government financed. In later periods the governments have asked e.g. the Red Cross to manage refugee camps for asylum seekers.

Since the 1960'es Danish governmental development aid has been channelled through NGO's such as Mellemlfolkeligt Samvirke (Cooperation Between Peoples), Ibis, People's Church Emergency Aid, Danish Red Cross and others, which organisations have also had a sometimes thin fringe of membership fees and second hand shop revenue as part of finance. These organisations also deliver emergency aid in cases of hunger and natural disasters, often financed by state acknowledged ad hoc money collections and ad hoc state grants.

#### **4 STATE and ORGANISATIONS - legal relations, independence, influence.**

Different from many other European countries, Denmark has no law about organisations. Everyone can found an organisation and decide its setting.

This liberality about organisations does not mean that government and parliament are indifferent to organisations. But much of legal regulations or organisations has been made in legislation about specific WELFARE FUNCTIONS:

- in the social work field organisations are subject to laws regulating target groups, quality and financing of social work.

- in sports, education and culture organisations are subject so laws regulating target groups, activity and financing of cultural and educational performance.

The most normal way of deciding relations between state and organisation is law about state money to the organisation: if the organisation wants economic state support, it must subject itself to conditions defined by law, among which often is: control of accounting and administration. Examples are: Sickness insurance, Unemployment Insurance, kindergardens, teaching for adults. These laws do not differentiate economic conditions between municipal kindergardens and organisation run kindergardens. Other laws regulate economic activity: trade union organised pensions savings schemes are subject to the law of Life Insurance.

Since 1945 another technique has been used by the state: a public bookmaking agency was established, allowing bets on football. Part of the revenue was being channelled back to the youth- and sports organisations. A "Common Council of Danish Youth" was established as forum for this channelling: members were sports organisations, political youth organisations, scouting organisations, moderation organisations. On municipality level corresponding umbrella organisations have been established especially in the sports area: "Sports Cooperation councils" in some cities deal with allocation of municipal sports facilities to different clubs.

The 1970'es brought oil-crisis, growing unemployment (and therefore growing public unemployment expenses), poverty-polarisation, state-criticism and monetarist policies to many countries - even to some degree to Denmark. In the 1980'es a new conservative headed government launched the idea, that mobilising more people to do voluntary social work might be used as a means of reducing the growth in the public sector<sup>2</sup>. The same period brought a rise of criticism of the public sector: 'Public bad, private good'. A doubt about the capacity of the welfare state to solve (all) social problems at that time had been creeping also into the hitherto staunch welfare state adherents in the labour party. This political climate gave rise also to a growing academic focus on the 3<sup>rd</sup> sector. The idea: cut public expenses by having volunteers working for free, however, soon disappeared from most of the discussion in Denmark. In fields of budget cuts politicians normally claim 'necessity' and 'higher efficiency' - not asking volunteers to take over.

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<sup>2</sup> Palle Simonsen (1983): "Privatisering af ansvaret". Kronik, Politiken 1983.04.06

The 1980's public debate about the volunteering and voluntary organisations gained momentum in a growing 'communitarist' political setting. Government support to volunteering has led to the establishing (1983) of The Danish Centre for Voluntary Social Work ([www.friv.soc.arb.dk](http://www.friv.soc.arb.dk)). An other aspect of such government policy has been economic support for experiments with voluntary NGO social work, often but not always prescribing a joint private-, state- and municipal financing. A law has since 1997 obliged the municipalities to channel some state money to local social NGO activities, on terms set by the municipal council. These policies have been common to conservative and social democratic governments.

During this period some discussion has taken place concerning the 'independence' of the voluntary organisations. One trend is a worry that state or municipality may (for budgetary reasons) want to make the organisations take over state or municipal obligations. The surveys (below) clearly indicate that the volunteers do not want to take over state or municipality obligations. Another trend in the discussion is a worry of a possible 'state colonisation' of the voluntary organisations. The main line both on the part of politicians and the organisers is to underline the importance of the independence of the organisations. However, it seems that a basic accordance exists between organisations applying for state or municipality funds and state and municipality, about the tasks for which the funds are being granted. Not much wonder: as a local politician I used to answer voters and taxpayers, that I will only tax them in order to grant tax-money to purposes I find acceptable!

### **Organisations as participants in policy making**

An important aspect of the 3<sup>rd</sup> sector activities is the organisations' role as *politics* educators and as *policy claimants*.

