

An Assessment of Scottish Civil Society (2006)

A STRONG VALUE-DRIVEN BUT FRAGMENTED CIVIL SOCIETY IS
GAINING CONFIDENCE IN A POST-DEVOLUTION SCOTLAND

CIVICUS CIVIL SOCIETY INDEX REPORT FOR SCOTLAND

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Scottish Council for Voluntary Organisations (SCVO)

CIVICUS Civil Society Index
An international action-research project coordinated by CIVICUS:
World Alliance for Citizen Participation



FOREWORD

This report, on civil society in contemporary Scotland, stands within a remarkable history of critical self-reflection on civic life.

In 1767 the Scottish Enlightenment thinker Adam Ferguson published *An Essay on the History of Civil Society* which offered far-sighted comment on the impact of a rising commercial economy on traditional societies like Scotland. Pioneering social surveys like the *Statistical Accounts of Scotland* in the late 18th and early 19th centuries also mapped the ways in which Scottish civic institutions were responding to industrialization.

And now, as Scotland becomes part of a global economy, this latest Assessment of Scottish Civil Society brings that long line of civic analysis into the 21st century. It presents evidence of a strong civil society rooted in shared values. This has led to the growing solidarity and confident campaigning of Scottish civic networks in the common cause of human and environmental flourishing. But the report also speaks honestly of the weaknesses of Scottish civic institutions in their dependence on state funding and variable openness to all social backgrounds.

It is significant that this report is part of a world-wide comparative study. I welcome it and commend it for making an informed Scottish contribution to one of the great endeavours of our time, the emergence of a truly global civil society.

William Storrar

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Princeton University

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LIST OF ACRONYMS

ABCUL	Association of British Credit Unions Ltd (CSO)
ACOSVO	Association of Chief Officers of Scottish Voluntary Organisations
AGM	Annual General Meeting
BBC	British Broadcasting Corporation (statutory, UK)
BEM / BME	Black & Ethnic Minorities
CBPF	Campaign for Press and Broadcasting Freedom (CSO)
CS	Civil Society
CSI	The Civil Society Index
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
CVS	Local voluntary sector umbrellas – ‘councils for voluntary service’ (CSOs)
DFID	UK Department for International Development (statutory)
DTI	UK Government Department for Trade and Industry (statutory)
ESRC	Economic and Social Research Council for the UK (statutory)
HMSO	Her Majesty’s Stationary Office (statutory, UK)
IiP	Investors in People
LGBT	Lesbian, Gay, Bisexual and Transgender
NAG	National Advisory Group for this project
NCO	National Coordinating Organisation of this project (SCVO)
NCVO	National Council for Voluntary Organisations (CSO for England)
NGO	Non-governmental organisation (CSO)
NIDOS	Network for International Development Organisations in Scotland
ONS	UK Office for National Statistics (statutory)
PQASSO	Practical Quality Assurance System for Small Organisations
SCVO	Scottish Council for Voluntary Organisations (CSO)
SPICe	Scottish Parliamentary Information Centre (statutory)
SQMS	Scottish Quality Management System
STUC	Scottish Trade Union Congress (CSO)
VDS	Volunteer Development Scotland (CSO)

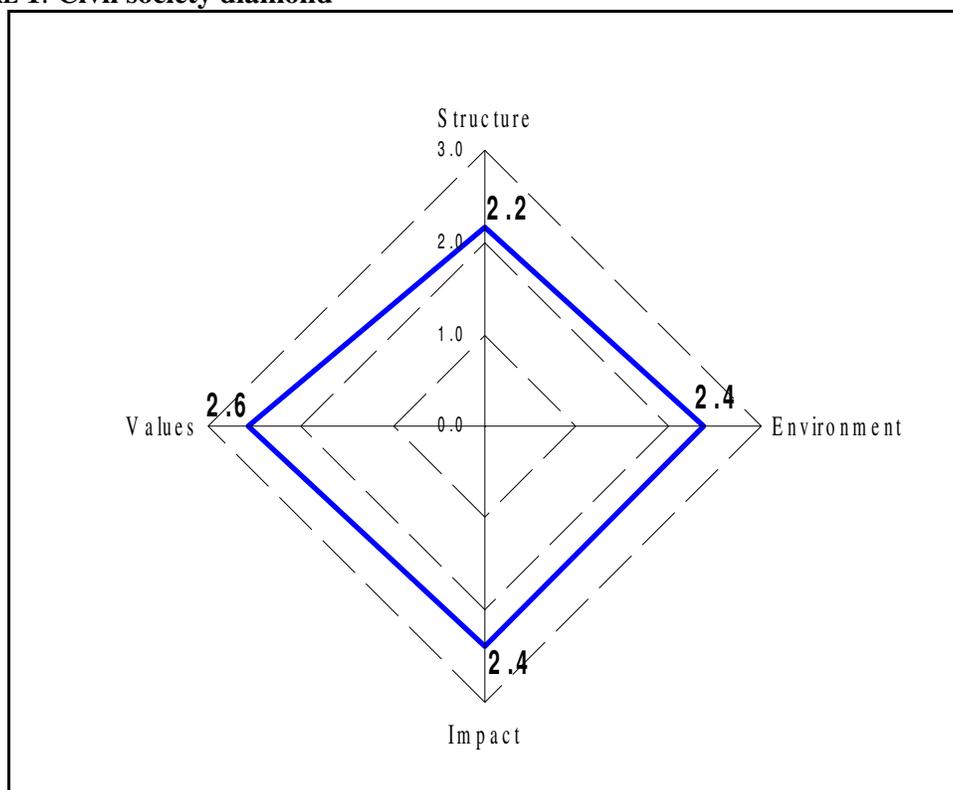
EXECUTIVE SUMMARY

The CIVICUS Civil Society Index (CSI) is a global initiative to develop a preliminary assessment of the state of civil society in different countries. In Scotland, it was led by the Scottish Council for Voluntary Organisations (SCVO) with a National Advisory Group (NAG) drawn from people across a wide range of civil society sectors, such as the voluntary sector, charitable trusts and foundations, trade unions, professional associations, faith institutions, international NGOs, cooperatives and academia. The NAG defined civil society as “the act of associating to advance common interests and concerns, but not motivated by personal profit or statutory obligations.”

This project is part of a shared global initiative and is currently taking place in 50 countries around the world, each using a shared set of indicators to make the assessment. This initiative is coordinated by CIVICUS: World Alliance for Citizen Participation, which will produce a global report on civil society, drawing on each country’s assessment. However, within each country the project is entirely self-resourced and the national coordinating organization (NCO) has control over the methodology and can adapt it to their needs, as long as they retain the international comparative nature of this project.

In order to make this preliminary assessment, evidence was primarily collected from secondary sources available by late 2004. This was augmented by group work with the project’s NAG and a research project to collect perspectives from disenfranchised members of Scottish society in early 2005. The NAG used this information, prepared by SCVO, to make a preliminary assessment of civil society through two scoring workshops in February and June 2005, scoring civil society against 74 internationally shared indicators, developed by CIVICUS.

FIGURE 1: Civil society diamond



The Civil Society Diamond for Scotland (figure 1) is a graphical summary of the assessment. It aims to capture civil society from four perspectives; its structure – how well organised it is, its environment – the legal, regulatory, statutory and policy context within which it operates, its values – the range of values present within civil society and how constructive or divisive these may be, and finally its impact – what difference does it make to its beneficiaries and how effective is it at meeting their needs.

An ideal, strong and healthy civil society would be represented by a symmetrical diamond which would reach to the edge of the graph in all four directions. The Scottish diamond suggests that Scottish civil society is generally strong across all four dimensions, particularly around values. It appears to be a significantly stronger, larger and more symmetrical diamond than those for other European countries, such as Germany and the Czech Republic (available from www.civicus.org). Presented here is a summary of the key findings.

A values-led civil society

Civil society is very active in promoting the values of non-violence, peace, sustainability and broadmindedness in Scottish society. However, across the breadth of civil society, the values which drive different organisations and movements are diverse and not always shared.

Promoting equality & participation, with limitations

Civil society plays a crucial role in empowering people, and increasingly facilitating service-user involvement and participative governance; but there are still many ‘cliquey’ civil society organisations (CSOs), which are slow to sufficiently open up their governance to people from wider social backgrounds.

High-profile civil society coalitions

Scotland has traditional ‘islands’ of well-organised bits of civil society, which are now finding themselves increasingly connected with less-formal, high-profile and cross-cutting civil society coalitions. This took place within the recent anti-war and anti-poverty movements and responses to natural disasters.

A confident and aspirational civil society in Scotland

Scottish civil society has a strong support infrastructure, which is available from a variety of support organisations both from within civil society and from other sectors. Cooperation within civil society networks is strong and organised, particularly on shared issues of concern.

A benign operating environment, for now

Scottish civil society has considerable freedom to associate and enjoys high levels of public spiritedness and enthusiasm from citizens. However, it is a sector increasingly dependent on the state due to a government that is increasingly interested in using civil society as a public service delivery mechanism.

A loud and vocal civil society

Scotland has a very active and vocal civil society lobby, which has grown in strength since devolution. However, it is stronger at highlighting the moral and emotive arguments rather than the technical side, such as the complex legal, financial and economic arguments.

Meeting need, but whose priorities?

Scottish civil society is meeting a tremendous amount of need, particularly with the marginalised, but the needs are enormous, and civil society is often forced to work within public policy priorities.

In general, in contrast to a historically fragmented civil society in Scotland, there now appears to be a resurgence of interest in civil society-wide activities. Recently, huge public movements have

been generated by Scottish civil society, exemplified by the anti-Iraq war marches, responses to natural disasters, such as the Asian Tsunami, and high profile civil society campaigns during Scotland's tenure of the G8 meetings in 2005. These initiatives may indicate a broad cross-sectoral foundation, on which civil society actors can build on in the future.

What are the particular benefits of the CSI in Scotland? The CSI findings could be used to set common goals for civil society. They should be taken as a way of raising informed debate, and in particular as a way of shining a new light on existing issues, rather than a rigorous assessment. This assessment is meant to be an iterative process. It is valuable for Scottish civil society to be self-reflective, not just doing, but also looking at what has been done, and sharing this good practice internationally.

Finally, it is hoped that this report will be widely read in Scotland and showcased at the CIVICUS World Assembly in June 2006. This major international event will bring over a thousand delegates from over a hundred countries to Glasgow annually for the next three years. SCVO is the lead local host organisation for this event, which will be an ideal place to share an understanding of Scotland's civil society with the world.

INTRODUCTION

This document presents the results of the CIVICUS Civil Society Index (CSI) in Scotland, carried out from December 2003 to December 2005, as part of the international CSI project coordinated by CIVICUS: World Alliance for Citizen Participation and currently implemented in more than 50 countries.

The CSI is a participatory action-research project that assesses the state of civil society in countries around the world. The project links this assessment with a reflection and action-planning process by civil society stakeholders, aimed at strengthening civil society in those areas where weaknesses or challenges are detected. By seeking to combine valid assessment, broad-based reflection and joint action, the CSI attempts to make a contribution to the perennial debate on how research can inform policy and practice.

In each country the CSI is implemented by a National Coordinating Organisation (NCO), guided by a National Advisory Group (NAG) and the CSI project team at CIVICUS. The NCO, in Scotland SCVO, collects and synthesizes data and information on civil society from a variety of primary and secondary sources. This information is employed by the NAG to score the 74 CSI indicators, which together provide a comprehensive assessment of the state of civil society. The findings are then discussed at a national workshop, where civil society stakeholders identify specific strengths and weaknesses of civil society as well as develop recommendations on how to strengthen civil society. The international CSI project team at CIVICUS provides training, technical assistance and quality control to the NCO throughout the project implementation.

The CSI is an international comparative project currently involving more than 60 countries from around the world. It was conceived with two specific objectives: (1) providing useful knowledge on civil society and (2) increasing the commitment of stakeholders to strengthen civil society. The first objective inherits a certain tension between country-specific knowledge and knowledge comparable cross-nationally on a global scale. CIVICUS sought to resolve this tension by making it possible to adapt the methodology and the set of more than 70 indicators to country-specific factors. SCVO, under guidance from the NAG, made considerable use of this option, and the programme of activities was substantially trimmed down for the purposes of this assessment.

As Scotland is part of the UK union, SCVO shared ideas, support and findings with the other UK countries participating in the CSI, in particular with Wales and Northern Ireland at various stages of the project. However, the project's main benefit will be the acquisition of useful data on Scottish civil society and the application of the CSI methodology and approach to the Scottish context.

In Scotland the term civil society does not have much currency, as the focus tends to be the activities of the different civil social organisations such as the voluntary sector, charitable trusts and foundations, trade unions, the Churches, cooperatives and academia. The CSI provides an opportunity, albeit a challenging one, to focus on civil society as a whole. It therefore provides a wider context from which to identify and take forward areas of joint concern, to address conflicts of interest, as well as effectively taking forward initiatives to address civic governance and social development in Scotland.

Structure of the Publication

Section I, “The CSI Project: Background & Methodology”, provides a detailed history of the CSI, its conceptual framework, and research methodology.¹

Section II, “Civil Society in Scotland”, provides a background on civil society in Scotland and highlights some specific features of Scottish civil society. It also describes the use of the civil society concept, as well as the definition employed by the CSI project in Scotland. Lastly, it describes the exercise of developing a map of social forces in Scottish society and the location of parts of civil society within this map, which was carried out as part of the CSI project activities with the NAG.

Section III, entitled “Analysis of Civil Society”, is divided into four parts – Structure, Environment, Values and Impact – which correspond to the four main dimensions of the CSI. The presentation of the results, according to individual dimensions and subdimensions, is intended to be a resource repository, and readers looking for an overall interpretation of the report should refer to the conclusion. The third section also makes reference to the primary research into the perspective of disenfranchised members of Scottish society, which is described in greater detail in appendix 4.

Section IV, “Strengths and Weaknesses of Scottish Civil Society” presents a summary of the main strengths and weaknesses of Scottish civil society, which emerged from the assessment.

Section V, “Reflections and Recommendations” summarises the ideas, arguments and opinions raised at a series of seminars organised by the NCO with various civil society subsectors from October to December 2005. Up to 60 participants from CSOs and academic institutions had the opportunity to comment on, criticise, and make recommendations for building on the study.

Finally, the conclusion, in Section VI, offers an interpretation of the report’s findings and suggestions for the next steps to build on this assessment.

¹ See also Appendix 3.

I THE CSI PROJECT: BACKGROUND & METHODOLOGY

1. PROJECT BACKGROUND

The idea of a Civil Society Index originated in 1997, when the international non-governmental organisation CIVICUS: World Alliance for Citizen Participation published the *New Civic Atlas* containing profiles of civil society in 60 countries around the world (CIVICUS 1997). To improve the comparability and quality of the information contained in the *New Civic Atlas*, CIVICUS decided to embark on the development of a comprehensive assessment tool for civil society, the Civil Society Index (Heinrich/Naidoo 2001; Holloway 2001). In 1999, Helmut Anheier, the director of the Centre for Civil Society at the London School of Economics, played a significant role in the creation of the CSI concept (Anheier 2004). The concept was tested in fourteen countries during a pilot phase lasting from 2000 to 2002. Upon completion of the pilot phase, the project approach was thoroughly evaluated and refined. In its current implementation phase (2003-2005), CIVICUS and its country partners are implementing the project in up to sixty countries (see table I.1.1).

TABLE I.1.1: Countries participating in the CSI implementation phase 2003-2005²

1. Argentina	19. Germany	38. Palestine
2. Armenia	20. Ghana	39. Poland
3. Azerbaijan	21. Greece	40. Romania
4. Bolivia	22. Guatemala	41. Russia
5. Bulgaria	23. Honduras	42. Scotland
6. Burkina Faso	24. Hong Kong (VR China)	43. Serbia
7. Chile	25. Indonesia	44. Sierra Leone
8. China	26. Italy	45. Slovenia
9. Costa Rica	27. Jamaica	46. South Korea
10. Croatia	28. Lebanon	47. Taiwan
11. Cyprus ³	29. Macedonia	48. Togo
12. Czech Republic	30. Mauritius	49. Turkey
13. East Timor	31. Mongolia	50. Uganda
14. Ecuador	32. Montenegro	51. Ukraine
15. Egypt	33. Nepal	52. Uruguay
16. Fiji	34. Netherlands	53. Vietnam
17. Gambia	35. Nigeria	54. Wales
18. Georgia	36. Northern Ireland	
	37. Orissa (India)	

In Scotland, the project was implemented from December 2003 to December 2005 by the Scottish Council for Voluntary Organisations (SCVO). SCVO applied to lead the project in Scotland as it shared the CSI's aspiration to combine a comprehensive assessment, on the state of civil society, with the identification of concrete recommendations and actions for civil society stakeholders.

In December 2003, SCVO applied to conduct the CSI project in Scotland and was accepted by CIVICUS. In March 2004, SCVO staff member, Ruchir Shah, attended a CIVICUS CSI training workshop in London together with colleagues from England, Wales and Northern Ireland. Subsequently, project activities got underway.

² This list encompasses independent countries as well as other territories in which the CSI has been conducted as of May 2006.

³ The CSI assessment was carried out in parallel in the northern and southern parts of Cyprus due to the de facto division of the island. However, the CSI findings were published in a single report as a symbolic gesture for a unified Cyprus.

2. PROJECT APPROACH AND METHODOLOGY

The CSI uses a comprehensive project implementation approach and broad range of research methods. At the core of the CSI lies a broad and encompassing definition of civil society, which informs the overall project implementation process. To assess the state of civil society in a given country, the CSI examines four key dimensions of civil society, namely its structure, external environment, values and impact on society at large. Each of these four dimensions is composed of a set of subdimensions, which again are made up of a set of individual indicators. These indicators form the basis for the CSI data collection, which includes secondary sources, a population survey, regional stakeholder consultations, a media review and a series of case studies. The indicators also inform the assessment exercise undertaken by a National Advisory Group (NAG). The research and assessment findings are discussed at a gathering of key stakeholders, whose task is to identify specific strengths and weaknesses and make recommendations on key priority actions to strengthen civil society. The CSI project approach, conceptual framework, and research and assessment methodology are described in detail in the remainder of this section.⁴

2.1 Conceptual Framework

2.1.1 How to define civil society? At the heart of the CSI's conceptual framework is obviously the concept of civil society. CIVICUS defines civil society as the space between the family, state and the market, where people come together to pursue their interests (CIVICUS 2003). In this respect and different from most other civil society concepts, the CSI has two interesting features. Firstly, it aims to go beyond the usual focus on formal and institutionalised CSOs, and to take account of informal coalitions and groups. Secondly, while civil society is sometimes perceived as a sphere in which positive activities and values reign, CIVICUS seeks to also include negative manifestations of civil society in the assessment. The concept therefore covers not only charitable associations or environmental organisations but also groups that use violence to promote their identity. The CSI assesses not only the extent to which CSOs support democracy and tolerance, but also the extent to which they themselves are intolerant or even violent.