During the second world war an 'umbrella organisation' was established: Dansk Ungdoms Samvirke (Common council of Danish Youth). It was intended as a common forum for democratic youth organisations, as a front organisation against totalitarian organisations, primarily the nazist movement. Much weight was given to the democracy education aspect, and that has been central also in the values discussions and investigations in the 1980's and 1990's.<sup>3</sup>

The *organisations* participate in *policy making*, both by claiming how laws and regulations ought to be modified -----> and by developing caring techniques in ORGANISATION owned institutions, and henceforth claiming that these techniques should be applied in (often COUNTY owned) public hospitals or other care institutions.

Generalising one can say that the organisations argue that state and municipality yield support for aims and purposes which are worthy of support - and so argue in favour of public responsibility for functions hitherto not under public support.

As mentioned above, the idea that voluntary work may substitute reduced public responsibility has no big past, present or future in the Danish political setting. Most of the political decisions about support for volunteering have been accompanied by promises that support for voluntary work is NOT a saving programme - on the contrary it is claimed that (extra) money for voluntarism in social work aims at heightening quality of the social service.

Last but not least it must be mentioned that legislation in old age care, child care and education in the 1990's has established 'user-representation' in municipal and county institutions: elder-councils in each municipality and old age institution, parents' boards for each kindergarden, primary school and grammar school. The motive was: user-representation will improve quality of service. In surveys on voluntarism such participation should be registered, although it is not all out certain that interview-persons will register her membership of such a board as 'voluntary organisation work'. In case the board is in a municipal kindergarden, it will be counted as 'volunteering in the public sec-

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<sup>3</sup> Gundelach 2002

tor', in case the board is in an organisation's kindergarden, it counts as 'non profit' organisation participation.

## 5 Volunteers and Voluntary Organisations in Denmark - surveys:

### 5.1 The volunteers

The volunteer aspect of organisations in Denmark have been analysed in 1987, 1993 and 1995, in surveys (partly) comparable to surveys made by The Volunteer Centre in London. In the same surveys the motives of the volunteers have been investigated, as well as a number of sociological characteristics of the volunteers. Most of these surveys are questionnaires to a representative sample of the population, asking the persons about their participation in voluntary work. Other surveys have focused on the organisations and their internal and external relations (below). The 1993 survey tells that 28% of the population have been voluntary workers in the past year. The 1995 survey higher, app. 45% of the adult population telling about non-paid work. This may be due to questions slightly different from the 1993 survey.

**The definition:** In the survey<sup>4</sup> **Voluntary work** is defined:

- is an unpaid activity (though expenses may be covered or at symbolic fee received)
- is not directly linked to one's occupation
- is performed in some form of organisation (an organisation, group or association)
- is performed according to a fixed "agreement" (a commitment to carry out a certain task)
- is not exclusively of benefit to oneself or one's own family
- is active (membership of an association or participation in a self-help group does not in itself qualify as voluntary work)
- is on voluntary basis (government schemes to activate the unemployed are not included)

**The voluntary activities:** interview persons were asked about their specific activities such as:

- |  |     |
|--|-----|
| - raising or handling money  | 6%  |
| - committee work, representation   | 13% |
| - office work, administration  | 9%  |
| - information, campaigning   | 4%  |
| - education, teaching, training and leadership (e.g. scouts, Red Cross, sports)              | 8%  |
| - visiting, befriending persons  | 2%  |
| - practical work (e.g. collecting clothes, running second hand shop, cooking, cleaning etc.) | 8%  |
| - counselling/guidance services and other person/client-related activities                   | 2%  |
| - recreational activities (e.g. outings, camps etc.)   | 8%  |
| - driving, transport   | 7%  |
| - other  | 1%  |

**The volunteers - numbers, fields of work:**

- 28% of the adult population had been voluntary workers in the preceding 12 months
- additional 20% had been voluntary workers 12 months before or "occasionally"
- half of the volunteers spend less, half more than 10 hours pr. month
- half of the volunteers work in the large area of sport, spare time and culture
- (only) ca. 10% of the volunteers work for organisations targeting those weak in resources
- (only) ca. 2% of the volunteers are doing visiting or direct individual or client oriented work

**The volunteers - background**

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<sup>4</sup> Jørgen Anker & Inger Koch Nielsen (1995): *Det frivillige arbejde*. SFI 95:3

- 70% of the volunteers have been recruited to the voluntary work through family or colleagues, only some 10% through advertising and 2% through "voluntary centres"
- the initiative has most often been taken by another (o. 65%), 25% by the volunteer himself
- motives: personal or family interest is a large group of motives, "solidarity" or "feeling of duty" is a second group, and "other" such as "exert influence" or "be involved in local community" is a third group.
- the 30-49 year old employed are the most active, salaried workers more than manual workers.
- salaried employees and public servants are most active, followed by self-employed, skilled workers and unskilled workers (25%), whereas less than 20% pensioners and unemployed carry out voluntary work. It may be explained with a life-cycle model: much voluntary work refers to one's children, and the freedom of arranging one's work throughout the day may be important.

## 5.2 Voluntary Social Work Organisations

The 1993 survey<sup>5</sup> on *voluntary social work organisations*, had to decide about a number of methodological problems. In brief: the survey used the definition of the Contact Committee on Voluntary Social Work and thus identified some 295 organisations, to which were sent questionnaires - and of which some 214 responded.

### Definition

The criteria for including the organisations in the survey are:

- the organisation works voluntarily/privately in the social- and health field
- the organisation is working on a non-profit basis. It is open to membership (both formal and informal membership, eg. religious associations). It has voluntary workers, at least on board level.
- the organisation is country-wide or covers at least a larger geographic area (larger urban area, county or the like).

Not included are sports associations and people's enlightenment organisations, neither are trade unions, political parties and religious movements (unless they have charity functions), associations the sole activity of which is distributing money-grants. Such definition leaves a number of cases of doubt.

### Findings:

The picture from the survey is one of great diversity:

#### Size, age, economy

- some organisations are very big, with a lot of salaried personnel, many volunteers and at large economic turnover. But the majority are relatively small, without or with only with few salaried, largely with volunteers as resource and with very limited economic resources.
- the larger part of the organisations are membership-organisations, a minor part are associations of associations ("umbrella-organisations"). The members are the main target group for the organisations, but almost 75% aim their offers to non-members
- some organisations are old, app. 100 years. The majority, however have been established since 1960 and 10% were established with the latest three years before the survey.
- the organisations' economic situation differs very much: 1/4 had a turnover in 1993 of less than DKr 200.000 (EUR 27.000), 1/3 had more than DKr 2 mill. (EUR 270.000). 1/5 give no information on the turnover. Older organisations tend to have large turnover, younger smaller turnover.
- in most of the organisations the volunteers is by large the most important resource. Number of members correspond with number of volunteers. App. 50% have less than 20 volunteers in regular activity, app. 20% are big, with more than 100 volunteers.
- the organisations' sources of income differ quite much: 85% have income from membership fees, 75% get public money, 80% get public money and/or public support (office housing, transportation

<sup>5</sup> Jørgen Anker (1995): *De frivillige sociale organisationer*. SFI 95.12

etc.). Some organisations have considerable revenue on investment (often on inherited money and/or real estate).

#### **Volunteers and salaried:**

- The information on number of volunteers is not too precise: some organisations have not counted board members as voluntary, others do. Some count only volunteers in regular activity. 1/2 of the organisations have less than 20 volunteers in regular activity, 1/5 have more than 100.
- 35% have no salaried personnel, and are thus run by volunteers alone. 1/4 have more than 10, and 1/10 more than 50 on the payroll. The humanitarian and religious organisations (which are also the oldest) count for the bigger numbers of employees.
- volunteers deliver the larger part of the organisations' efforts: only in 15% the volunteers' effort is the minor part. The majority of organisations for sick and handicapped and organisations working with alcohol and drug abusers are run exclusively by volunteers. The tasks of the volunteers are many: administration, fundraising, practicalities are performed by volunteers. In more than half volunteers provide personal counselling and legal assistance.
- volunteers are mainly being recruited among persons known to the organisation. 1/3 use formalised procedures such as interviewing, 50-60% offer introduction, support and supervision to volunteers. 45% turn down volunteers and 40% tell that they have "fired" volunteers not being considered good enough to meet the organisations' requirement.

#### **Tasks, target groups:**

The tasks of the voluntary social organisations are widely varied:

- Information, education, politics and research are on the agenda of 90% (NB not education in general - the education is targeted to the organisation's volunteers or users).
- Among person-oriented services app. 70% deliver guidance, counselling and therapy. 1/3 establish self-help groups, a type of activity initiated by a growing number of organisations since the 1980'es. And some 40% run institutions and shelters - primarily humanitarian and religious organisations.
- The majority of the organisations have broad target groups such as children, youngsters and families (65%) and mentally ill and handicapped (55%). Socially excluded persons and psychiatric patients are targeted by fewer, which organisations are economically well off.