2.1.2 How to conceptualise the state of civil society? To assess the state of civil society, the CSI examines civil society along four main dimensions.

- The **structure** of civil society (e.g. number of members, extent of giving and volunteering, number and features of umbrella organisations and civil society infrastructure, human and financial resources);
- The external **environment** in which civil society exists and functions (e.g. legislative, political, cultural and economic context, relationship between civil society and the state as well as the private sector);
- The **values** practiced and promoted within the civil society arena (e.g. democracy, tolerance or protection of the environment) and
- The **impact** of activities pursued by civil society actors (e.g. public policy impact, empowerment of people, meeting societal needs).

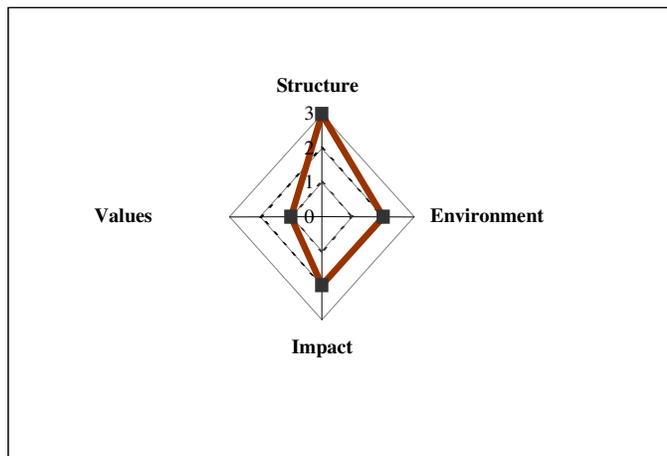
Each of these main dimensions is divided into a set of subdimensions which contain a total of 74 indicators. These indicators are at the heart of the CSI and form the basis of the data presented in this report. The indicator – subdimension - dimension framework underpinned the entire process of data collection, the writing of the research report, the NAG's assessment of Scottish civil

⁴ For a detailed description of the CSI approach, see Heinrich (2004).

society and the presentations at the National Seminar. It is also used to structure the analysis in this publication.

FIGURE I.1.1: Civil society diamond tool

To visually present the scores of the four main dimensions, the CSI makes use of the Civil Society Diamond tool (see figure I.1.1 for an example).⁵ The Civil Society diamond graph, with its four extremities, visually summarises the strengths and weaknesses of civil society. The diagram is the result of the individual indicator scores aggregated into subdimension and then dimension scores. As it captures the essence of the state of civil society across its key dimensions, the Civil Society Diamond can provide a useful starting point for



interpretations and discussions about how civil society looks like in a given country. As the Diamond does not aggregate the dimension scores into a single score, it cannot and should not be used to rank countries according to their scores on the four dimensions. Such an approach was deemed inappropriate for a civil society assessment, with so many multi-faceted dimensions, contributing factors and actors. The Diamond also depicts civil society at a certain point in time and therefore lacks a dynamic perspective. However, if applied iteratively, it can be used to chart the development of civil society over time as well as compare the state of civil societies across countries (Anheier 2004).

2.2 Project Methodology

This section described the methods used to collect and aggregate the various data used by the CSI project in Scotland, where a trimmed down version of the full CSI methodology has been deployed.

2.2.1 Data Collection. The CSI recognized that, in order to generate a valid and comprehensive assessment of civil society, a variety of perspectives and data should be included – insider, external stakeholder and outsider views, as well as objective data ranging from the local, regional to the national level. Although this was fully deployed in other countries, notably The Czech Republic (available from www.civicus.org), the CSI in Scotland has deployed a trimmed down set of research methods: (1) Review of existing information; (2) Disenfranchised stakeholder consultation; (3) group exercises with the NAG and (4) reflection seminars with civil society subsectors.

It is believed that this trimmed down set of methods is adequate to inform a preliminary assessment of civil society, although it is recognised that this should be seen as an initial study and not a final assessment. In Scotland, the CSI seeks to utilize publicly available sources of information, so that all the evidence underpinning this project is also available for public scrutiny.

Lastly, the research methodology is explicitly designed to promote learning and, ultimately, action on the part of participants. Besides feeding into the final national-level seminar, data collection processes also aim to contribute to participant learning. This is done, for example,

⁵ The Civil Society Diamond was developed for CIVICUS by Helmut Anheier (see Anheier 2004).

through group-based approaches that challenge participants to see themselves as part of a “bigger picture”; think beyond their own organisational or sectoral context; reflect strategically about relations within and between civil society and other parts of society; identify key strengths and weaknesses of their civil society and assess collective needs. It is important to note that the CSI provides an aggregate need assessment on civil society as a whole and is not designed to exhaustively map the various actors active within civil society. Yet, it also examines power relations within civil society and between civil society and other sectors and identifies key civil society actors when looking at specific indicators under the structure, values and impact dimensions.

For the CSI study in the Scotland, the specific methods deployed are listed below in the sequence of their implementation:⁶

1. A series of discussions and exercises with the (NAG) to identify the scope of the project, to map civil society in Scotland and to identify the most appropriate approach to assessing civil society in Scotland within Scotland’s policy context and the broader global civil society index agenda.
2. A review of publicly available secondary data on civil society membership, how civil society is structured in Scotland, and the level to which it sits in a supportive social and political environment.
3. Eight focus group consultations to review experiences of civil society with up to 70 individuals in total from the following disenfranchised sections of the community: disenfranchised young people, homeless people, recent arrivals (refugees/asylum seekers), disenfranchised older people, ethnic minorities in rural areas and the travelling community.
4. A series of scoring exercise by the NAG to assess the evidence collected by the project. A list of the NAG is available in appendix 1 and the scoring methodology is described in more detail in appendices 3 and 6.
5. A series of consultations with groups specific to civil society ‘sectors’ were held to review the findings and to consider an agenda for further action.

2.2.2 Data Aggregation. The various data sources are collated and synthesized by the CSI project team in a draft country report, which is structured along the CSI indicators, subdimensions and dimensions. This report presents the basis for the indicator scoring exercise carried out by the NAG. In this exercise, each score is rated on a scale of 0 to 3, with 0 being the lowest assessment possible and 3 the most positive. The scoring of each indicator is based on a short description of the indicator and a mostly qualitatively defined scale of scores from 0 to 3. This NAG scoring exercise is modelled along a “citizen jury” approach (Jefferson Centre 2002), in which citizens come together to deliberate, and make decision on a public issue, based on presented facts. The NAG’s role is to give a score (similar to passing a judgement) on each indicator based on the evidence (or data) presented by the National Index Team (NIT) in the form of the draft country report.

In Scotland, the scoring process was conducted during two day-long workshops, scoring the ‘structure’ and ‘environment’ dimensions in February 2005 and the ‘impact’ and ‘values’ dimensions in June 2005. In both cases, the members of the NAG scored each indicator as a group adding a qualifying comment where necessary to highlight any disagreement or specific

⁶ See Appendix 3 for more detailed information on each of the methods.

emphasis by the group. Building on each indicator, scores for the subdimensions and top-level dimensions were calculated by simple averaging of the constituent scores. Some of the indicators were quantitatively defined and therefore more straightforward to score, as they did not leave any room for interpretation (e.g. indicators 1.1.1; 2.4.1). Nonetheless, in many of these cases the NAG raised concerns about the assumptions underpinning the evidence and indicators, and this was captured in the qualifying comments. The final scores of the four dimensions (structure, environment, values and impact) were plotted to generate the Civil Society Diamond for Scotland.⁷

2.3 Linking Research with Action

The Civil Society Index is not a strictly academic research project. As its declared objective is to involve the actors of civil society in the research process, to contribute to discussions about civil society and to eventually assist in strengthening civil society, it falls into the category of action-research initiatives. As a preliminary study (in Scotland), the NAG has agreed to use this study to inform and stimulate discussion. There will be opportunities to generate interest in this area of enquiry due to a recent renewed interest in civil society wide issues and the selection of Glasgow, Scotland to host the CIVICUS World Assembly from 2006 to 2008.

In the case of Scotland, the extent of widespread stakeholder participation in the CSI took place on several levels. First, the CSI involved a diverse cross-sectoral group of senior civil society people in its NAG, including officers from the voluntary sector, professional health associations, trade unions, community councils, academics, grant-making trusts and faith groups. They had the opportunity to learn from each other, as well as shape their understanding of civil society and how their respective sectors fit into it. Second, the CSI deliberately developed a research project with an appropriate set of methodologies to collect perspectives from disenfranchised members of Scottish society, from the groups noted in section 2.2 above. The participants had a unique opportunity, in many cases for the first time, to critically reflect on their own perceptions of civil society as well as to learn more about activities in civil society experienced by other participants. Finally, the CSI has presented its preliminary assessment to a wider group of civil society participants through its civil society subsector reflection seminars, which provided them with the time and space to reflect on how their subsector might fit in and contribute to wider civil society.

Overall, every attempt was made to be as participatory and consultative as possible during the entire course of the project implementation. The project had its own webpages, a press launch was held in September 2005, and articles were published in Third Force News, a Scottish civil society newspaper and VIEW, a Scottish civil society journal.

2.4 Project Outputs

The CSI implementation in Scotland involves the following formal project outputs:

1. A series of consultations with civil society groups, civil society intermediaries and disenfranchised stakeholders.
2. An interim report in September 2005 on the preliminary assessment of Scottish civil society and its Civil Society Diamond.
3. A comprehensive and accessible 'state of civil society' report for Scotland', identifying its specific strengths and weaknesses and providing a focus for

⁷ See Section VII.

- determining forward action for strengthening Scottish civil society, together with appropriate summaries.
4. A national workshop in April 2006 to communicate the findings of the CSI and identify an agenda for further action.
 5. Contribution to a global report highlighting exemplars of best practices, and an international conference hosted by CIVICUS to set a forward action agenda on strengthening global civil society.
 6. Briefing on 'what works?' with respect to the methodology and implementation of the project in Scotland.

II CIVIL SOCIETY IN SCOTLAND

1. SPECIAL FEATURES OF SCOTTISH CIVIL SOCIETY

Scotland enjoys a stable economy and a benign political environment. It is regarded as part of the wealthy Western European world, although many residents in northern parts of Scotland profess a Nordic identity. As a devolved nation, Scotland is able to determine its own local and national affairs to a large extent, particularly since the new Scottish Parliament came into being in 1997. This includes its own education, health, criminal justice, legal and parliamentary systems and some limited financial control. However, as a devolved nation, within the United Kingdom union, its political centre, with power over external affairs, is ultimately the UK administration, based in London. Defence, foreign affairs, fiscal policy and welfare payments remain under UK purview. However, Scotland does also have devolved regional status within the European Union (EU), which gives it a prominence in the EU, not enjoyed by other non-devolved 'regions' in other EU states.

Figure II.1.1: Country Information

<p>Country size: 20,640 sq km Population: 5,078,400 (2004 est.) Population density: 65 per sq km Population under 16 years: 15 % Urban population: 81.3 % Form of government: Devolved elected parliament. Scotland is a parliamentary democracy but with some powers reserved to the UK. Freedom House Democracy rating: Free Parliament seats: women: 40 % (2006) Official languages: English, Gaelic and Scots Ethnicity: White 97.99 %, Mixed 0.25 %, Asian or South Asian 1.09 %, Black 0.16 %, Chinese 0.32 %, Other 0.19% (2001) Religion: Christian 65%, no religion 27.5 %, Muslim 0.8 %, other 1.2 %, not stated 5.5 % (2001) GDP per capita: £14,651 (\$25,700) (2005) Unemployment rate: 3.8 % (2005)</p>
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Scotland does not suffer from extremist movements as such, but does have some level of trouble with religious sectarianism, primarily between Protestant and Catholic communities in Western Scotland. Racial intolerance does exist, especially towards ethnic minorities and asylum seekers, as does low-level hostility towards the English. However, equality by gender, sexual orientation and disability, although by no means perfect, is much better tackled in Scottish society and statute than many other parts of the world. Hostility towards travellers/gypsies, like in other parts of Europe, remains a problem.

1.1 Historical overview of Scottish civil society

In 1707, Scotland and England united to form Great Britain, with its political centre of power based in London. Scotland gave up its parliament and much of its independence, but remained autonomous with respect to its national law, religion, education and local authorities. Scottish 'civil society' in the 18th century was represented by the sheriff, the commissioners of supply, the parish and the royal burghs. These institutions dealt with various aspects of ordinary life in Scotland, such as education, morality, births, marriages and deaths. London did not interfere in their business. As a result, the stage was set for Scottish civil society to develop on indigenous lines (Paterson, 1994:35-36).

The 18th century is referred to as the period of Scottish Enlightenment. The great Scottish philosophers and thinkers, Adam Smith, David Hume and Adam Ferguson made their contributions to the theory and idea of civil society, and in particular the idea of secular associations formed in response to need. Crucially, these associations were based on human interactions and relationships or in other words on 'private friendship and free interpersonal connections of morals, affections and sentiments' (Khilnani, 2001: 21). These new relations were

voluntary and unintended, and they were based on ‘public recognition’, albeit with no clear separation between political and civil society (Seligman, 1992).

Nineteenth century industrialisation transformed Scotland. The new industrial middle class asserted themselves against what they saw as a corrupt and dependent establishment. They campaigned for the reform of local government. They challenged the Scottish Church’s deference to the political establishment in Westminster and Edinburgh eventually splitting to form a Free Church of Scotland. Both through Churches and through new charity organisations, the new middle class was energetic and philanthropic. They allied with the most progressive sections of the new urban working class to campaign for an extension of the franchise and against slavery. Meanwhile, the working class were developing their own mutual aid organisations to protect the working class from the risks of industrial life. In the later decades of the century the progressive sections of the middle and working classes joined to demand government action for social, education and health reforms. As the state extended its role, nationalist pressure grew for a more coherent and integrated Scottish administration to replace the ad hoc confusion of special Boards and Commissioners.

In the 20th century, civil society’s role was again transformed through the emergence of the welfare state. The state was tasked with addressing problems such as poverty, unemployment and ill-health using public funds. During this time, various civil society groups with specific interests, such as trade unions and professional associations developed. Since the state was the main provider of social services, the role of charities and philanthropy decreased. Civil society was represented mainly by trade unions, professional associations and local authorities.

By 1955, the welfare state began to fail. It became clear that the state was incapable of dealing with all problems by itself. From 1955 onwards a plethora of charities and voluntary organisations emerged. For many, the aim was to provide services, particularly in community care and housing. It should be noted that the emergence of charities and voluntary organisations in Scotland lagged behind the rest of the UK for various political and economic reasons (Paterson, 1994). However, political interest in the role of the voluntary sector in service delivery and civil renewal did increase over this period. The UK government promoted and supported the voluntary sector through regeneration programmes, small grants and capacity building initiatives (Wilson, 2000).

In the last quarter of the 20th century, there was a strong campaign by various social actors, including civil society, for the establishment of a Scottish parliament. In 1987, the Scottish Constitutional Convention (SCC) was formed. It was composed of Scottish political parties (except the Scottish Conservative, Unionist Party and Scottish National Party), local authorities, the churches and many voluntary organisations, which were united by the idea of devolution. The SCC developed a range of reports and proposals on Scottish devolution including Claim of Right for Scotland (March 1989), Scotland’s Parliament and Scotland’s Right (November, 1995). In 1997 the Scottish Parliament came into existence.

1.2 Devolved institutions

The Scottish Parliament came into being in 1997, in the wake of a referendum offered by the New Labour government. Attempts to accelerate devolution in the previous decades had been mired in disagreements among Scottish parties between those who wanted more Scottish self-determination and those who wanted full independence from the UK. The Parliament was built on a model of an open participatory democracy. In contrast to Westminster (the UK Parliament), Holyrood (the new name and location of the Parliament in Edinburgh) would be a channel

through which the people themselves could participate in the process of making policy for Scotland, alongside their elected representatives and civil servants (Maxwell / Shah 2005).

Scottish devolution has had its successes and its disappointments. On the positive side, there have been no great policy disasters, government is more transparent, accessible and accountable, and a degree of legitimacy has been restored to a system that had come under increasing strain in the preceding twenty years. On the other hand, there has not been the burst of creativity and innovation for which so many had hoped and, after a spell in which the Parliament was seen as the centre of national life, most people now think that the most important influence on public policy, even in devolved areas, is Westminster. (Extract: Keating 2005).

There are now well-established relations between the Scottish Parliament and civil society in Scotland, at least partly due to the fact that the Scottish Parliament grew out of civil society and agreed to operate in a democratic and open way (Paterson, 2002:6). From the outset, the Parliament has been keen to be publicly seen as engaging with civil society in its policy making. It has signed significant agreements with SCVO and the STUC to increase their engagement with the sectors they represent.

1.3 Investment in civil society by public sector

The Scottish government undertook a ‘Social Economy Review’ (Scottish Executive 2003) to examine the arguments for an expansion in the social economy (voluntary sector). This was part of a wider agenda to improve public service delivery. It identified obstacles which inhibited CSOs and presented a plan of action to tackle and remove those obstacles.

To help deliver this strategy, the Scottish government launched the Future builders Scotland investment package, an £18 million programme of investment in the social economy which runs from 2004/5 to 2007/08. Its purpose is to extend and strengthen the role of the sector in delivering better public services.

To complement this, the Scottish government was persuaded to launch a ‘Strategic Funding Review’ (ongoing) which aims to create a shared vision of how the funding of voluntary organisations can support the sector to maximise its contribution to the common good of Scotland. The review identified and made a shared commitment to resolve the policy, cultural and practical issues relating to the funding of voluntary organisations that currently constrain them. On the back of the Strategic Funding Review, a Funders Forum (Sept 2005) has been established to bring together government, local authorities, wider public bodies, lottery distributors and grant-making trusts to take a strategic overview of the funding environment, to create a space for debate on approaches to funding, and to roll out existing good practice.