#### **Relations to state, county, municipality**

- The older humanitarian and religious organisations carry out activities which are typically a public sector responsibility (e.g. institutions for socially excluded) and very often do so on a contractual economic relation to municipality, county or state - in some cases parallelly with public institutions. Whereas the younger organisations often are of a self-help type and/or interest organisation.
- The relation between public sector and voluntary organisations very often tend to be cooperation about specific projects, including economic and/or other material support to the organisation. 45% of the organisations refer clients to support from municipality and/or county, whereas public institutions refer clients to some 55% of the organisations.
- Some 1/3 of the organisations answered that the close cooperation with the public sector meant too much direction and control. Some 1/3 answered that the cooperation meant or would mean a loss of the organisation's distinctive character and strength. And 1/4 saw a cooperation as a potential loss of users' or clients' trust.
- 70% express the opinion that relation to the public sector means a positive opportunity to exert influence on public policy-decision in their respective fields.
- The great majority of the organisations see their role as being one of influencing the public sector to do a better work for their clients/users. The organisations see themselves as able to respond more quickly to arising demands and emerging new problems than the public sector - thus acting as

claimants for public responsibility for solution of new problems. They do not want to take over public responsibility - thus they do not argue in favour of the “subsidiarity principle”.

The above picture of the organisations, however, must be supplemented by findings of a 1987 survey<sup>6</sup>, analysing 115 voluntary social work organisations. 18 of these are ‘umbrella’ organisations, to which a total of 125.000 (!) local organisations are associated. The relation between local organisation and umbrella organisation has not been investigated. The main field of these organisation is children/youngsters. The ‘umbrella’ organisations have no direct membership, but the local organisations often have direct membership, e.g. parents of children in kindergardens.

We have no ‘mapping’ of local organisations. In Aarhus (283.000 inhabitants) the list of counselling organisations in the social field contains more than 200 adresses.

A fact which has not been much touched upon in Danish surveys is tax legislation. The Danish Income Tax law allows tax deduction for contribution to 'public good foundations'. Many of the organisations arranging public money collection have achieved such permit. And a number of larger enterprises (breweries, publishing houses, transport companies) channel their profit into such 'public good foundations', from which cultural and social work organisation raise funds for activities.

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<sup>6</sup> Ulla Habermann & Inger Parsby (1987): *Frivillige organisationer og deres ressourcer*

## 6 Economic role of Non Profit Voluntary Organisations

In the start of this project I had the idea of trying to collect information about the resources channelled through the Danish voluntary social organisations, compared to resources channelled through. I dropped this part of the project, first and foremost because of lack of adequate data on the subject. The idea was to categorise the activities as below:

The proportion of society's resources in welfare functions, channelled through the organisations.

- childcare (daycare)
- child- and youngster's socialisation (institutions)
- care and provision for sick people
- handicap and rehabilitation
- care and provision for elderly
- refugees' aid
- anti abuse movements
- culture, sports
- salvage (land & sea)
- international emergency aid
- development aid

Since the economically heavy organisations in education, social care and healthcare in Denmark are state-, county- and municipality financed - though in some of the cases formally organised as self-owned institutions - the international comparison ad modum the Hopkins study became to me a bit less interesting from an economic point of view. And the qualitative and organisational aspects can be discussed without such study.

## 7 Perspectives, challenges for 'The Third Sector'.

As has been illustrated above, quite many Danes are active in voluntary organisations.

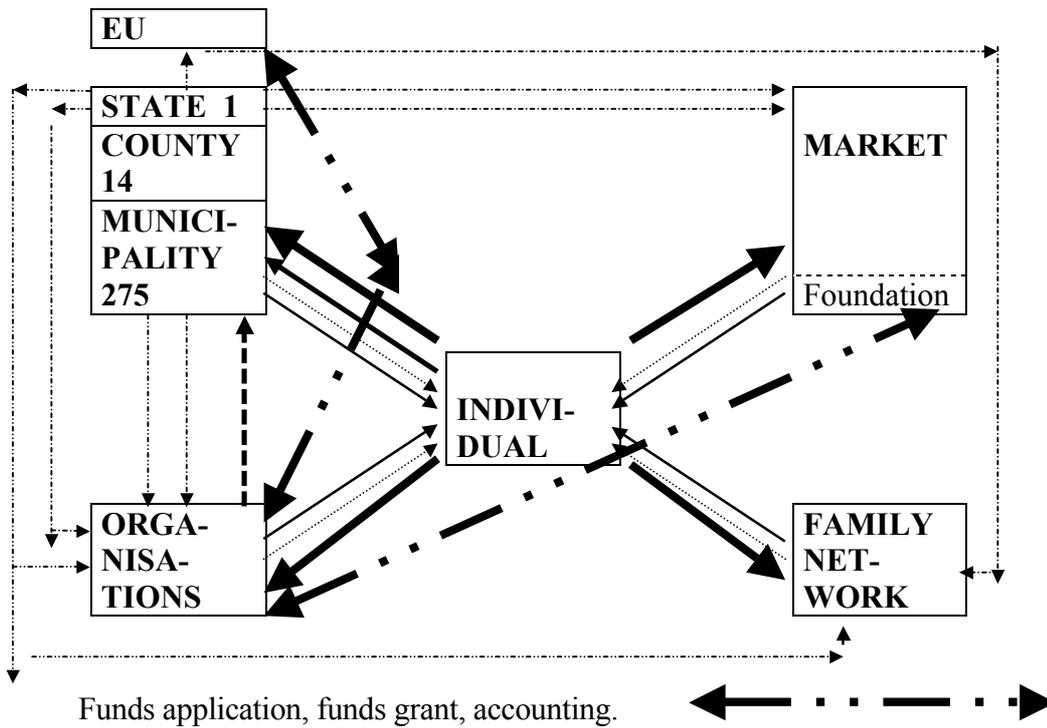
The main trend in 'consciousness' about the volunteers probably is that the volunteers identify themselves with the activity of the organisation more than with 'volunteerism' as such. The category 'Third Sector' thus can be viewed as a sociological category more than an identity-group for volunteers.

In Denmark the different Non Profit Organisations function within legal frames, largely set up with regard to the respective welfare functions. Economic conditions and organisation relations alike tend to be defined locally, nationally and internationally with regards to the resp. welfare function, not with regards to volunteering. The number of NPO's which function quite without public support is very small.

The phenomenon that NPO's apply for governmental and private funding - and get it! - is not new, either. And when they get the funds applied for, they are (normally) requested to deliver accounting for the use of the granted money.

Two aspects of the funding and function of some of the NPO's are new and may be said to give new challenges: One is the appearance since the 1970'es of the EU as a source of funding - which is not in itself a qualitative change. Another is the doctrine of 'partnerships', being pushed especially since the 1980'es both by state funding practice and by EU funding practice. (Not nearby all NPO projects imply such 'partnershiping'. Old and well established NPOs and newly established NPOs arrange new activities and have them funded without such partnershiping.) Both NPO's, municipalities, State, and Foundations sometimes are present at the reception of project start and are on boards of such partnership projects.