The Scottish government has also worked with the private sector to launch Social Investment Scotland (launched 2001), which provides loan finance and business development support to social economy organisations to build communities and stimulate wealth creation in underinvested communities. It aims to demonstrate that non profit distributing organisations have the potential to use loan finance to develop and sustain their activities.

1.4 New movements - MPH, G8 Alternatives and the G8 in Gleneagles

In June 2005, Scotland hosted the G8 Summit, at a time when considerable world public attention was devoted to poverty eradication and climate change concerns. Scotland, and Edinburgh in particular, became a focus for world campaigns against poverty and environmental degradation.

A large number of activists and protesters arrived in Edinburgh and near Gleneagles to take part in lobbying the G8 and raising the profile of anti-poverty and environmental issues.

Two campaigns in particular gained momentum in the lead-up to the G8 Summit: G8 Alternatives and Make Poverty History. Both of which built their strength by building a coalition between a range of disparate groups. The G8 Alternatives was perhaps the more radical, but smaller of the two. It was slightly rougher around the edges and had a stronger local (Scottish) dimension to it. Make Poverty History was the larger and more well known campaign, but much more diluted in its demands, to the extent where many believe it led to cooption both by the government as well as celebrities, such as Bob Geldof and Bono.

Unfortunately, it is not yet clear if the G8's presence in Scotland and associated civil society campaigns have had a significant lasting impact on Scotland's own population or indeed its civil society.

1.5 A note on some recent developments

As a 'snapshot' study, much of the secondary evidence, on which the Civil Society Index assessment is based, was collected in late 2004. It is therefore inevitable that a number of important new developments will have taken place since then, which will not have been adequately appreciated in the analysis and associated conclusions of this report. In particular, the following new developments are noteworthy.

The 300 year old Scottish charity law was finally revised by the Scottish Parliament in 2005. It will come into force in April 2006 and affect a substantial range of civil society sectors. The new rules have important implications for charity governance.

At a UK level, however, a number of new parliamentary bills have been introduced by the government which have important consequences for civil liberties in Scotland. These include proposals for very restrictive laws around terrorism, religious hatred, immigration and asylum and ID cards. Because of their threats to civil liberties, a number of these bills are in the midst of a tussle between the House of Commons and the House of Lords; the two legislative bodies of the Westminster Parliament.

There are also moves afoot to reform the welfare state in the UK. The UK government is currently (Jan 2006) looking at reforming the support and benefits system it provides for those on long-term unemployment, including those unemployed due to health or disability. Reform of the welfare state will have a substantial impact on much of civil society's service provision roles in Scotland.

The G8 heads of governments meeting was held in Scotland in June 2005 and was met with considerable civil society activity, including the Make Poverty History (MPH) campaign, the UK arm of the Global Call for Action against Poverty (GCAP). These activities have brought a new civil society consciousness to Scotland. However, reviews of the success of these activities were not available, except anecdotally, during the assessment phase of the CSI project in February to June 2005.

In late 2005, the Scottish government developed a 'vision' for its relationship with the voluntary sector. The vision has been broadly welcomed by the sector, with the hope that it will strengthen an appreciation of the sector's diverse roles in Scotland in the near to mid-term future.

Glasgow, Scotland has been selected to host the CIVICUS World Assembly for 2006 to 2008. Last year, Scotland was host to the World Youth Congress. Increasing Scotland's role in these types of events should have a substantial impact in many ways on civil society activism and consciousness in Scotland.

2. THE CONCEPT OF CIVIL SOCIETY IN SCOTLAND

Civil society is not a term commonly used in Scotland, although it is recognised in policy or academic discourse. This may be partly because civil society has been historically fragmented into more cohesive subsectors in Scotland, especially in recent decades. Key examples are trade unions, faith institutions, various groupings of professional associations, the voluntary sector, cooperative movement and academia. According to Mike Keating, "civil society should not be seen as a single entity, with a consensual view, but a pluralistic arena in which different visions of public and private good can be played out" (Mike Keating 2005). In previous decades, civil society was dominated by the "old social partners", particularly the trade unions, the Church and other faith institutions, large Scottish universities and larger voluntary organisations.

Self-consciousness in the idea of a pan-civil society movement has increased, particularly since 2003, as a result of anti-war campaigning and marches, responses to the Asian Tsunami and the anti-poverty campaigns such as Make Poverty History and G8 Alternatives during the build-up to the G8 2005 meeting in Gleneagles, Scotland.

CIVICUS defines civil society, for the purposes of the CSI as, "the arena, outside of the family, the state, and the market where people associate to advance common interests". However, the NAG for the Scottish CSI called for a modified definition of civil society based on action rather than organisational form. This is because they wanted to recognise both the fragmentation of civil society in Scotland and the 'movement' aspects of civil society. The project aimed to look at activities as the primary unit of the study, by mapping the 'activities' in the 'arena', and goes beyond the organised, institutional aspects of parts of civil society. The NAG modified the definition to, "*the act of associating to advance common interests and concerns, but not motivated by personal profit or statutory obligations.*"

CIVICUS drafted a list of 20 types of CSOs to help operationalise the definition of civil society. The task of the NAG was to adapt the list to the Scottish environment. Due to the action definition employed above, it was decided by the NAG not to specify which organisations were included or excluded, but to consider the activities undertaken by the organisations or movements against the modified definition provided above.

In practice, there was recognition by participants that there would be an inevitable bias towards organised civil society, because recognition as well as evidence on organised civil society in Scotland is more readily available. There was also a recognition that the project's scope of study would be necessarily biased to those 'sectors' represented by the advisory group, while acknowledging that civil society does reach a wider group.

3. MAPPING CIVIL SOCIETY IN SCOTLAND

3.1 Overview of Scotland's civil society

How does civil society look like in Scotland? In a general discussion initiated at their first meeting, the NAG was asked to reflect on their sectors and on civil society more generally to provide an initial picture of civil society in Scotland.

The NAG agreed that Scotland's civil society is not a cohesive structure, but is fragmented into a series of constituent subsectors, each of which has their own umbrella bodies, political lobbies and internal communication mechanisms. Alliances and collaborations take place across these subsectors, but on an ad-hoc or project by project basis. The key cohesive civil society subsectors primarily include the voluntary sector, trade unions, churches (as opposed to faith groups more generally), various professional association groupings, cooperatives, community councils and academic institutions.

The voluntary sector is a very diverse sector, but has a shared voice on many issues of concern through SCVO, local councils for voluntary service and a range of thematic intermediaries, including for example the Network for International Development in Scotland. Professional associations are fragmented into individual subsectors rather than a cohesive whole, and unlike the voluntary organisations do not have a single representative body, although sub-groupings such as professional health associations and a myriad of associations through the Scottish Council for Development and Industry do cooperate on a regular basis. Amongst the Churches, Catholic, Protestant and other denominations often act individually, but share a parliamentary lobby through ACTS – Action of Churches Together in Scotland.

The trade unions are one of the more cohesively structured sectors. The Scottish Trade Union Congress provides a cohesive umbrella for a variety of individual trade unions. However, constituent unions also have their own strong political voices. Cooperatives in Scotland also have a very tight cohesive structure through the Scottish Coop and Cooperation & Mutuality Scotland. Community Councils are semi-autonomous local representative forums hosted by Scotland's local governments.

Finally, academia, which was considered part of civil society by the NAG, links together a range of academic institutions, but is held together tightly due to meticulous funding regulation by government, administered by the Scottish Higher Education Funding Council and the Research Councils. Key representative bodies include Universities Scotland and the Association of University Teachers.

3.2 Overview of social forces in Scotland

How does civil society relate to broader social forces in Scotland? To explore these issues further, the NAG conducted a social forces mapping exercise. Drawing on participatory rural appraisal methods, this mapping exercise sought to visually present the major forces within society, including civil society, and to investigate the relations between these forces.

The output of this exercise was a visual map of the key social forces in Scotland, and a discussion accompanying the exercise which was recorded for subsequent analysis. The larger the circle, the more power this actor was believed to wield. The different colours denote the societal sectors to which the respective actor belongs: white = state, blue or dark grey = private sector and yellow or light grey = civil society.

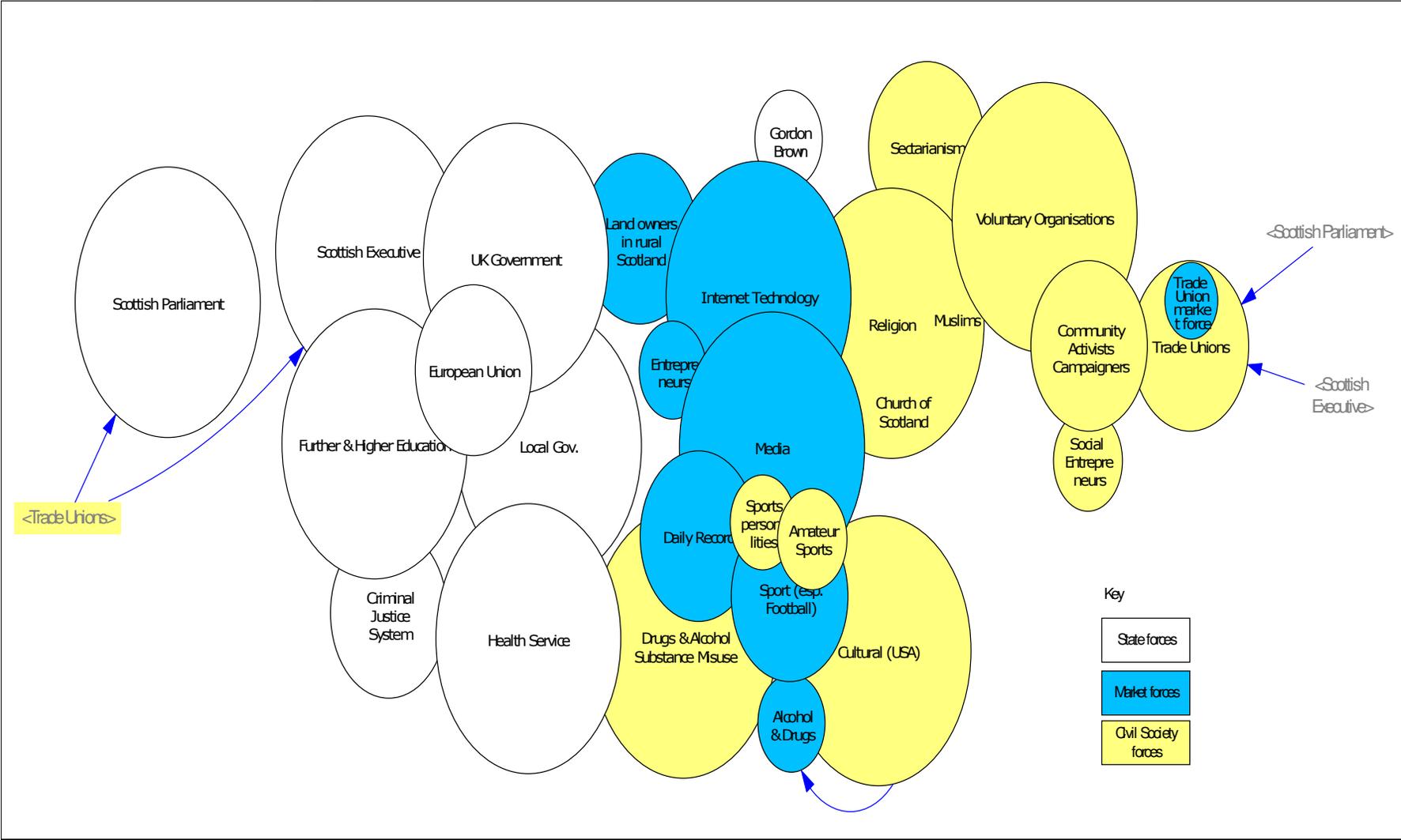
Structurally, the resulting map (figure II.3.1) appeared to suggest that market forces mediated between civil society and the state. However, such an interpretation did not ring true with the advisory group attendees, who suggested changing the map to a three-dimensional or triangular structure with more linkages between the various social forces. A number of social forces were presented as being both part of civil society and part of the market, such as aspects of trade union activities and commercialisation of sport clubs, although the distinction between civil society and state was much clearer.

In terms of the accompanying discussion, a variety of perspectives emerged, especially around such areas as media and religion, influence of American culture, European Union vs. central vs. local government, further education and health care, voluntary sector and trade unions as organising forces, entrepreneurs and sport personalities and the role all of these played as a force in Scottish society. Presented here are some of the common themes that ran through the discussions.

The NAG noted that many social forces could be grouped together under an umbrella term such as UK Government, but could also be disaggregated into a variety of distinct social forces. It was felt that if one is distinguished, then there is a need to distinguish the others. Alternatively, if the umbrella term is not broken down, then its complex interplay with other social forces does not adequately come across.

The NAG simultaneously noted a social as well as economic dimension to many of the social forces. A number of forces, such as drug/alcohol substance misuse, American influence, trade unions and media, were seen to simultaneously have a pervasive social as well as an economic dimension. The NAG made a distinction between forces emanating from individuals as opposed to institutions. The relative importance of the role of well-known individuals who were either role models or had the ear of influential institutions was set against the actual institutions that they were representing. Finally, the NAG picked up those forces which were easy to understand as possessing cohesive organisational forms as against looser movements/cultural influences. Some of these latter categories of social forces such as American culture or religious social forces were seen to be pervasive, but lost their poignancy when reduced to the organisations that represented them.

FIGURE II.3.1: Social forces map



III ANALYSIS OF CIVIL SOCIETY

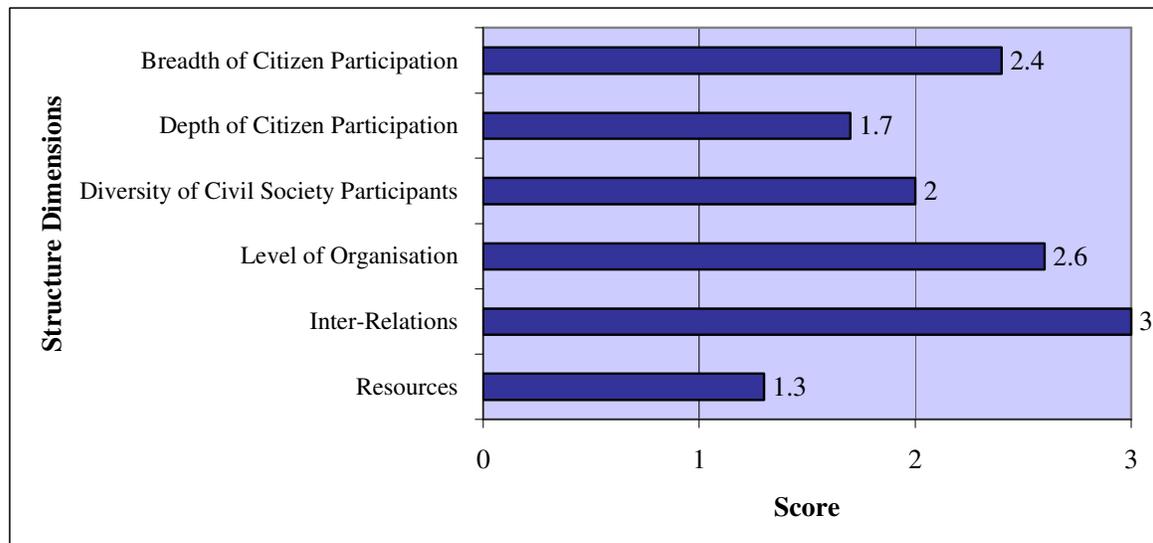
Provided here are the results and analysis of the scoring exercise undertaken by the NAG of the Civil Society Index for Scotland. The first two dimensions of indicators, 'Structure' and 'Environment' were looked at on 9 February 2005, and the remaining 'Values' and 'Impact' indicators on 14 June 2005.

The section is divided along the four main dimensions: **Structure, Environment, Values and Impact**, which make up the CSI Diamond. At the beginning of each part, a graph provides the scores for the subdimensions on a scale from 0 to 3 with 3 being the highest. The summary of the evidence is presented for each indicator together with summaries for the subdimensions and dimensions of the CSI. The agreed commentary on this evidence by NAG is provided in italics separated from the main analytical text for each indicator. A separate box also provides the scores for the individual indicators for each subdimension. The full indicator descriptions and options available for scoring each indicator are provided in Appendix 6 for reference. A separate report, entitled *Detailed Evidence Sources for the Civil Society Index for Scotland* is available from SCVO and provides detailed quotes, references and sources for the data used against each indicator.

1. STRUCTURE

This section describes and analyses the overall size, strength and vibrancy of civil society in human, organisational, and economic terms. The score for the Structure Dimension is 2.2., indicating a well structured civil society. The graph below presents the scores for the six subdimensions within the Structure dimension: extent of citizen participation; depth of citizen participation; diversity of civil society participants; level of organisation; inter-relationships and civil society resources. Scotland scores highly, especially on internal relationships between civil society's constituents. The extent of available resources available and the depth of citizen participation are however scored relatively low.

FIGURE III.1.1: Subdimension scores in structure dimension



1.1 The Extent of Citizen Participation in Civil Society

This subdimension looks at the extent of various forms of citizen participation in Scottish civil society. Table III.1.1 summarizes the respective indicator scores.

TABLE III.1.1: Indicators assessing the extent of citizen participation

Ref. #	Indicators	Score
1.1.1	Non-partisan political action	3
1.1.2	Charitable giving	3
1.1.3	CSO membership	3
1.1.4	Volunteer work	2
1.1.5	Community action	1

1.1.1 Non-partisan political action. The European Social Survey reports that 65% of the UK population took part in at least one form of non-partisan political action during 2002-3 (i.e. written a letter to a newspaper, signed a petition, attended a demonstration).

- *This is UK-level evidence (65%) as there is no direct Scottish-level evidence. Recent events, Iraq war, lobbying around the health service, G8 mobilisation, show a current up swell in action (NAG).*

1.1.2 Charitable giving. An SCVO survey in 2000 found that 85% of individuals questioned had given to charity the previous month. Trends analysis indicated that fewer people were donating larger sums, and that the numbers of people donating had fallen more than the amounts donated had risen. Both this and a more recent NIDOS survey in 2003 indicated demographic and geographical factors also affect how people give.