**Model II**



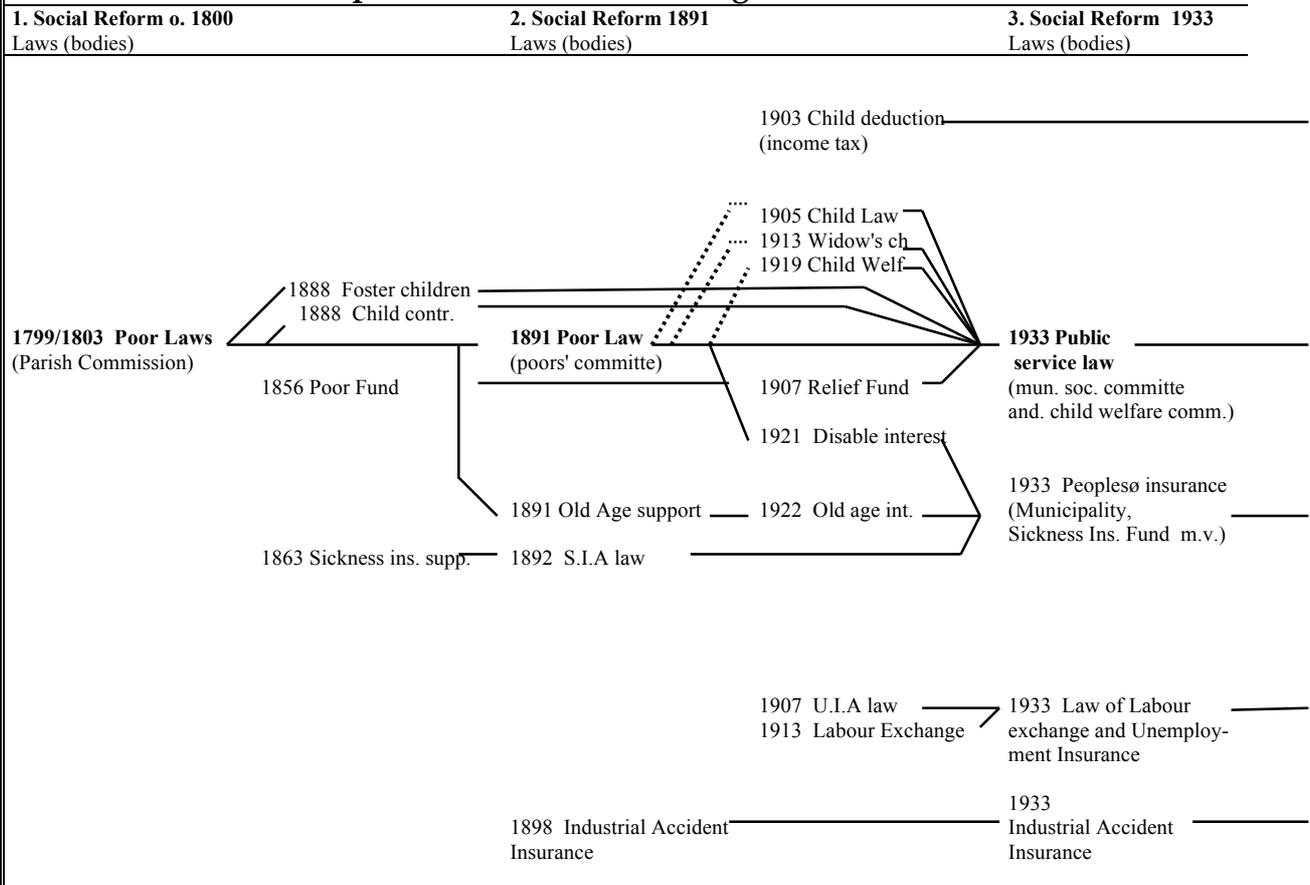
Lately we saw the establishing of an ‘umbrella’ of fundraising organisations, to systematise such fundraising. Which may and may not lead to increase in funds raised. Accessible research data give no basis for much prognosis about relations between organisations and between organisations on the one hand and political sector on the other.

Some ideas about the 3<sup>rd</sup> sector as a resource for carrying out a larger share of the welfare functions is probably not very realistic, considering that persons in income earning ages already give quite much time in the sector.

<b>History and Social Policy - world and Denmark</b>																				
	1780	1790	1800	1810	1820	1830	1840	1850	1860	1870										
<b>OUTER WORLD</b>	1776 Wealth of nations	1789 Revolution in France	Napoleonic wars Denmark remains neutral	1814 End of Napoleonic wars		1830 July-revolution in France	1848 February revolution in France	1859 Darwin: origin of species	1866 Prussian-Austrian war	1870 German-French war Paris-Com-mune										
<b>DANISH POLITICS</b>	1776 The Great Commission on Agriculture	1788 Law of Adscription abolished	1789 The Great Commission on Basic Schools	1807 English bombardment on Copenhagen. Denmark allies with France	1809 Law on the 'Learned Schools' - grammar schools	1813 State bankruptcy	1814 Law on Common Basic Schools (municipal)	1834 Assemblies of the States of the Realm	1834 'The Native Country' (Newspaper)	1837 Law of municipality of the towns	1848 'March-days'	1849 Constitution	1841 Law of municipality of rural parishes	1848-1851 first war of Slesvig	1848 Rødning højskole (highschool)	1857 Law of freedom of trade	1864 Second war of Slesvig	1866 Revision of Constitu-tion	1870 Parties: Venstre (lib.)	1870 Social Democ-rats
<b>DANSK ECO-NOMY</b>	.. Flourishing inter-national trade	.. copyhold changes to freehold	1807-1826 Depression. Freehold-development retarded			ca 1828 - 1856 Grain esport peri-od, Freehold growing	1835-1855 Handicraft and small industry growing		ca. 1845 ... considerable growth in domestic and international trade	1860.. Railway-expansion	Steamship expansion	Sailship expansion								
<b>DANISH SOCIAL POLICY</b>	<b>1. Social Reform</b>	1799, 1803 Poor laws	1809 'Poor stamp'			1824 Poor law: right to marriage denied to Poor relief recipients	1849 Consti-tution: Poor relief recipients have no voting right nor eligibility	1856 Law of 'The poor's fund' (volun-tary contri-butions)	Sickness Insurance Associations growing	1864 Law: cities and counties are urged to deliver hospital treat-ment on reduced fare to members of Sickness Insurance Associations										
<b>Organi-sations</b>			1810 Saving Bank	Sickness Insurance Associations est.	1827, 1830, 1833 Poor Childrens' Upbringing Homes	1828 Childrens' Asylums	1837 Association to the 'Salvation of Neglected Children'		1873Law of Factory Inspection	1867 Association of Fosterhomes in Island Langeland	1876 Danish Red Cross									