- *The Tsunami appeal will represent a very obvious upwards blip in donations, but there is an expectation that people are likely to continue to give at a higher level. This is because of expected recovery following negative media on world events and Scottish charity scandals (NAG).*

1.1.3 CSO membership. The European Social Survey reports that a large majority, 76.5% of the UK population, were either a member, participant or volunteer in a CSO. Scottish Trade unions affiliate 630,000 members (STUC). However, there is no formal evidence available for individual membership of voluntary organisations.

- *We do not have membership data for all parts of civil society - only for some churches and the trade unions (NAG).*

1.1.4 Volunteer work. The Scottish Household Survey 2003/4 indicates that around 24% of the Scottish population volunteers at least once a year. An analysis pulling together Volunteer Development Scotland's statistics and Census data suggests that there are 1.5 million volunteers in Scotland, of which around 1 million volunteer in CSOs.

- *The evidence is inconsistent. NAG has more faith in larger estimates produced by Volunteer Development Scotland than government surveys (NAG).*

1.1.5 Community action. The European Social Survey reports that 47% of the UK population have actively participated in some form of collective community action during 2002. Although providing Scotland-specific evidence, the Scottish Household Survey looks at a narrower range of community action, but within this finds that playgroup and children's activities involve many more people (7%) than resident's groups, community safety or community council involvement (1-2%).

Cautionary note: The indicator provided by CIVICUS lists the following examples to aid in interpretation of the term ‘community action’; attending a community meeting, participating in a community-organised event or a collective effort to solve a community problem

- *UK evidence only. Referring to the cautionary note above, the NAG felt that they needed to tie down the sense of ‘community action’ to a more specific interpretation. This indicator has been scored to more closely reflect ‘campaigning activity’, rather than the broad service provision or fundraising activities conducted at community levels (NAG).*

1.2 Depth of Citizen Participation in Civil Society

This subdimension looks at the depth of various forms of citizen participation in Scottish civil society. Table III.1.2 summarizes the respective indicator scores.

TABLE III.1.2: Indicators assessing depth of citizen participation

Ref. #	Indicators	Score
1.2.1	Charitable Giving	1
1.2.2	Volunteering	2
1.2.3	CSO membership	2

1.2.1 Charitable giving. The UK Family Expenditure Survey indicates that 1.8% of Scottish disposable household income goes to cash gifts/donations outside the family, which is likely to be predominantly for CSO activities. Almost 1% of disposable income also goes on gambling payments, which is likely to be predominantly national lottery, of which 1/6th goes to good causes.

1.2.2 Volunteering. A cautious analysis of Scottish Household Survey data for 2002 by Volunteer Development Scotland suggests that volunteers contribute almost 9 million hours per month on average, which works out at 6 hours per volunteer per month (for 1.5 million civil society organisation volunteers).

1.2.3 CSO membership. The European Social Survey reports that 60% of the UK volunteered, participated or were a member of more than one CSO over 2002-3.

- *Evidence is UK based and covers a wider range of involvement than just membership. Noted the evidence that in rural areas in particular, many more people will be members of multiple CSOs (NAG).*

1.3 Diversity of Civil Society Participants

This subdimension examines the diversity and representativity of the civil society arena. It analyses whether all social groups participate equitably in civil society or whether there are any groups which are dominant or excluded. Table III.1.3 summarizes the respective indicator scores.

TABLE III.1.3: Indicators assessing diversity of civil society participants

Ref. #	Indicators	Score
1.3.1	Representation of social groups among CSO members	2
1.3.2	Representation of social groups among CSO leadership	1
1.3.3	Distribution of CSOs around the country	3

1.3.1 Representation of social groups among CSO members. This indicator looks for representation of all significant social groups. Examples given are women, rural dwellers, poor people, and minorities. The Scottish voluntary sector almanac shows that there is a very diverse range of CSO types in Scotland - set up to meet the interests and needs of a diverse range of

social groups. The European Social Survey (2002) also finds that people involved in CSOs are slightly more likely than those not involved in CSOs to regard themselves as part of a group discriminated against in the UK. VDS surveys (2004) show that slightly higher percentage of women, middle aged (35-54) and substantially higher percentage of middle-class (53%) people compared to working class (26%) people volunteer formally. STUC data suggests that trade union membership is ageing at a faster rate than the labour force as a whole. Only 5% of workers aged 16 to 20 are members of a trade union growing to just 11% for 16-24 years olds. The union membership decline is greater for male trade union membership from 43% to 30% than female membership, which was much steadier showing a fall from 32% to 29%.

Amongst faith-based CSOs, it is much more likely that they service the mainstream Christian faiths; given their high affiliation (65%) reported in the Census, although there is an indication that religious minority CSOs have a strong reach amongst their respective populations. There is also DTI (2003) research, which suggests that trade unions are less likely to represent Chinese and mixed-race ethnic minorities or the extremes of very rich and very poor.

In conclusion, all significant social groups are represented due to the substantial diversity of CSOs set up to represent them. The extent of representation however varies across CSOs and is in flux.

1.3.2 Representation of social groups among CSO leadership: Research in 1998 shows that leadership positions in voluntary organisations were biased towards men in the largest organisations and were 50/50 in smaller organisations (c.f. 3.5.1).

- *There is little evidence beyond gender breakdowns for leadership in CSOs. The NAG noted that there is evidence of aspirations towards diversity, but also noted specific concerns for black and ethnic minorities, young people, social class in management committees as well as staff leadership (NAG).*

1.3.3 Distribution of CSOs around the country. DTI (2003) research shows that trade union density is stronger in Scotland than the rest of the UK. The Scottish Voluntary Sector Almanac 2003 shows that many head offices for multi-site voluntary organisations are based in central belt cities – despite a higher per capita presence in rural areas. There are 1150 Community Councils (CCs), run by volunteers in Scotland and supported by Local Authorities. It is only in Eilean Siar (formerly known as 'Western Isles'), Orkney and especially in Shetland that CCs are viewed as an important tier in the administrative structure and have a correspondingly larger budget.

- *CSOs are widely distributed, although noted that larger organisations tend to base their headquarters in major urban centres (NAG).*

1.4 Level of Organisation

This subdimension looks at the extent of infrastructure and internal organisation within Scottish civil society. Table III.1.4 summarizes the respective indicator scores.

TABLE III.1.4: Indicators assessing level of organisation

Ref. #	Indicators	Score
1.4.1	Existence of umbrella bodies	3
1.4.2	Effectiveness of umbrella bodies	2
1.4.3	Self-regulation within civil society	2
1.4.4	Support infrastructure	3
1.4.5	International linkages	3

1.4.1 Existence of umbrella bodies. SCVO's mapping research (SCVO 2002) shows that at least 40,000 out of an estimated 50,000 voluntary organisations are on the contact lists of umbrella bodies. At least half of known voluntary organisations are either members or have been in contact with local voluntary sector umbrella bodies (CVSs). Meanwhile, the STUC currently represents 46 trade unions and 32 trade union councils (STUC 2004a). This suggests that structurally, the level of CSO organisation within Scotland is very substantial.

1.4.2 Effectiveness of umbrella bodies. The comprehensive review of local CSO intermediaries (Councils for Voluntary Services) by Avante in 2003 showed that they were seen to play a key role in informing, promoting and communicating within the voluntary sector, as well as representing its interests, but their considerable variation in size, scale and range of activity together with poor risk-taking currently limits their full potential. The STUC's research suggests that a 2% year on year decrease in membership in intermediaries over two decades has now abated (STUC 2004c). In the absence of an improved recruitment environment, the end of this membership decline has been attributed to better organisation of the union movement achieved with the support of the trade union umbrella bodies.

- *The NAG noted that there was little evidence, but also noted that many networks are new and that members may have unrealistic expectations on their umbrella bodies (NAG).*

1.4.3 Self-regulation within civil society. The UK Charity Finance Director's Group is a key example of the sector taking its own initiative to self-regulate. This is demonstrated by the fact that the group recently undertook a study of charity accounting practice in the context of SORP 2000 accounting code (2002). Similarly, the Institute of Fundraising (UK) has explored mechanisms for self-regulation of fundraising at the UK level through its sponsorship of the Buse Commission (2004). There is also evidence that voluntary sector organisations are more likely than the private sector and are on an equal footing with public sector in signing up to wider voluntary employment codes such as Investors in People (IiP) and equal opportunities plans. However, voluntary sector survey evidence (SCVO 2003) also shows that despite the availability of civil society sector-specific quality systems such as Big Picture, PQASSO and SQMS (Scottish Quality Management System), less than 16% work towards these or other lesser-known quality systems.

- *The NAG noted a high level of state regulation in certain sectors especially in health and, social care. Also noted that sector is trying to pre-empt further regulation by initiatives towards self-regulation and that there is a debate in Scottish society about whether self-regulation is appropriate. The NAG opined that there are many CSOs that have codes of governance rather than formal self-regulation mechanisms.*

1.4.4 Support infrastructure. At the umbrella level, SCVO provides both a representative and broad-level support function to CSOs in the voluntary sector. The STUC represents 32 trade union councils, the Church of Scotland has 46 presbyteries with 1153 ministers working through 1603 congregations for 641,340 people and the Scottish Catholic Church has 10 thematic commissions, which support 820 priests serving in 472 parishes for an estimated 652,015 Catholic people in Scotland. In the voluntary sector, more targeted support is provided by a range of intermediary CSO bodies, which are supported (in the voluntary sector), by around £10 million per annum of core funding from the Scottish Executive. The 61 local councils for voluntary service & SCVO provide information support and management training to voluntary organisations at various local and national levels. More subsector specific support is provided by 60 plus voluntary sector thematic intermediaries, such as Voluntary Arts Scotland, Voluntary Health Scotland, Scottish Environment Link, Youthlink Scotland and so on. Up until 2003, there was also a Voluntary Sector National Training Organisation (VSNTO), funded by the UK Sector

Skills Development Agency, which provided sector specific support to the voluntary sector workforce. Despite being a major employer, the voluntary sector is finding it difficult to convince the agency to re-establish a formal UK Voluntary Sector Skills body.

Executive leadership of CSOs in the voluntary sector is supported by Association of Chief Officers of Scottish Voluntary Organisations (ACOSVO), which represents 250 members, with almost half from smaller (<£500,000 income) organisations. CSOs are also supported by thematic support bodies, such as the EQUAL ‘Growing the social economy’ partnership which is specifically geared toward growing CSOs and almost 2500 UK voluntary organisations were supported by the Media Trust UK network. The Association Of Charitable Trusts And Scottish Grant-Makers Group is available to support and network charitable trusts.

- *The generic as well as sector-specific infrastructure is well-developed (NAG).*

1.4.5 International linkages. NIDOS (Network for International Development Organisations in Scotland) represents 40 voluntary organisations involved in international development work. However, the SCVO database of voluntary organisations has identified around 200 (0.5%) voluntary sector organisations whose primary field of work is international. European CSO networks include the UK Race in Europe Network and CERISE, currently the transnational partnership of CSO organisations involved in the EQUAL ‘Growing the social economy’ project.

- *The NAG noted that it is hard to capture formal evidence, but it sensed that the scale of international links is significant and clearly expanding.*

1.5 Inter-Relations within Civil Society

This subdimension analyses the relations amongst civil society actors in Scotland. Table III.1.5 summarises the respective indicator scores.

TABLE III.1.5: Indicators assessing inter-relations within civil society

Ref. #	Indicators	Score
1.5.1	Communication between CSOs	3
1.5.2	Cooperation between CSOs	3

1.5.1 Communication between CSOs. Research into alliance building between CSOs in Glasgow has suggested that direct communication between CSOs is valuable, but is being eroded by a growing interdependence of CSOs with public sector agencies and institutions. Specific policy objectives and funding relationships between the public sector and individual CSOs threaten the independence of the CSOs involved, and thereby rendering their wider alliances fragile, too. Mass-communication is represented, in the voluntary sector at least, by a range of intermediary circulars, including Third Force News, which has a direct circulation of 3400. The Workwithus online portal has 301 subscribers who can publicise their activities through the portal and 300 additional service-users who have access to various off-line marketing tools available from the portal. In conclusion, despite the potential for interference, there is a sense that Scottish CSOs have a propensity and the resources to share their work and achievement with other CSOs.

1.5.2 Cooperation between CSOs. Cooperation between civil society actors has led to the formation of key voices for the sector, such as the Scottish Civic Forum and Scottish Interfaith Network, both of which are fairly recent organisations. On the other hand, according to the International Cooperative Information Centre, more traditional alliances such as the Scottish co-op appear to have experienced challenges that have precipitated the need to focus on increasing membership participation. Research by the University of Strathclyde finds the Cooperation amongst civil society actors particularly takes place around environment, ethnic & minority

rights, social exclusion, housing, and globalisation. In one recent development, NIDOS has brought together 18 CSOs in Scotland to plan activities in conjunction with the UK Make Poverty History campaign, and to raise the profile of global issues of shared concern in the run up to the G8 summit, which was held in Scotland in July 2005.

1.6 Civil Society Resources

This subdimension examines the resources available for CSOs in Scotland. Table III.1.6 summarizes the respective indicator scores.

TABLE III.1.6: Indicators assessing civil society resources

Ref. #	Indicators	Score
1.6.1	Financial resources	1
1.6.2	Human resources	1
1.6.3	Technical and infrastructural resources	2

As expected, there are strong concerns within civil society over funding, particularly short-term funding. In an international context, concerns over funding in a relatively well-resourced nation such as Scotland may appear strange to other countries. It appeared that Scottish civil society has adjusted to its relative affluence by increasing its aspirations, its expectations and level of goals.

1.6.1 Financial resources. SCVO's analysis has found that the voluntary sector employs 5% of the workforce, but accounts for just 1.2% of national income. Financially, voluntary organisations have experienced a volatile income/expenditure ratio, which has been particularly problematic for the sector's ability to cope with its fast-growing staff base. In 2001, public sector support of the voluntary sector amounted to 39% of annual income or around £800 million.

In 2001, 11% of the voluntary sector's income came from service-level agreements or contracts with public authorities, but accessing these resources for public service delivery involves competing with other private and public providers. Until recently CSOs involved in public service delivery in key areas of social exclusion (both geographical & thematic) could take advantage of the Social Inclusion Partnership network, linking in with other key local delivery agencies with financial support from the Scottish Executive. New funding opportunities more specifically targeted at voluntary organisations are represented by the Futurebuilders Scotland fund of £18 million for social economy organisations involved in public service delivery, part of a wider UK pot of £125 million funding. There are downsides to the funding environment in which Scottish CSOs operate. Evidence at the UK level suggests that local authority funding tends to compartmentalise equality strands in its funding schemes and fail to appreciate the interactions between different forms of exclusion.

- *The NAG noted that CSOs have far-reaching goals which are often hard to resource. But there are also issues around short-term funding from funders and the diversity of funding streams. The NAG pointed out however, that there are improvements underway, noting for example the government sponsored strategic funding review in the voluntary sector, and its examination of full-cost recovery and better grant conditions for CSOs funded by the state (NAG).*

1.6.2 Human resources. This indicator aimed to assess how adequate human resources are for CSOs. There is evidence in the voluntary sector, of a wide range of networks providing mutual learning and guidance for employees. Examples include a social enterprise support network (SENScot), policy-people networks (Policy Officers Network), charity finance directors group (CFDG), chief officers (ACOSVO), people involved in community planning (Partnership

Representatives Network) and training (Peer Support Network). Less formal networks exist for IT Officers, research officers and Information officers.

- *Despite evidence of support networks, the NAG remained concerned about the quality of human resources available to CSOs and whether these networks were really extensive enough to ensure an adequate quality of human resources in the organisations and individuals they supported (NAG).*

1.6.3 Technical and infrastructural resources.: Despite considerable variation in effectiveness, government sponsored SIPs (Social Inclusion Partnerships), set up to provide multi-agency decision-making on how resources are allocated in deprived areas, were found to have produced innovative work with communities of place and interest and allowed new approaches to emerge by supporting where possible local civil society delivery agents. SIPs are now in the process of a phased transfer to Community Planning structures led by local authorities, but unlike SIPs, these are not restricted to just the most deprived areas, but have a local authority zone wide remit.

According to the International Telecommunication Union (ITU), 42% of the population in 2003 were classed as an internet user, a rank of 16th out of 182 countries surveyed. There were also just over 40 PCs for every 100 people, 19th out of 163 assessed, although it is not clear from this to what extent this may reflect multiple PCs for a smaller number of users rather than one PC per person. Other technological resources for the sector include the Media Trust Network, providing a network and support service for the voluntary sector to get their messages through the media. Training in participative processes and technology for CSOs is also made available through intermediaries such as the Scottish Civic Forum and the Workwithus.org portal.

- *The NAG noted that excluded groups - such as new/small organisations and rural organisations will be less likely to have what they need. The NAG also noted there would be to some extent a lack of skills necessary to use technological resources such as IT equipment (NAG).*

CONCLUSION

The Scottish CSO landscape is fragmented into traditional 'islands' of well-organised subsectors of civil society. However, they are finding themselves increasingly connected to less-formal, high-profile and cross-cutting civil society coalitions, such as the anti-war and anti-poverty movements, sustainable development and the response to natural disaster.

The level of citizen involvement in civil society activities is substantial. An estimated 65% of people in Scotland have been involved in non-partisan political action (e.g. demonstrations, petitions, protesting through the media). Moreover, a large majority, over 85% of Scottish people, donate to charity on a regular basis. Yet, due to the timing of the data available, these figures do not take into account the current up swell of action around the Iraq war, response to the Tsunami, G8 mobilisations and so on. The true scale of participation in civil society may therefore be even higher.

Due to Scotland's role in the anti-Iraq war marches, G8 protests and Tsunami response, there appears to be a considerable spotlight on civil society activity. However, there are concerns that a snapshot of civil society activity does not paint a truthful picture. The NAG noted that what motivates long-term trends in citizen participation is not the same as what motivates short-term blips in participation. The short-term trends, while striking, may cloud the longer term growth of participation in civil society. Nevertheless, some of the longer-term trends observed around volunteering and charitable giving do suggest that there is already a considerable depth to civil society participation. Scottish civil society does appear to aspire to diversity in its membership.

This does not seem to translate into true equality of access to the top decision making positions for black and ethnic minorities, young people and less privileged social classes.

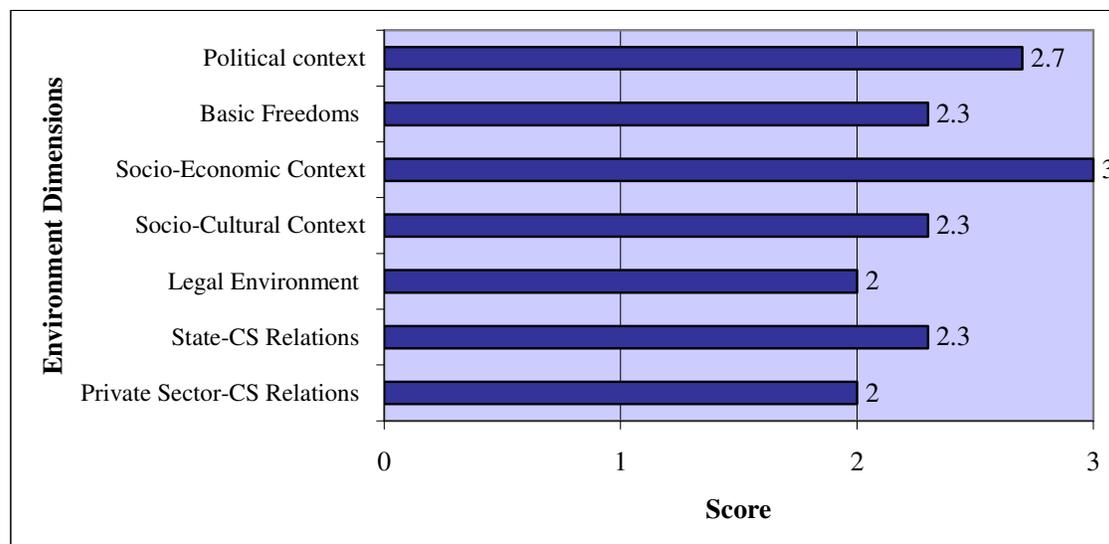
Civil society's support infrastructure is very well developed in Scotland. There is a wide range and level of umbrella bodies nurturing new parts of civil society and many new networks of organisations. However, one thing that kept emerging during the project meetings was the high aspirations of civil society in Scotland. These seem to reflect unrealistic expectations and far-reaching goals, which are often hard to resource. The confidence within the sector, however, is remarkable and is reflected by a strong impulse to self-regulate, especially in more formal parts of civil society. With a strong and varied support infrastructure, cooperation within civil society networks is strong and organised, particularly on shared issues of concern.

By comparison, the assessment of resources available to civil society appears to be far bleaker. As expected, there are strong concerns within civil society over funding, particularly short-term funding. However, in an international context, concerns over funding in a relatively well-resourced nation such as Scotland may appear strange to other countries. The effectiveness of human resources available, despite the presence of peer support networks, was also assessed negatively. Technical resources scored slightly better, and reflects a strong IT and communication technology network available to organisations in Scotland. Overall, the structure dimensions points towards a civil society which has high expectations of what it can achieve and the support it needs to achieve this.

2 ENVIRONMENT

This section describes and analyses the overall political, social, economic, cultural and legal environment in which civil society exists and functions. The score for the Environment Dimension is 2.4., indicating a very conducive environment for civil society. Figure III.2.1 presents the scores for the seven subdimensions within the Environment dimension. It shows very strong scores across all subdimensions and in particular the socio-economic context within which civil society operates.

FIGURE III.2.1: Subdimension scores in environment dimension



2.1 Political context

This subdimension examines the political situation in Scotland and its impact on civil society. Table III.2.1 summarizes the respective indicator scores.

TABLE III.2.1: Indicators assessing political context

Ref. #	Indicators	Score
2.1.1	Political Rights	3
2.1.2	Political competition	3
2.1.3	Rule of law	3
2.1.4	Corruption	2
2.1.5	State effectiveness	3
2.1.6	Decentralisation	2

2.1.1 Political rights. Scottish citizens are endowed with full rights to participate in the democratic process. The Scottish Civic Forum's Audit of Democratic Participation has found that the Scottish Parliament has created new ways for people to participate more directly in the democratic process. This is in harmony with the Scottish Executive's own review on involving civil society in the work of parliaments (1998), which states as its key finding that representative democracy is not met by election alone. In Scotland, CSOs are becoming more and more critical for political participation as it has been found that while political party membership is declining, interest in non-party political action is increasing. Meanwhile, the Scottish Executive's own

studies have found value in using pre-existing networks, such as civil society coalitions to help with participatory processes (1998).

- *The NAG noted that there is not enough education for people to know how to exercise their rights, especially in the context of changing electoral systems (NAG).*

2.1.2 Political competition. There are seven main parties represented with three independent MSPs in the Scottish Parliament, and a coalition government. The six major parties as well as the Scottish People's Alliance, the Socialist Labour Party and the UK Independence Party contested all eight regions. They range from special interest (Scottish Greens, Senior Citizen's Unity), to the main left-right spectrum of Labour, Liberals, Conservatives, and Scotland specific parties (Scottish Socialists, SNP & Independents). The current voting system in Scotland involves one vote for UK representation, two votes for national representation and a first-past-the-post vote for local government representation. MPs are elected using a first-past-the-post system, MSPs are elected under a form of proportional representation known as the Additional Member System and local authority councillors are elected using a first-past-the-post system.

At the local Government level, Fairshare, a CSO campaigning for fairer voting systems for local Government has highlighted problems with the current system. An Executive Bill to change the system used to elect local councillors has now been agreed, but not yet enacted by the Scottish Parliament (2004).

- *The NAG noted that the proportional representation voting system has allowed more diversity of ideologies in politics and many more single-issue campaigns such as free care for the elderly, free school meals and free university tuition fees have been given space to enter mainstream politics.*

2.1.3 Rule of law. The Scottish legal system is unique and is respected world-wide for its history and adaptability. The Scottish legal professions are, like their English counterparts, divided into advocates (analogues to English barristers) and solicitors. The advocates are governed by the Faculty of Advocates, which is self-regulating and controls its own admissions and disciplines, whereas the Law Society of Scotland is the governing body for Scottish solicitors. Judges are appointed by the Queen on recommendation by the First Minister, but the two most senior judges additionally require the Prime Minister's stamp of approval. The appointment system is administered by the Scottish Executive Justice Department.

According to the European Social Survey (2002), more people in the UK have a problem trusting the European Parliament and politicians more generally, but fewer have a problem with the legal system and UK Parliament. A notably much lower proportion of people have a problem in trusting the Police than for the groups mentioned above.

Scotland also has a Scottish Law Commission which was set up by the Law Commissions Act 1965, to recommend reforms to improve, simplify and update the law of Scotland and as such is an independent body set up by statute to inform Scottish Government. Meanwhile, the Scottish Social Attitudes Survey 2002 has found that 8.3% of those surveyed would not take or participate in some form of civil society action against a law they believed was unjust and which was being considered by Parliament, which suggests that the majority of Scottish people are not averse to challenge a law they deem unjust.

2.1.4 Corruption. Although data is not available for Scotland, Transparency international ranks the UK 12th most transparent out of 159 countries (in 2005), which suggests that corruption is likely to be generally low in Scotland. The Commission on Local Government and The Scottish

Parliament in 1999 found that the public had concerns about the lack of legal accountability of local councils that were determined to push a certain action through, were concerned that there was a natural tendency for local and central government each to blame the other, in public, for rises in council tax and that council and committee meetings were a charade and not open to genuine democratic debate.

- *The NAG noted that there are pockets of perceived corruption, both in terms of the areas of the public sector considered as well as amongst those who perceive it. The NAG highlighted that media attention has an influence on the nature and level of perceptions of corruption. There is also an issue around experiences of discrimination and how this shapes awareness of corruption (NAG).*

2.1.5 State effectiveness. The defined functions of the state are devolved to three levels, local government, Scottish Government and UK Government. ESRC research has shown that devolution has led to substantial policy innovation in Scotland and opened up real alternatives to policies decided at Westminster. However, devolution has also opened up scope for a widening of economic disparities among the UK's nations and regions. The Scottish Social Attitudes Survey finds that a very high proportion of survey respondents believe that it does not really matter which party is in power, in the end things go on much the same. Most people believe that the way 'Britain' is governed can be improved considerably, though drastic improvements are not necessary. There are indications that people in Scotland generally believe that UK Government is much more important to Scotland by far than national (Scottish) or local Government. However, they would still rate the latter two as more influential in running Scotland's affairs than the European Parliament.

- *The NAG noted that devolution has led to shifting power structures and greater engagement (NAG).*

2.1.6 Decentralisation. Scottish Government spending allocates 36% for local authorities (2004/5), which represents around 80% of local authorities' funding base. However, this does not represent devolved spending in the truest sense, as local authorities are not entirely free to determine their own priorities; some priorities are 'ring-fenced'. Ministers also have reserve powers to cap local authority expenditure, by imposing a reduced council tax level, where they consider an authority's expenditure or expenditure increase to be excessive.

Community Planning represents one recent initiative to provide more decentralised decision-making over local spending available not just to local authorities, but consortiums of local service providers led by the councils.

- *The NAG noted that ring-fencing of devolved funds is also an issue that needs to be considered. The NAG noted that devolved expenditure may be higher than scored, given evidence not presented here for devolved expenditure through health boards and local enterprise companies (NAG).*

2.2 Basic Rights and Freedoms

This subdimension examines to what extent basic freedoms are ensured by law and in practice in Scotland. Table III.2.2 summarizes the respective indicator scores.

TABLE III.2.2: Indicators assessing basic rights and freedoms

Ref. #	Indicators	Score
2.2.1	Civil liberties	2
2.2.2	Information rights	2
2.2.3	Press Freedom	3

2.2.1 Civil liberties. Basic freedoms are ensured in Law. In British Law, the Human Rights Act 1998 places obligations on public service providers to ensure that they act in accordance with the 'Convention rights' i.e. those rights drawn from certain articles of the ECHR (European Convention on Human Rights). In Scotland, the Scotland Act 1998 also places certain requirements on Scottish Ministers and the Scottish Parliament to act in accordance with the 'Convention rights'. Extending this, there are specific Scottish policies and central Government funding in place to protect the way of life of travellers in Scotland. However, since 2000/1 UK civil liberty watchdogs have found a considerable increase in ethnic minorities stopped and searched by police and very different ways in which the civil liberties of British and foreign nationals are treated in respect though 'terrorism' laws.

Similarly, Amnesty International has found that new UK 'terrorism' laws, enshrined in the Civil Contingencies Act 2004, are bringing in 'severely restricted regimes' to some people's rights. And secondly, a coalition of CSOs in Scotland led by Positive Action in Housing is campaigning for the rights of asylum seekers currently held in secure accommodation in Scotland.

- *The NAG noted the general context of the new laws which have been determined at UK level. This includes terrorism laws and laws to restrict rights of refugees and asylum seekers. The NAG noted that evidence on the new laws shows how legislation is eroding rights and that these are being challenged by CSOs (NAG).*

2.2.2 Information rights. The Freedom of Information (Scotland) Act 2002 introduces a general statutory right of access to all types of 'recorded' information of any age held by Scottish public authorities and is enforced by the Scottish Information Commissioner, appointed by Parliament to increase transparency of information. This has just come into force in early 2005. UK public bodies operating in Scotland are covered by an analogous UK Freedom of Information Act 2000, led by a UK Commissioner. Data protection issues remain a UK matter covered by the Data protection Act 1998. The Scottish Civic Forum's *Audit of Democratic Participation* (2001) has noted an increased desire amongst the public for more information from the Government, and interprets this as a need for more information of a higher quality.

- *New Freedom of Information Act legislation has just come into place, so it is too early to tell the impact. Some NAG members would have preferred to give this indicator a 3 (NAG).*

2.2.3 Press freedom. There is no specific prescriptive legislation to ensure press freedoms, but there have been legal and informal initiatives to control it. The UK did set up the so-called "D" Notice committee in the First World War to ensure the press did not reveal information deemed damaging to national interests. ("D" is for defence). According to the BBC, the committee is now called the Defence, Press and Broadcasting Advisory committee. It is made up of the Ministry of Defence and representatives of the media itself and issues "Press and Broadcasting Advisory Notices" now rather than enforced edicts. Recently these had included the role of the security services, and the prevention of terrorism. Two other bodies promote self-regulation: The UK's Campaign for Press and Broadcasting Freedom is an independent voice for media reform, promoting policies for a diverse, democratic and accountable media. The National Union of Journalists asks its members to sign up to a voluntary 'Code of Conduct' to defend the principle of the freedom of the press and other media while also eliminating distortion, news suppression and censorship. However, according the BBC, the row over the naming MI6 officers in 1999 has highlighted how the Internet has made the prevention of publication much more difficult.

- *The NAG noted that there is no legal framework, but press freedom is ensured by practice and competition (NAG).*

2.3 Socio-Economic Context

This subdimension analyses the socio-economic situation in Scotland. Table III.2.3 shows the respective indicator score.

TABLE III.2.3: Indicator assessing socio-economic context

Ref. #	Indicators	Score
2.3.1	Socio-economic context	3

To measure the concept of ‘socio-economic environment’, eight indicators were selected, which represent the different means through which the socio-economic context can potentially impact on civil society: 1) poverty; 2) civil war; 3) severe ethnic or religious conflict; 4) severe economic crisis; 5) severe social crisis; 6) serious socio-economic inequities; 7) illiteracy; and 8) lack of IT infrastructure. For each of these indicators a specific benchmark was defined which indicated that the respective indicator presents a socio-economic barrier to civil society.

- *Widespread poverty* - do more than 40% of Scottish people live on less than 2 US\$ a day? No (World Bank 2004a).⁸
- *Civil war* - did the country experience any armed conflict during the last five years? No (PRIO 2004).
- *Severe ethnic or religious conflict in the last five years?* No (Marshall & Gurr 2003).
- *Severe economic crisis – is the external debt more than the GDP?*⁹ No. Scotland is not in a severe economic crisis (World Bank 2004b).¹⁰
- *Severe social crisis?* No. In the last two years Scotland has not experienced any serious social crisis.
- *Severe socio-economic inequities, i.e. is the Gini-coefficient > 0.4?* No. While there are social and economic inequities in Scotland, the Gini coefficient for the UK in 1999 was 0.36 (World Bank 2004a).
- *Pervasive illiteracy* - are more than 4 % of the adult population illiterate? No. Illiteracy is not widespread in Scotland.
- *Lack of IT infrastructure – are there less than 5 IT hosts per 10,000 inhabitants?* No. The UK has a good IT infrastructure, with 545 hosts per 10,000 inhabitants (International Telecommunications Union 2003).

The analysis of civil society’s socio-economic environment showed that none of these socio-economic barriers are present in Scotland when viewed in an international context. Thus, Scottish civil society is operating in a very conducive socio-economic context according to the above benchmark. Despite this however, there are socio-economic inequalities *within* Scotland that caused considerable concern to the NAG, and this evidence is presented in 2.3.1 below together with the associated qualifying comment from the NAG.

2.3.1 Socio-economic context. The New Policy Institute (2002) analysis of DWP (Department for Work & Pensions) data shows that the gap between poorest and richest is still wide in Scotland and has changed little in recent years. Their analysis of Scottish Household Survey data shows that people on low incomes are much less likely to work in a voluntary capacity than those on

⁸ The table cited has no data for the UK, so it is assumed that the answer is no.

⁹ The index quoted in Marshall and Gurr (2003) is ‘2’, indicating self-determination movements that have not been accommodated since 1980 for the UK as a whole. This refers to the conflict in Northern Ireland.

¹⁰ The table cited has no data for the UK, so it is assumed that the answer is no.

higher incomes although levels of income and social class does not affect the propensity to feel involved in the local community.

- *The NAG noted that there is a discernable gap between rich and poor in terms of access to education and support (NAG).*

2.4 Socio-Cultural Context

This subdimension examines to what extent socio-cultural norms and attitudes are conducive or detrimental to civil society. Table III.2.4 summarizes the respective indicator scores.

TABLE III.2.4: Indicators assessing socio-cultural context

Ref. #	Indicators	Score
2.4.1	Trust	2
2.4.2	Tolerance	2
2.4.3	Public spiritedness	3

2.4.1 Trust. European Social Survey data shows that trust between people in the UK is fairly balanced, but with slightly more people erring towards trusting each other than not. The Scottish Executive's crime survey in 2000 found age and gender factors influence perceptions of safety when walking outside at night and in the home since 1996. In the 2000 survey, 40% of women and 14% of men reported feeling a 'bit' or 'very' unsafe alone after dark. Older people (over 65) and women feel less safe than younger people and men. However, there is an improvement in the numbers reporting concerns for safety in the home - 10% for women and 2% for men, compared to 11% for women and 4% for men in 1996.

- *The World Values Survey data is not available at Scottish level. No clear evidence for this question (NAG).*

2.4.2 Tolerance. The Scottish Social Attitudes Survey 2002 shows that more people believe that there are serious levels of racial and homophobic discrimination in Scotland, and 27% of people in Scotland believe that there is sometimes good reason for prejudice. Three-fifths of respondents from Scottish traveller communities reported experiencing prejudice or harassment during 1999 from various sections of the community. Young people are more likely to perceive prejudice than older people. The UK Race in Europe Network's consultations has found that devolution in Scotland has encouraged Gaelic identity, but has not left much space for Scottish minority ethnic communities in the Scottish identity. Liberty's 2004 analysis suggests that the British Muslim community as a whole has come under heightened suspicion, with research showing an increase in 'Islamophobia' and anti-Islamic sentiment. On the other hand, there is also evidence that the British National Party has not been as successful in Scotland as elsewhere. And despite continuing problems with racism and harassment directed at asylum seekers, there have been examples of effective community development work in improving relations with local communities (Scottish Social Attitudes Survey, Scottish Executive, UK Race in Europe Network, Liberty UK, Word IQ).

- *The NAG noted other evidence that was not presented; Youthlink Survey on Trust, Home Office report on Sectarianism. The NAG noted that religious sectarian conflict, particularly with catholic versus protestant antagonism is a distinct issue of relevance to Scotland as it is in Northern Ireland (NAG).*

2.4.3 Public spiritedness. Public spiritedness is rather widespread in Scotland. The Scottish Household Survey 2002 shows that a quarter of adults gave up their time in 2002/3 to help with a charity/club/campaign, but less than a half of adults voted in both the last national and local elections. In the light of decreasing voter turnout, the Power Inquiry is a new commission that has

been set up to explore how political participation and involvement can be increased and deepened in Britain. Their literature review (covering Britain) has identified a lack of competitive elections reflecting a similarity of current political parties, lack of individual resources to participate, high public distrust, negative media and lack of significant influences over political decisions.