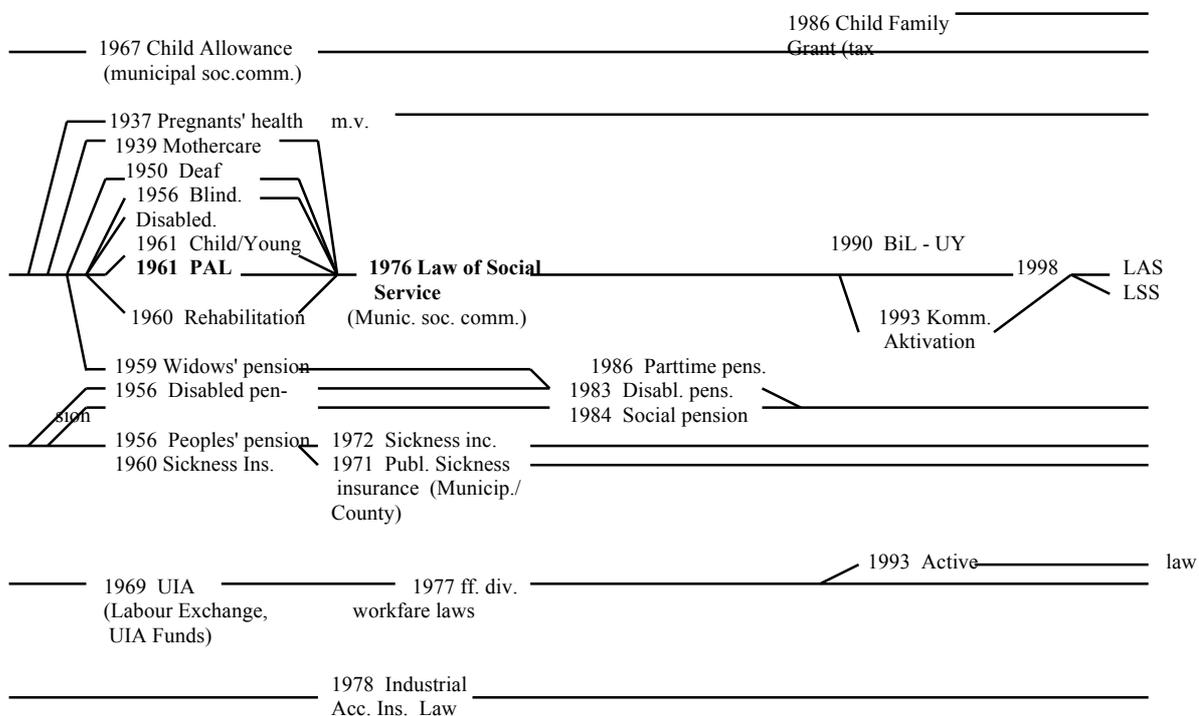
1880	1890	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	
	German navy armament and imperialism		1914-1918 World War	1929 Economic world crisis	1933 Hitlers election victory 1937 München agreement	1939-1945 World War 1947 Cold war 1949 NATO	1951-52 West European economic depression 1950-1952 Korean War 1958 EEC 1958 EFTA		1973 Oil crisis	1989 Berlin wall falling	1990 Germany united 1992 Iraq-war 1992 NAFTA treaty in Edinburg agreement	2001 Saudis bomb New York US at war in Afghanistan	
ca. 1880.. Conflict about constitution 1883.. Copenhagen fortified 1885 Social Democrats in parliament Labour Movement growing slowly		1901 Parliamentarianism: Deuntzer 1905 RV (Radical liberals)	1910 Court of labour relations 1914 Radical liberal Government		1933 Kanslergade-political deal - devaluation, social reform		1940 German occupation 1947 Regulatory economy	1950 Elect. V gov. 1953 Constitution 1953 Elect. S-regering 1957 Elect. S+R+Rf Govn.	1971 Elect. S-gov. 1972 EEC-vote 1973 Elect. V-gov. div. crisis-deals 1976 S quits Keynes 1978 Elect. SV 1979 Elect. S		1990 Elect. VC 1992 EU-vote: NO 1993 Tamil-gate ends. 1993 S gov. 1993 EU-vote: Yes 1994, 1998 Elect. S-gov. cont.		
	1890 S wins a MP in the countryside 1891 V-C deal, including constitution and 2. social reform 1899 September-agreement on labour relations			1920 North Slesvig incorporated into Denmark 1920 'Eater Crisis' 1920 V-govnm. 1924-26 S-govnm. 1926-29 V-govnm. 1929- SR-govnm.		1945 Election. Venstre-govnm. 1947 Election. Strong communist representation S-govnm.		1963 'Crisis-deal' 1964, 1966 Elect. S-governments. 1968 Election. VCR government.		1981 Elect. S govnm. 1982 C-govnm. (Schlüter) 1984, 1987 Elect. C 1986 EEC vote Yes 1986 Crisis-deal: 'potato-cure'		2001 Elect. V-govnm.	
ca. 1875-1995 Depression, re-structuring of farming from grain-export to butter- and bacon export production		ca. 1895 – strong industrial growth	1914-18 War economy Scarcity 'Gullasch-expansion'	1920- De-regulation Uneven growth. Deflation	1931- Crisis-economy Valuta-central. High unemployment	1940-45 War-economy Regulation, rationing Law of labour market peace	1950-57 Uneven growth. Weak butter and bacon export caused by protectionism 1954-55Crisis deals 1957-- Industrial growth, growth in house construction, growth in public sector (teaching, health)		1973.. Economic crisis. Employment in private sector declines. Growth in public sector	1985-87 Economic recovery 1988-93 Economic slump	ca 1994.. moderate economic boom. Moderate growth in employment	2000-02 Moderate growth cont. Unemployment stable 4-7%	