- *The NAG noted that there is a high level of public spiritedness in relation to civil society even if it is less so in 'formal' voting (NAG).*

2.5 Legal Environment

This subdimension examines the legal environment for civil society and assesses to what extent it is enabling or disabling to civil society. Table III.2.5 summarizes the respective indicator scores.

TABLE III.2.5: Indicators assessing legal environment

Ref. #	Indicators	Score
2.5.1	CSO registration	3
2.5.2	Freedom of CSOs to criticise the government	2
2.5.3	Tax laws favourable to CSOs	2
2.5.4	Tax benefits for philanthropy	1

2.5.1 CSO registration. Experience suggests that it takes organisations four to six weeks to gain charity status, based on submitting appropriate documentation to the Inland Revenue. The Inland Revenue offers comments on failed submissions, but no support in drafting the required constitutions. SCVO and local intermediaries (CVSs) do provide support services for prospective charities. Amongst non-charities, we know that registration of credit unions is much more involved, with a pre-registration visit from the regulator prior to approval to submit an application, which can take 6-18 months from setting up a group, to receiving credit union status (SPICe - Scottish Parliament Information Centre, SCVO).

- *Although support is available for each civil society subsector, the NAG noted that there is no 'CSO'-wide registration process. Amongst registration processes, the Office for the Scottish Charities Regulator represents one new process that is set to affect a sizeable portion of this specific subsector. However, the NAG senses that concerns over transparency or the lack of it will increase in line with the toughening regulatory environment (NAG).*

2.5.2 Freedom of CSOs to criticise the government. In general CSOs are free to criticise the government. An evaluation (Scottish Executive/SCVO 2001) of the Scottish Compact, an agreement between the Scottish Executive and the voluntary sector to allow criticism without financial penalty, has shown that it is used more often by the voluntary sector than the Scottish Executive since its inception in 1998, which suggests that it is providing a mechanism for CSOs to keep the Executive in check. Meanwhile, the Scottish Executive has highlighted 'representativeness and accountability' as key characteristics of any participative process involving civil society (1998). One example, where civil society coalitions have specifically been encouraged to criticise Government, is the Engender Women's Budget Group, which has got agreement from the Executive to maintain a watching brief on the gender equality implications of any Government spending in Scotland (Engender 2004).

- *The NAG noted that getting charity status limits the nature of 'political' campaigning in this part of the civil society sector. Also noted that there are implicit rather than explicit barriers in place to campaigning through funding, such as funding received from public sector.*

2.5.3 Tax laws favourable to CSOs. Most CSOs who would benefit from financial subsidies are charities and are thus exempt from Inland Revenue taxes except for the PAYE system for employment of staff. VAT exemption does not exist for charities, but does exist for certain cooperatives regulated by the UK Financial Services Authority (FSA). On the flip side, FSA regulated cooperatives such as credit unions, are liable to corporation tax. (SCVO, Inland Revenue UK, FSA, NFP Synergy & The Giving Campaign, Institute of Fundraising)

- *The NAG noted that more can be done around charitable tax breaks, particularly around fundraising and procurement of CSO services (NAG).*

2.5.4. Tax benefits for philanthropy. Tax benefits are available for Payroll Giving, Gift Aid, gifts of shares and property and legacies. 13% of the £674m received by charities from gift aid and covenants were tax reimbursements (2003/4). The phasing out of advanced corporation tax relief announced by the Treasury in 1997 has progressively undermined charitable investments and consequent income. The current weakness of the stock market has further impacted on the return from charitable investments (SCVO analysis of charity accounts) (Inland Revenue, Institute of Fundraising).

- *Despite scoring this indicator low, the NAG noted that there may be many additional tax breaks which are not well known. The range and means of receiving tax benefits are clearer for charities rather than individuals or corporations who donate. (NAG).*

2.6 State-Civil Society Relations

This subdimension describes and assesses the nature and quality of relations between Scottish civil society and the state. Table III.2.6 summarizes the respective indicator scores.

TABLE III.2.6: Indicators assessing state-civil society relations

Ref. #	Indicators	Score
2.6.1	Autonomy of CSOs	3
2.6.2	Dialogue between CSOs and the state	2
2.6.3	Support for CSOs on the part of the state	2

2.6.1 Autonomy of CSOs. The Law Reform (Miscellaneous Provisions) (Scotland) Act 1990, which came into force in 1992, has placed specific requirements on charity account reporting in Scotland. A much wider mandate for regulating and inspecting charities has now been secured for the Office of the Scottish Charity Regulator (OSCR), which was set up in late 2003. OSCR is currently an Executive department, but will be an independent statutory public body after the current charity legislation has been passed through the Scottish parliament. The STUC believes that the evidence suggests anti-trade union laws, particularly through the Employment Relations Act 1999, which have been a key factor in restricting unions' ability to recruit. Registered Social Landlords, primarily housing associations, are required to gain consent from their regulator (Communities Scotland) in order to sell, lease or grant security on houses or other property they own. This burden has been recognised by the regulator and appropriate action is being planned. (SCVO, Communities Scotland, STUC). However, all in all, CSOs are able to organise and work autonomously and without state interference in Scotland.

2.6.2 Dialogue between CSOs and the state. There are positive examples of attempts to initiate dialogue by Government bodies with CSOs through the Scottish Parliament's Public Petitions process, which provides a direct line into policy making. Almost half of the public petitions received come from various CSOs. There is also evidence that the petitions process has attempted to encourage inclusion by taking into account the specific difficulties in pulling together petitions in sparsely populated rural areas. There are also other examples of dialogue with CSOs involved

in International Development, lifelong learning and citizen engagement. However, UK CSOs which operate as cooperatives do not have as much of an active dialogue with the state in comparison to cooperatives in mainland Europe and North America.

The Scottish Compact (1998) has proved to be a key instrument of dialogue between voluntary sector CSOs and Scottish (national) Government bodies, providing clear agreements on the rights of voluntary organisations to criticise Government without undue penalty. Despite showing a wide range in the type of relationship and the degree of involvement between voluntary organisations and Government bodies, there is still a low level of awareness of the Compact within the voluntary sector (Scottish Compact 2001), and a lack of impact on improving funding and consultation issues. The Compact has been revised in 2004, but it is too early to evaluate the impact of this revision as yet.

- *The NAG noted that dialogue is improving through such means as the voluntary sector 'compact' and public sector support of the Scottish Civic Forum. However, civil society also has high aspirations which are not yet met (NAG).*

2.6.3 Support for CSOs on the part of the state. It is near impossible to disentangle the funding for CSOs from other beneficiaries in Scottish Government spending documents. However, SCVO data from voluntary organisations in 2001 shows that amongst voluntary sector CSOs, funding for housing associations and community development & social enterprise activities is considerably higher than other categories of activity. Nevertheless, a reasonably broad range of CSOs particularly within the voluntary sector, receive some form of state resources.

- *The NAG emphasised the evidence that certain civil society sectors receive a large amount of state resources, where others receive little, which matched their own experiences (NAG).*

2.7 Private Sector-Civil Society Relations

This subdimension describes and assesses the nature and quality of relations between civil society and the private sector. Table III.2.7 summarizes the respective indicator scores.

TABLE III.2.7: Indicators assessing private sector – civil society relations

Ref. #	Indicators	Score
2.7.1	Private sector attitude to Civil Society	2
2.7.2	Corporate social responsibility	2
2.7.3	Corporate philanthropy	2

2.7.1 Private sector attitude to civil society. No publicly available evidence found.

- *The NAG suggested that there were occasionally some good examples for individual private companies, but generally it appears that they are indifferent (NAG).*

2.7.2 Corporate social responsibility. According to a limited survey by AGENDA in 2002 of Scottish public/private and voluntary sector organisations that see themselves involved in social responsibility, almost all surveyed believed that community involvement and the environment are the most vital aspects of CSR while philanthropy was considered much less important. For many years now, the vast majority of the largest (FTSE 100) British companies have signed up to an index of CSR compiled by Business in the Community. Recent data suggests improvements in the overall level of CSR activities amongst these companies (2003). However, it also suggests that whereas for many companies corporate responsibility is now an integral part of the way the company thinks, it is not yet an integral part of the way in which the business operates across all its operations.

- *It is very early days at the moment to really understand the concerns of the full range of major companies (NAG).*

2.7.3 Corporate Philanthropy. Amongst the largest FTSE-100 companies, the environment and workplace are the most likely to receive funding through CSR, whereas marketplace and community are less likely. There is evidence from rural areas that there is a mutual cycle of investment and commitment between CSOs and the business sector in encouraging informal social networks within rural communities, with the implication of indirect support of CSOs by the business sector via support of civil society activities. A breakdown of the type of recipients is not available, but we know that only 3% of the income to voluntary sector in 2001 came from private sector sources, mostly in the form of corporate sponsorship.

- *Corporations show evidence of 'enlightened self-interest', not philanthropy. The NAG noted that a very small proportion of the voluntary sector's income comes from corporations (NAG).*

CONCLUSION

Scotland has a benign operating environment for civil society. Scotland is a liberal democracy and is regarded as having a fair and open political process with a free press. Evidence points to high levels of public spiritedness and enthusiasm in Scottish society, much of which is conducive to a vibrant civil society. While political party membership is declining, and interest in non-partisan political action is increasing, there is also evidence in main stream Scottish politics of a shift to a diversity of ideologies and a proliferation of single-issue political campaigns, such as free care for the elderly, tuition fees paid by the state and free school meals. Since devolution, a number of independent candidates and a greater variety of political parties have found seats in the Scottish Parliament compared to the Westminster UK Parliament. Scotland has a strong, devolved and effective legal system, which guarantees many basic rights for its people. However, not all laws are devolved, and there is evidence of an erosion of rights by new restrictive laws introduced at the UK level around terrorism and asylum seekers. It was noted that these laws are being challenged in Scotland by civil society, despite hostile politics and a hostile media.

Assessing the social and economic climate within which civil society develops is difficult in a comparative project, which includes so many other much poorer countries. However, despite being part of an OECD country, in Scotland, it should be appreciated that there is a discernable gap between rich and poor, in terms of access to education, training and information services. It was also noted that Scotland's has its own peculiar form of social intolerance within which civil society operates, in the form of religious sectarianism. However, overall the evidence points to high levels of public spiritedness, increasing trust and enthusiasm in society, which is in turn conducive to a vibrant civil society.

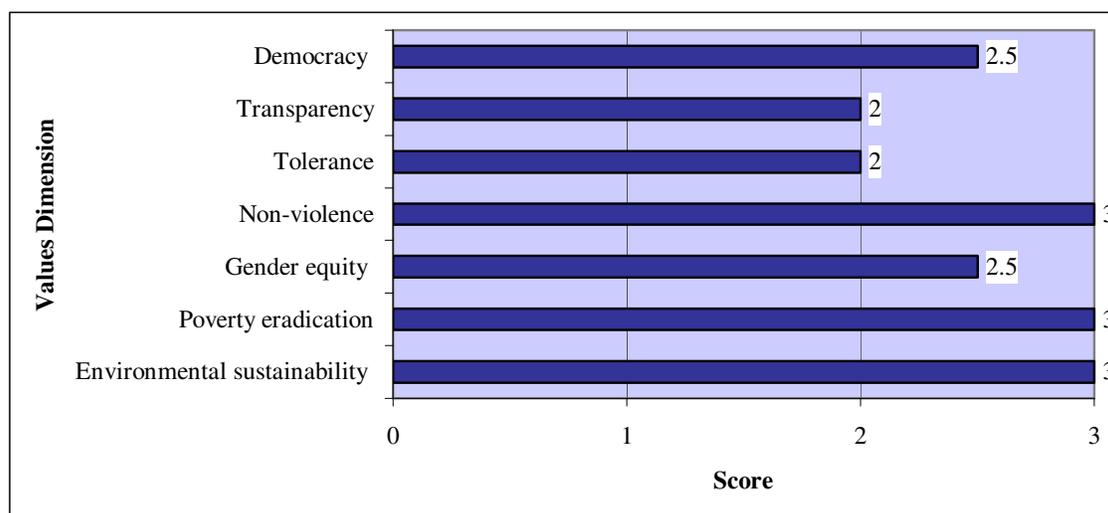
Assessing the level of freedom and the conduciveness of the legal environment for civil society is difficult in Scotland, because civil society is so fragmented. Registration requirements, tax benefits, even the nature of the advocacy allowed for CSOs can vary considerably between trade unions, charities, academic centres and faith groups. It is not always the case that it is government restricting the freedoms. Politicians also need to tow the party line, trade union members need to reflect a shared solidarity, religious groups need to follow the direction from their religious hierarchy and voluntary organisations may be pressured to appease their funders. Nevertheless, Scotland has a productive and reasonable dialogue with the state. This dialogue is improving through certain mechanisms, such as the voluntary sector 'compact' with Scottish Executive and their support for the Scottish Civic Forum (see section I). Despite the rather strong profile given to Corporate Social Responsibility (CSR) in the private sector, there is limited evidence available

of actual CSR activities and private sector funding to CSOs is low. Nonetheless, the relationship between civil society and private sector on the whole appears positive in Scotland though our understanding of details of this is still developing.

3. VALUES

This section describes and analyses the values promoted and practiced by Scottish civil society. The score for the Values Dimension is 2.6, reflecting the very strong value base of Scottish civil society. Figure III.3.1 presents the scores for the seven subdimensions within the Values dimension. The scores for transparency and tolerance, though scored high at 2, stand out as areas for improvement.

FIGURE III.3.1: Subdimension scores in values dimension



3.1 Democracy

This subdimension examines the extent to which Scottish civil society actors practice and promote democracy. Table III.3.1 summarizes the respective indicator scores.

TABLE III.3.1: Indicators assessing democracy

Ref. #	Indicators	Score
3.1.1	Democratic practices within CSOs	2
3.1.2	Civil society actions to promote democracy	3

3.1.1 Democratic practices within CSOs. UK analysis of the voluntary sector indicates that internal democracy is valued by CSOs as a form of legitimacy, but there are concerns for whether there is sufficient accountability. The nature of the democracy required by charitable CSOs is not set down in Law, but left to the organisations or sectors concerned. However, the Charity Law Bill currently passing through the Scottish Parliament in 2005 will require charity trustees to represent only the interest of the charity, beyond any of the interests of its trustees. Comparative research into cooperatives in Scotland and abroad finds that cooperatives are increasingly imitating private sector practices in order to compete and this is undermining their ability to distinguish themselves from private corporations, which are much more 'top-down'.

Cautionary note: It is impossible to generalise however as civil society in Scotland comes with many different forms of governance, from small and closed membership to extensive user involvement.

- *The NAG noted a lack of a comprehensive statistical base and highly variable data between subsectors. (NAG)*

3.1.2 Civil society actions to promote democracy. Evidence for civil society initiatives to promote democracy includes web-driven resources to increase public access to decision making, such as the Rural Gateway project (over 70 hits per day), Youth Parliament and Workwithus.org. However, the Sustainable Development Commission for the UK has suggested that such initiatives by civil society, particularly where they involve single-issue campaigns, may be damage prospects for public participation, by eroding public confidence in the more established routes into influencing the decision-making of Government.

- *Cited evidence is partial: topical issues suggest a strong role e.g. G8 campaigns. Promotion especially strong in particular groups e.g. women, LGBT, disability. A broader consideration of national-level CSOs should include the work of the Scottish Civic Forum to bring wider a public engagement in Scottish parliamentary democracy (NAG).*

3.2 Transparency

This subdimension analyses the extent to which Scottish civil society actors practice and promote transparency. Table III.3.2 summarizes the respective indicator scores.

TABLE III.3.2: Indicators assessing transparency

Ref. #	Indicators	Score
3.2.1	Democratic practices within CSOs	2
3.2.2	Civil society actions to promote democracy	2
3.2.3	Civil Society actions to promote transparency	2

3.2.1 Corruption within civil society. There is evidence of occasional rather than widespread concerns voiced in the mainstream media around regulation of charities in Scotland, and how lack of regulation may have contributed to a small handful of high-profile charity scandals that emerged in 2003. One view expressed by a former CEO of Cancer Research UK in the wake of the scandals was that Scotland is seen as an easy touch when it comes to avoiding scrutiny. Meanwhile, NCVO's 2004 report into the transparency of the sector states that debates about the sector's accountability are taking place against a backdrop of declining public trust and confidence in all social institutions, public, private and voluntary - although this is based on the perspective of commentators rather than statistical evidence.

Cautionary note: It is important to point out many of concerns around regulation will now be picked up by the new Office for Scottish Charities Regulator. This is currently an agency which is on the verge of becoming a statutory body through current legislation working its way through the Scottish parliament.

- *The NAG notes that rare cases of corruption often receive a high profile. The NAG suspects that these cases are very rare at all levels (anecdotally), and that there are strong safeguards, in particular through the role of media and the need for public reputation.*

3.2.2 Financial transparency of CSOs. Charitable organisations have themselves noted a widespread inconsistency and lack of transparency in charity account reporting. This is partly due to concerns amongst CSOs that they need to keep their expenditure on non-charitable activities within 'acceptable' limits, and is facilitated by loose accounting definitions in the SORP 2000. Only regulated CSOs (roughly 50% of CSOs) such as charitable CSOs and mutuals make their accounts publicly available. Certain faith-based CSOs are historically exempt from this requirement.

- *The NAG noted that at least 50% of CSOs publish their accounts to satisfy regulators. And suspect that many more CSOs such as churches and many others for fundraising reasons will also make their accounts available on request from the public.*

3.2.3 CSOs actions to promote transparency. There was no publicly available evidence found. Cautionary notes: It is not clear to what extent Scottish CSOs may have played a part in the enactment of the Freedom of Information Acts, which have been implemented both in Scotland and other parts of the UK. However, it could also be argued that much of the motivation that drives corporate social responsibility agendas in large corporations is to some extent a response to challenges set down by civil society campaigners.

- *The NAG senses that there is plenty other evidence available, but not collated. The NAG also notes high media publicity when CSO campaigns do take place.*

3.3 Tolerance

This subdimension examines the extent to which Scottish civil society actors and organisations practice and promote tolerance. Table III.3.3 summarizes the respective indicator scores.

TABLE III.3.3: Indicators assessing tolerance

Ref. #	Indicators	Score
3.3.1	Tolerance within the civil society arena	1
3.3.2	Civil society activities to promote tolerance	3

3.3.1 Tolerance within the civil society arena. There is a problem of sectarianism in Scottish CSOs, particularly associated with Sports, and particularly football. This was formally recognised by civil society stakeholders attending a summit on sectarianism, sponsored by the First Minister in early 2005. There was however a sense that this reflected loutish behaviour more than a true religious conflict. On the other hand the issue of Religious Marches and Parades were also seen as problematic for sectarianism, particularly where participants wore para-military uniforms. Again the perception was that behaviour was fuelled by alcohol rather than motivated by sectarian beliefs.

- *The NAG sensed that the evidence does not highlight the extent to which these significant intolerant forces exist within civil society and it suggested that these are not necessarily isolated. The concern was raised that people in these parts of the sector were also on the boards of other civil society groups, and they don't encounter enough protest. The NAG's score was adversely influenced in particular by poor track records in churches on gender and sexual orientation. (NAG)*

3.3.2 Civil society activities to promote tolerance. Studies of volunteering in Scotland 1999-2000 has shown that there is a problem with negative attitudes amongst some volunteer-involving CSOs toward people with disabilities and evidence of poor knowledge amongst CSOs on the ethnic minorities in their communities. Analysis of the voluntary sector shows that paid employment of ethnic minorities is more likely to be found in service-delivery orientated organisations. UK consultations by the UK Race in Europe Network has found a perceived lack of power sharing with and adequate representation of black and ethnic minority Groups in the decision-making process, which has contributed to the perpetuation of racism.

- *The NAG noted that the evidence is biased towards negative cases. They outlined notable examples of CSOs working against intolerance, particularly around challenging the sectarian underpinnings of some sports and faith groups, and anti-racism campaigns. Much of the activity around race and sexual orientation discrimination legislation for example would not have taken place without civil society pressure. (NAG)*

3.4 Non-violence

This subdimension describes and assesses the extent to which Scottish civil society actors and organisations practice and promote non-violence. Table III.3.4 summarizes the respective indicator scores.

TABLE III.3.4: Indicators assessing non-violence

Ref. #	Indicators	Score
3.4.1	Non-violence within the civil society arena	3
3.4.2	Civil society actions to promote non-violence	3

3.4.1 Non-violence within the civil society arena. According to the Prio/Uppsala Armed Conflict Dataset, the UK is not regarded as a violent country at the current time. However, there was an anticipation in the media and by public authorities at the time this CSI assessment was made of violence amongst protesters in the G8 summit hosted at Gleneagles in 2005 and this was a major media topic in Scotland at the time. There are also some single issue civil society groups that do advocate violent means to their ends. One example where this is promoted is with the Animal Liberation Front, whose policies according to their website, advocate destruction of property and direct action, but falls short of publicly advocating 'endangering life'.

- *The NAG wanted to emphasise that there was no dissent within their assessment that Scottish civil society is a non-violent arena. (NAG)*

3.4.2 Civil society actions to promote non-violence. There is evidence of CSO activity to lobby for action from parliament and other institutions to reduce sectarian violence in Scotland. Key leaders in this arena include Sense over Sectarianism (2001), Nil by Mouth (2002) and the Church of Scotland (2002). A review of community mediation in Scotland by the Scottish Office in 1998 found that public sector led initiatives such as housing authorities had the advantage of greater sanctions which would be effective amongst those within their remit e.g. tenants, but not those who were not e.g. other residents. Although independent (CSO) schemes did not have sanctions, they were seen to be impartial by clients and could take up cases from a wide range of agencies, thus benefiting from economies of scale. Meanwhile, SACRO is an example of a Scottish CSO taking a lead in linking practice with policy and research around safeguarding communities and reducing offending to influence the development of Government policies and legislation. It does so by drawing on its own experiences of its service provision around mediation and restorative justice conferencing.

- *The NAG noted that there were important new developments not mentioned e.g. Iraq anti-war sentiments, zero tolerance initiatives in government were prompted by civil society. They noted the importance of spontaneous or mass movements in civil society (e.g. anti-war marches). (NAG)*

3.5 Gender Equity

This subdimension analyses the extent to which Scottish civil society actors practice and promote gender equity. Table III.3.5 summarizes the respective indicator scores.

TABLE III.3.5: Indicators assessing gender equality

Ref. #	Indicators	Score
3.5.1	Gender equity within the civil society arena	2
3.5.2	Gender equitable practices within CSOs	N/A ¹¹
3.5.3	Civil society actions to promote gender equity	3

¹¹ Indicator was not scored due to lack of evidence.

3.5.1 Gender equity within the civil society arena. Studies of the gender employment balance within voluntary sector organisations shows that women outnumber men by 3:1 in 2001 and trends data shows that this has skew towards women in the sector has been increasing since 1998. However, earlier research (in 1998) shows that the leadership positions are biased towards men in the largest organisations and 50/50 in smaller organisations. In terms of the membership within CSOs, there are indications that traditional women's interests CSOs have experienced declines in their membership in recent years. There are also indications that women are the minority in political parties, although there are indications that nationalist political parties (e.g. SNP) have a more balanced gender mix. Nevertheless, women MSPs are still a minority in Scotland despite the spin surrounding the devolved assemblies. Finally, for trade unions, union density is practically equal at 35% amongst both men and women.

- *The NAG notes that gender inequalities are built in to the structure within some faith institutions, with a resulting disparity between the gender balance of the rank and file membership and the lack of women in leadership positions. However, the NAG also pointed out the notable presence of women in leadership roles in a number of high profile professional associations and academic organisations; Glasgow Caledonian University, Scottish Fundraising Institute, Royal College Of Surgeons, Faculty Of Advocates.(NAG)*

3.5.3 Civil society actions to promote gender equity. The Scottish Women's Budget Group, led by Engender, has proved successful in bringing together a range of CSOs to lobby for embedding gender impact analysis within the Scottish public expenditure process, thereby ensuring that the government's policies are gender proofed. It should also be noted that improving equality, particularly for women is one of the key components within the most recent draft Scottish Executive spending proposals (2004) which may or may not suggest that the Scottish Women's Budget Group have already begun to make an impact on the public sector.

3.6 Poverty Eradication

This subdimension examines to what extent Scottish civil society actors promote poverty eradication. Table III.3.6 presents the indicator score.

TABLE III.3.6: Indicator assessing poverty eradication

Ref. #	Indicators	Score
3.6.1	Civil society actions to eradicate poverty	3

Civil Society currently has a very high profile around poverty issues, with broad coalitions coalescing around the G8 Summit set for Scotland in July 2005. The two main coalitions are the G8 Alternatives and Make Poverty History, which both have strong Scottish committees.

There is evidence that the Government values the contribution of Scottish CSOs to International Development. Most recently, the Scottish Executive announced a £3m fund to build the capacity of Scottish civil society working abroad in international development. And in the two financial years 1998-1999, the UK Department for International Development, with a poverty-focused international development programme, contributed almost three quarters of a million pounds to Scottish CSOs through the Joint Funding Scheme. The statistics for later years in Scotland are not available.

For domestic poverty work, SCVO's review of the Scottish voluntary sector database in 1999 showed that around half of the sector's £2bn income went to organisations that worked in social

welfare related fields of work, suggesting that much of civil society resourced activity is in support of disadvantaged groups.

3.7 Environmental Sustainability

This subdimension analyses the extent to which Scottish civil society actors actively practice and promote environmental sustainability. Table III.3.7 presents the indicator score.

TABLE III.3.7: Indicator assessing environmental sustainability

Ref. #	Indicators	Score
3.7.1	Civil society actions to sustain the environment	3

The UK Sustainable Development Commission (2001) found that major environmental NGOs in the UK have always provided strong leadership in the policy debate at national and international level on key environmental themes. The major NGOs embraced sustainable development, but retained a focus on their individual key themes within this framework. However, there is a more recent set of NGOs that have developed a more specific sustainable development remit at regional or sectoral level. While at local level, NGOs have been successfully creating links between social, environmental and economic issues. More recently, in Scotland, a number of CSOs have been involved in advancing community-scale renewable energy schemes with high-profile success stories in Gigha and Castlemilk.

- *The NAG noted the role of civil society in community asset buy-outs and community recycling. (NAG)*

3.8 Other values not presented above

This space was provided to capture issues not covered by the indicators above, and was used to consider the role of corporate governance in Scottish civil society, as distinct to internal democracy above.

3.8.1 Corporate Governance. A revision of the legal requirements for charity trustees is in the Draft Charities and Trustee Investment (Scotland) Bill to be considered by the Scottish Parliament in the 2004 session. However, guidance on good practice in Corporate Governance has been left to the sector. NCVO has drafted a possible framework for a dedicated voluntary code of Corporate Governance for the voluntary sector in England. This has not yet been mirrored in Scotland.

- *The NAG noted the strong influence of legislation and regulation. As this indicator was not part of the CIVICUS shared indicators, it was deliberated by the NAG, but not scored.*

CONCLUSION

Civil society is a key driving force in promoting the values of non-violence, peace, sustainability and tolerance in Scottish society. Apart from the more visible movements, such as the anti-war marches and environmental campaigns, the role of organisations lobbying against sectarianism, the strong role of civil society in community mediation, restorative justice, gender equality and against poverty and racism was highlighted by the CSI. The CSI also noted that values, although strong, were not always equally shared across civil society and has led, in some instances, to clashes between CSOs, and, in some cases, CSOs playing host to sectarianism and intolerance. In general, a move towards more user involvement and governance in some parts of civil society was observed. However, there still are many ‘cliquey’ CSOs in other parts of the sector, where

organisations limit the range of people making decisions about the direction of their organisations to groups they feel most familiar and comfortable with, along the lines of age, ethnicity and social background.

In terms of internal CSO democracy, different types of organisations (trade unions, churches, voluntary organisations) are subject to different levels of influence from their constituency. It remains the case that people outside the leadership have the power to oust the board in Annual General Meetings (AGMs), an opportunity provided by the large majority of CSOs in Scotland. However, experience suggested that turnout at AGMs is often low. This indicates a wider issue about the availability of internal democratic mechanisms versus the use of it by CSO members. Correspondingly, the theme of corporate governance was not found to be a driving force in Scottish civil society, but it does appear to be a significant theme which is being reinforced by developments in the regulatory environment.

The assessment found that CSOs appear to be underpinned by a strong set of internal values. Major corruption scandals are rare in civil society, but at a more local level, some small organisations are sometimes used for political purposes. On balance, it was noted that in Scottish civil society there are ways of dealing with corruption, particularly through the role of the media, and where corruption is identified many CSOs take steps to deal with these issues internally. The available evidence points to recent efforts towards equality in membership and leadership in some civil society sectors, for example professional associations and trade unions. In community councils and some political party memberships, there is currently a fair gender balance. In professional associations, the role of women in leadership roles in a number of organisations, such as Glasgow Caledonian University, Scottish Fundraising Institute, Royal College of Surgeons and the Faculty of Advocates, was emphasized.

There are notable clashes in the values held by different factions of civil society and these have emerged around campaigns against religious sectarianism, animal liberation, G8 Summit protests and sexual orientation. Moreover, some parts of civil society have appeared to preserve exclusive practices. In particular, some faith-based civil society sectors do not appear to share the more liberal choices in other sectors, and in some cases appear to actively promote intolerance. Religious intolerance is not just represented by Catholic vs. Protestant sectarianism, but also intolerance between other faiths groups. A minority of single-issue campaigning groups also advocate violence as one of their means, but there are many more CSOs and movements that specifically campaign against violence, particularly violence directed towards one or more minority groups. Nevertheless, violence within civil society in Scotland exists most prominently as religious sectarianism, and, in particular, as sports-based sectarianism and racism in football clubs and fan clubs.

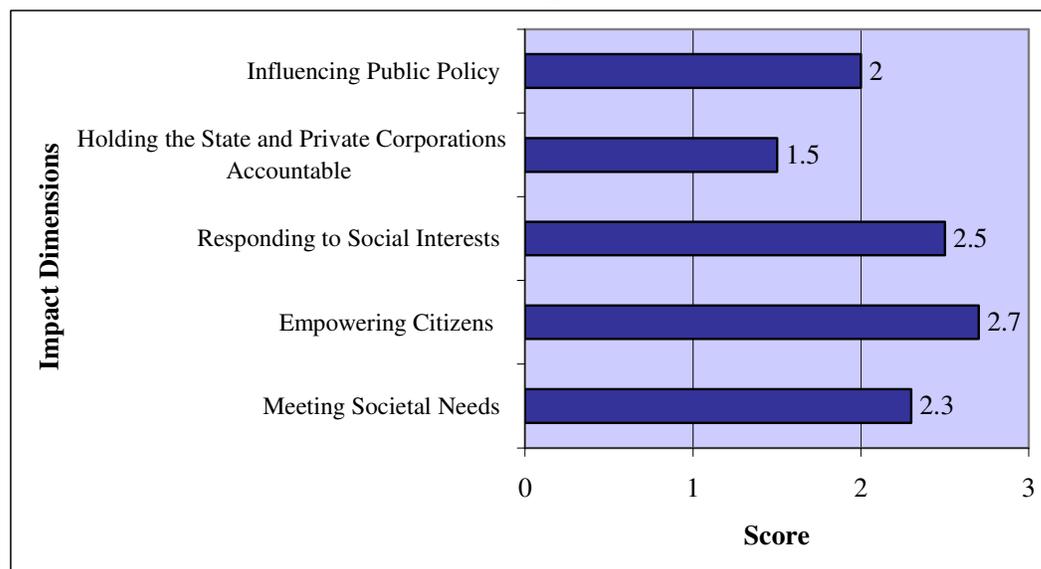
Scottish civil society is very actively engaged in poverty eradication both in Scotland and beyond and is well supported. Scottish civil society's anti-poverty messages were put under the limelight at the G8 Summit in June 2005, with the Scottish contribution to the Make Poverty History campaign. However, the scope of the sector's role in this area still needs further study.

It is clear therefore that Scotland's civil society has a strong value base to its activities, and that these values are not always shared and are sometimes in conflict between parts of Scotland's civil society.

4. IMPACT

This section describes and analyses the extent to which civil society is active and successful in fulfilling several essential functions within Scottish society. The score for the Impact Dimension is 2.4, reflecting high level of impact for Scottish civil society. Figure III.4.1 presents the scores for the five subdimensions within the Impact dimension. Here, the very high score for influencing public policy and meeting societal needs is noticeable, and contrasts substantially with the very low score for holding state and private sector accountable. However, the score for influencing public policy and holding the state and private corporations accountable should be taken with care, as there was no direct evidence supporting the assessments for some of the indicators in those subdimensions.

FIGURE III.4.1: Subdimension scores in impact dimension



4.1 Influencing Public Policy

This subdimension describes and assesses the extent to which Scottish civil society is active and successful in influencing public policy. Table III.4.1 summarizes the respective indicator scores.

TABLE III.4.1: Indicators assessing influencing public policy

Ref. #	Indicators	Score
4.1.1	Social policy impact	3

4.1.1 Social policy impact. There are many examples and case studies where CSOs have played a role in bringing about positive changes in public policy, around for example, new charity law, free personal care for the elderly, disclosure checks, protection of children, student tuition fees. Despite many CSOs promoting successes in changed policy as a vindication of their efforts, there is however not much evidence available to attribute any of these changes solely to civil society influences. The success of the influencing role, as opposed to the success in the changes that have been influenced is not available in the research literature beyond anecdotes. However anecdotally, this role appears to have grown in strength, and the scale of civil society representation and policy influencing appears to have increased.

- *The NAG noted that direct evidence on discerning cause and effect lacking for civil society influence, but they do sense that CSOs are being called repeatedly to parliamentary*

committees to provide specialist advice and a positive sense of achievement compared to the pre-devolution situation. (NAG)

4.2 Holding the State and Private Corporations Accountable

This subdimension analyses the extent to which Scottish civil society is active and successful in holding the state and private corporations accountable. Table III.4.2 summarizes the respective indicator scores.

TABLE III.4.2: Indicators assessing holding state and private corporations accountable

Ref. #	Indicators	Score
4.2.1	Holding the state accountable	1
4.2.2	Holding private corporations accountable	2

4.2.1 Holding the state accountable. No publicly available evidence found.

- *The NAG suggests that Scottish civil society is relatively weak on monitoring technical aspects of state performance, such as financial, economic and legal aspects and more effective in a limited way on querying policy outcomes. The NAG's sense of this was strong enough for them to be comfortable scoring this indicator despite the lack of formal evidence. (NAG)*

4.2.2 Holding private corporations accountable. No publicly available evidence found.

- *The NAG noted that it is much easier to identify the activity than to assess the impact, and noted that there certainly was much activity particularly by trade unions and environmental organisations. The NAG's sense of this was strong enough for them to be comfortable scoring this indicator despite the lack of formal evidence.*

4.3 Responding to Social Interests

This subdimension analyses the extent to which Scottish civil society actors are responsive to social interests. Table III.4.3 summarizes the respective indicator scores.

TABLE III.4.3: Indicators assessing responding to social interests

Ref. #	Indicators	Score
4.3.1	Responsiveness	3
4.3.2	Public trust in CSOs	2

4.3.1 Responsiveness. This indicator is concerned with how effectively civil society actors respond to priority social concerns. Paradoxically, it is the opposite that may merit more consideration. There is evidence from the disenfranchised stakeholder consultations (SCVO 2005) that CSOs are taking a role in issue areas that are not seen as priority social concerns in the government and media, such as working with travellers and working with ethnic minorities in rural areas. Their work with empowering older people suggests that they are filling in gaps that may become priority social concerns in the near future as demography changes.

- *The NAG asked "priority according to whom?" If government's priority, then it responds to both priority and non-priority areas. (NAG)*

4.3.2 Public trust in CSOs. There is a high level of respect for what charities do amongst the public, 91% in one 1999 UK poll. However, the Eurobarometer 2003 UK survey shows that trust for specific CSOs varies considerably between charities (68%), religious institutions (37%), trade unions (35%) and political parties (12%). With the exception of political parties, trust in these CSOs is considerably higher than for national Government or national parliament. There are

indications that the Scottish sample within this survey mirrors the UK-wide sample. UK analysis of transparency in the sector notes declining public trust and confidence in all social institutions. Although there is a widespread agreement that public trust in the voluntary sector CSOs is higher than in the public and private sector, the lack of regulation to date, particularly in relation to fundraising, has also been seen as a problem.