1888 Law of Child contribution. Law of Foster Children	1891 <b>2. Social Reform</b> Poor law 1892 Law of Sicness Insurance Associations 1892 Old Age support law 1894 Association of Foster Homes. 1899 Law of Industrial Accident Insurance	1905 Child-law 1907 Law of Relief Funds 1907 Unemployment Assurance Funds law 1901 Association of Peoples' Kindergardens	1913 Law of Labour Exchange 1919 Law of Preventive Child Welfare (allowing municipal grants to association managed Kindergardens)		1933 <b>3 Social Reform</b> Unemployment Insurance, 'People's Insurance law' (SIA, oldage, disabled) Industrial Accident Ins. Public Relief Law 1933 Young Unempl. 1938 Pregnancy health 1939 Mothercare		1950 Deaf 1954 Peoples' Old Age Pension, Disability Pension 1956 Blind 1956 Partially disabled 1959 Widows' Pension 1956 Danish Refugee Aid		<b>4. Social Reform</b> 1970 Municipal Organisation Reform Law of Social Adm. 1973 Law of Public Health Insurance 1973 Law of Public Sickness benefits 1976 Social Service Law 1979 Law of Early Retirement Wage		1990 'Youth Un-employed package' 1992 'Aktivation Law' 1993-94 Labour Market Reform (UA daymoney reduced, Workfare) 1998 Social Service Law reorganised		2002 Lower relief for unemployed immigrants
1884 'Society and home for disabled' 1889 Froebel-association	1890 Christian Childcare Organisations growing	1905 Child-law 1907 Law of Relief Funds 1907 Unemployment Assurance Funds law 1901 Association of Peoples' Kindergardens		1921 Disabled Insurance Law 1922 Law of Old Age Interest 1928 Danish Cancer Society 1934 DSI Cooperating Handicap Org.		1948 Danish Youth Organisations' Common Council 1948 Disease-organisations growing		1960 Rehabilitation 1961 rev. Public Relief Law 1961 Law of Child & Youngsters Welfare 1964 Social Reform Commission Grassroot organisations growing		1980 Law: Care for Mentally and other handicapped is municipalised 1980, 1986 Changes / reductions in Social Relief grants Government support to 3 <sup>rd</sup> Sector in general			

## Main features of development of Danish Social Legislation I



## Main Features .. II

### 4. Social Reform 1970- Laws (bodies)



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