From the disenfranchised stakeholder consultations (SCVO 2005), it appeared that service-users had a lower level of trust in CSOs that were contracted to provide specific services for people who had been grouped together artificially merely because that was how they were seen in public policy. In some cases a potential for conflict within these artificial groupings was also present, such as in homeless hostels, ethnic minority cultural events in rural areas and services arranged for asylum seekers. However, trust was higher in CSOs that aimed to provide a space without prescription on how that space should be used. In these cases labels were not seen to be imposed. Examples included asylum seekers using Church meeting rooms, drop-in centres for LGBT, and urban drop-in centres for young ethnic minorities.

- *The NAG wanted to highlight that the evidence was still very selective. The NAG also highlighted that they would have to score this indicator on the basis of the 'charity' brand rather than civil society as a whole. (NAG)*

4.4 Empowering Citizens

This subdimension describes and assesses the extent to which Scottish civil society is active and successful in empowering citizens, especially traditionally marginalized groups, to shape decisions that affect their lives. Table III.4.4 summarizes the respective indicator scores.

TABLE III.4.4: Indicators assessing empowering citizens

Ref. #	Indicators	Score
4.4.1	Informing/educating citizens	3
4.4.2	Building capacity for collective action and resolving joint problems	2
4.4.3	Empowering marginalized people	2
4.4.4	Empowering women	3
4.4.5	Building social capital	3
4.4.6	Supporting/creating livelihoods	3

4.4.1 Informing/educating citizens. The CSO network, IDEAS (International Development Association of Scotland), which includes a number of high profile NGOs, administers Development Awareness Mini-Grants each year in Scotland on behalf of the Scottish Executive. This indicates government recognition of the role of Scottish CSOs in community learning and development on international development issues.

Cautionary note: Although evidence-based reviews of the success of CSO public campaigns and public lobbying is hard to come by, there are a wide range of CSO activities reported in the media and it would be interesting to properly assess the extent of this in a media review exercise.

- *Civil society is definitely active and success is evident. Additional evidence: strong civil society role in community learning, role of the Scottish Civic Forum and particularly the Citizen's Advice Bureau network (NAG).*

4.4.2 Building capacity for collective action and resolving joint problems. The Scottish Social Attitudes Survey 2002 finds that 67% of the public would sign a petition compared to 54% who would contact their MP in the face of an unjust or harmful law being considered by parliament. Almost half as many, 30% would get involved in a campaigning organisation, and 10% have

actually done so. However, most people would rely on existing civil society initiatives, as only 7% would set-up their own group, and only 2% have actually done so. However, initiatives from CSOs may not always be joined-up. Research in Scottish rural areas has found a link between the increased participation of women in the paid labour force in rural areas and reduced level of active volunteering in rural civil society.

The disenfranchised stakeholder consultations (SCVO 2005) suggested that whereas civil society is defined as activity outside of the family, strong family foundations is often the starting point to wider participation. This was particularly borne out in the older people focus group, travellers and urban regeneration area focus group. However, this was correspondingly less prevalent in the groups with the homeless and LGBT groups, who appeared to be using civil society more to empower themselves, perhaps even to build a 'family'. Also notable, the focus group with members of the Shetland citizen's panel suggested that relative rural isolation, but strong resource empowerment (Shetland's oil economy) was associated with strong community activity. By contrast, a similar isolation, as suggested by the travelling community focus group participants and homeless group suggested that wider community activity seemed to take a backstage to 'sorting out survival first'.

Cautionary note: Despite the statistics on the willingness of people to form CSOs, this is a difficult indicator to evaluate without resorting to subjective judgements – perhaps civil society is an innate characteristic of humanity!

- *The NAG cautioned that while membership figures do not establish capacity for collective action, the figures suggest a gap between willingness to engage and capacity to do so. (NAG)*

4.4.3 Empowering marginalized people. This indicator aims to collect evidence on how active and successful civil society is in empowering marginalized people. The disenfranchised stakeholder consultations (SCVO 2005) showed that civil society appears to be the most effective with individuals who might benefit from connecting with other people with similar experiences. This includes the LGBT groups and ethnic minorities in rural areas. For them, civil society results in confidence building and empowerment. The research also suggested across the groups that Churches were playing an important, and often unseen, role in supporting marginalised groups. These roles were characterised by providing a non-judgemental space for service users where they could work out their own solutions to their needs. By contrast, there was little perceived role for Trade Unions by these groups.

- *Although plenty of examples are available, there is an indication of variable levels of involvement across the sector.(NAG).*

4.4.4 Empowering women. Scottish civil society is very active in the area of empowering women. For example, a high profile Scottish CSO, ENGENDER, has managed to bring together 300 women from a diverse range of backgrounds in its membership, who are committed to improving equality for women in Scotland. The Scottish Community Foundation has set up a Women's Fund, which made a total of 81 grants, from £134 to £5000 (in 2002), to a broad range of groups supporting women in their communities and in a broad range of geographic areas. According to VDS 2004, a large majority, 68% of volunteer managers are women, whereas 66% of volunteers are women. One of the disenfranchised stakeholder consultation focus groups, an urban regeneration area, suggested that civil society can provide a vehicle for community activism for women (SCVO 2005). It provided an opportunity of 'moving up through the ranks and going professional'. There was also a suggestion that the identity of the participants had been shaped by

their role as community activists. 'Life is not just about making benefits last from Monday to Monday - life can be richer than that'.

- *The NAG highlighted other examples including work done by Scottish Women's Aid, One Plus and many other smaller players. (NAG)*

4.4.5 Building social capital. There is evidence about the positive effects of involvement in civil society for the building of social capital. A research study into housing associations by Communities Scotland (2001) found a high degree of motivation for getting involved in wider roles to develop social capital in local communities. Much of this motivation came from the management committees themselves rather than external bodies, such as the public sector. On the other hand, direct pressure from tenants was also not a key factor. Research commissioned by ACTS (Action for Churches Together in Scotland) found that Church of Scotland congregations are on average involved in half of all activities that may generate social capital in their local communities, with reports of improvements in community relations. However, there is still uncertainty within the Church on whether it is their role to get involved in wider initiatives to develop social capital.

The disenfranchised stakeholder consultations (SCVO 2005) suggest that the most valued aspect of civil society was when it provided a safe non-judgemental space for the disenfranchised to link with peers. This was evident in focus groups with drop-in centres with LGBT, rural BEM, urban regeneration, rural isolated, homeless and young people and older people. This was also evident in the role of churches with travellers and asylum seekers. On the other hand, the research found that by merely marking out a specific group in need, CSOs are unwittingly reinforcing the social exclusion and helplessness of the group, in some cases ignoring the diversity within these groupings and contributing to their iconic status both to policy makers as well as to the groups themselves.

- *The NAG noted that there is stronger evidence on membership, as opposed to active membership of CSOs, which is not necessarily an indicator of wider social capital building. (NAG)*

4.4.6 Supporting livelihoods. The Scottish voluntary sector itself provides employment for 119,000 paid staff, three quarters are women and three-fifths are part-time. There are suggestions that the majority of these part-time positions may be creating a new market for people who cannot find part-time work elsewhere. According to the STUC's (2004a) report, 650,000 people of working age in Scotland have low levels of literacy and numeracy. Of these 520,000 are in employment. Against this backdrop, there is government commissioned evidence that a broad variety of CSOs are supporting individuals within communities to increase their income-generating opportunities. The Scottish Executive has recognised that 10% of all taught adult learning is provided by professional, voluntary and community organisations (2003). The Scottish Executive's own evaluation of New Deal Voluntary Sector option for Young People in 2002 found it to be effective in improving employability, but less effective in encouraging movements out of unemployment and into work and found an over-representation of women for this option compared to other options. (Scottish Executive 2003)

Community Scotland's (2002) research into the wider role initiatives undertaken by housing associations showed that their main aims were around achieving local employment or 'employability' gains. However, these tend to involve small projects with tight resource constraints. Credit unions, particularly larger ones, have been found to provide much better value for money than high street banks for both savings and loans (2004). Scottish trade unions have managed, on average, to increase wages for its women and narrow the gap between white and

non-white employees compared to non-union members (STUC 2004). Meanwhile, the Bridges project initiated by the Scottish Trade Union's Congress, has managed to place 70 refugees over 2 years (STUC 2004). There are also a total of 870 Union learning reps in the Scottish trade union movement, supporting their colleagues in the workplace (2004).

- *The NAG did suspect however that there is some evidence of an underemployment of people from disadvantaged communities by CSOs. (NAG)*

4.5 Meeting Societal Needs

This subdimension examines the extent to which Scottish civil society is active and successful in meeting societal needs, especially those of poor people and other marginalized groups. Table III.4.5 summarizes the respective indicator scores.

TABLE III.4.5: Indicators assessing meeting societal needs

Ref. #	Indicators	Score
4.5.1	Lobbying for state service provision	3
4.5.2	Meeting societal needs directly	2
4.5.3	Meeting the needs of marginalized groups	2

4.5.1 Lobbying for state service provisions. Presented here are some examples where direct evidence of the influence of CSOs is available: The Homelessness task force was set up by the Scottish Executive in 1999, and its recommendations have influenced the Executive's approach, who have made direct reference made to this group in taking forward homelessness policies. It is indicative of the role of CSOs that 5 out of the 10 members of the taskforce were drawn from Scottish CSOs. According to the Scottish Executive (2004), there is evidence that Scottish CSOs have been very vocal for lobbying on asylum-seekers needs, but they have not been successful in attracting specific Government funding for asylum seeker issues. According to the Catalyst Forum (2004), the lobbying of Scottish CSOs has been particularly important in ensuring that the Scottish Government has kept support for tuition fees for Scottish domiciles university students. The impact can be considered by referring to the Catalyst Forum's assessment of the impact of tuition fees in the rest of the UK since 1998, which finds that poorer students have had to borrow more and take on more paid work than their better-off counterparts.

Cautionary note: There is a long list of CSO led campaigns in recent years, and a long list of outcomes matching these campaigns, ranging from Community Care and Health Act 2002, repeal of section 3 Mental Health Act, POCSA Child Protection Act, to increased public service delivery by CSOs around community care, environment, children and families services, housing and homelessness. The difficulty is disentangling the influence of these campaigns from other factors, such as political expediency, local authority lobbying, UK Government pressure and so on.

- *The NAG noted that Scottish civil society is more active and successful in relation to devolved state powers, than UK wide powers. Other examples from social care and mental health were also mentioned. (NAG)*

4.5.2 Meeting societal needs directly. This indicator aims to measure how active and successful Scottish CSOs are in directly meeting pressing societal needs through service delivery or the promotion of self-help initiatives. A Scottish Executive commissioned survey (2000) found that the most popular forms of childcare support chosen by parents were personal contacts. However, CSOs i.e. 'Out of School' clubs were next on the list, ahead of a whole range of other service options. Scottish Executive social statistics (2002) also indicate that voluntary organisations have a substantial market share of a range of public services. This is particularly high for community care services, social care, trainee employment (New Deal) and literacy/numeracy. The strongest

market shares are for community care (30%), particularly residential care/learning disabilities (up to 70%), despite the fact that voluntary sector funding only accounts for 1% of Health Board Expenditure. In rural areas, the role of CSO in public services appears to be even more critical. The Scottish Agricultural Organisation Society (2004) points to locally initiated community action as a key driver in developing local services and business opportunities in partnership with public and private sectors.

- *The NAG noted that no measure was available for 'pressing societal need'. They also noted that the sector's role is strong, but not sufficient to meet the enormous level of need in society. (NAG)*

4.5.3 Meeting the needs of marginalized groups. Is civil society effective at meeting the needs of the marginalised? Due to statutory requirements placed on local authorities with respect to service provision for the travelling community in Scotland, but a lack of trust and access to the communities, civil society is seen as the most useful route to deliver on these requirements. And disagreements over whether mainstream school education is appropriate in the travelling communities means that some tuition is provided either privately or through CSOs, but this varies considerably by geographic area. Secondly, an audit of research commissioned by the Scottish Executive (2001) highlighted a series of research studies that raised the question of whether the provision of separate services for ethnic minority communities was the best solution, in the face of diverse interests and calls from Black-led CSOs for such services to be mainstreamed. It has already been hinted at that CSOs are intrinsic to rural support infrastructure. This is also supported by greater per-capita numbers of voluntary organisations in predominantly rural areas compared to urban areas.

- *The NAG noted that the term 'effective' could measure either volume of work or quality of work by civil society. The state and civil society often have a complementary role and civil society's role must be seen within the wider context of a mixed economy of service provision. (NAG)*

CONCLUSION

Scotland has 'a loud and vocal civil society'. While there has been some difficulty in finding direct evidence to attribute changes in public policy to calls from civil society, there is plenty of evidence and experience pointing to a very active and vocal civil society lobby. In contrast, the NAG felt that while civil society has been strong in querying policy outcomes, it has been generally weak at holding the state and private sector accountable. Nevertheless, according to the data on market share of public services, and its response to 'priority social concerns', it appears that civil society is meeting substantial need and proving very successful at helping government meet its service priorities. However, based on the NAG's experience, and during the course of the assessment, it was realised that despite meeting substantial need, it is not capable of meeting all of the need, and its impact is clearly stronger in those areas which are currently public policy priorities.

Despite the lack of formal evidence, the frequency with which civil society is called to give evidence to parliamentary committees is palpably higher, when compared to the situation before Scotland's devolution. The NAG assessed that civil society's input is valued since civil society groups keep getting called back, further suggesting that civil society representation and policy influence appears to have increased since devolution.

Much of the correlative evidence on impact remains anecdotal, due to a lack of information. There has been difficulty in finding direct evidence to attribute changes in public policy to calls

from civil society. The NAG believes that civil society is more effective at presenting the moral case and emotive aspect of the argument and focuses on policy outcomes rather than querying policies at the technical level, such as financial, economic and legal considerations. This may explain why in some cases civil society attempted alternative routes to address concerns, rather than tackling bad practices head on. This may also explain the NAG's sense of a relative weakness in civil society generally in holding the state and private corporations accountable.

There is clear acknowledgement in government reviews, that civil society is especially effective in meeting the needs of marginalised people. Yet, there are issues with comparison – effective could mean either volume of work or quality of work, and there is a problem in differentiating the role of civil society from that of government. However, it has been stressed that the ethos driving this work appears to be about complementing the existing provision, not competing with it. Although advocacy work exists to challenge existing state models of provision, what does civil society really want to do, strengthen provision, or compete with the state for it?

The evidence suggests that empowering people is one of the most valuable roles that CSOs can play. Within this context of individual empowerment, choice and lack of choice is the key aspect being tackled. The CSI project's own primary research into the experiences of disenfranchised stakeholders suggested that civil society is providing a vehicle for community activism and that the identity of the participants has been shaped by their role as community activists, but it also indicated that active membership, rather passive membership, in civil society groups has been most effective for building confidence among disempowered communities.

As the evidence, including SCVO's own research, shows, in many cases civil society is involved in unseen, unappreciated work. A critical example was the tremendously valuable role played by the Scottish Churches, LGBT centres and youth drop-in services in offering a non-judgemental space and time for marginalised groups to work through their own needs. Many other sources of support, including a myriad of self-help groups were noted, but some of the more high profile and well-resourced initiatives in civil society often had to work within categories determined by the government or the media. An example of this is the media and policy-based category of the 'travelling community' which actually encompasses a very diverse range of groups.

A crucial finding was that civil society also works in areas and with client groups not seen as public policy priorities. Here, examples of work with ethnic minorities in rural areas, HIV/Aids, violence against women, and empowering older people were noted. To some extent, particularly in the voluntary sector, CSOs are creating new groups in need; for example their own market. Could civil society therefore be at the forefront of identifying new social concerns in the near future as Scotland's demography changes? This is a positive message as it brings to the fore needs which were hidden before or previously emerging. There is also a negative aspect to this question; namely is civil society also unwittingly creating new stereotypes, that is, easy categories for policy-makers to deal with and to fund services for. Not only does this bring the danger of stigmatising and thereby further marginalising the groups in question, but these stereotypes may also be self-reinforcing to the client groups involved. It is suggested that civil society's role in this area needs further consideration, before any initiatives are put in place to strengthen it.

IV STRENGTHS AND WEAKNESSES OF SCOTTISH CIVIL SOCIETY

In this section we summarise the main strengths and weaknesses of Scottish civil society identified by the NAG.

1. STRENGTHS

Presented here are the main strengths identified and discussed during the NAG's assessment.

Civil society is strongly values-led. It is clear from Scotland's civil society diamond, that this is the strongest dimension, with a score of 2.6, in an already strong diamond. Civil society is a key driving force in promoting much of society's values and ensuring that these values are at the core of its work, even when this work takes place outside of the news headlines.

Civil society is strong in promoting equality. A key facet of civil society in Scotland is in redressing social and economic inequalities. It appears to be pivotal in addressing the gap between rich and poor, in empowering disenfranchised communities and in working against age-old intolerances, such as sectarianism in Scotland.

Civil society when working in coalition achieves a high public profile. During the course of this project, the emergence of high-profile civil society coalitions has been seen, such as Make Poverty History and G8 Alternatives, the anti-Iraq war marches and the diverse organisations and movements brought together in response to the Asian Tsunami. This represents a new, much higher profile way of operating cross-sectorally in civil society and has enhanced public awareness of the work of CSOs.

Civil society is confident and has high aspirations. Support infrastructure within civil society, with CSOs supporting other CSOs, is very well developed in Scotland, with many networks around which CSOs can coalesce. Cooperation on shared issues of concern, as well as impulse to self-regulation, is strong and hints at a sector which has the self-confidence to ensure its effectiveness and integrity.

Civil society enjoys a broadly benign operating environment. There is high public spiritedness and enthusiasm in Scottish society, and despite a decline in voting rates for government, participation in civil society has been increasing. Trust is higher for civil society than for the public or private sectors. Scotland has a fair and open legal system, which is conducive to civil society.

Civil society is loud and vocal in articulating its concerns. There is a very active and vocal civil society lobby across the sector, from articulating environmental concerns to social care and mental health. However, it is also active outside the public policy arena, articulating for example environmental concerns to the private sector and general public.

Civil society is meeting a great deal of need, particularly amongst hard to reach groups. While the state publicly recognises this role, it is also notable that civil society is particularly effective and keen to complement existing provision, not competing with it, thus reaching areas not otherwise reached. This is particularly notable where civil society attempts to identify unseen and unmet needs.

2. WEAKNESSES

Presented here are the main weaknesses identified during the NAG's assessment.

Civil society does not possess a consistent set of values shared by all its participants. Many of these values are set up in opposition to each other, such as LGBT support groups and some faith institutions, animal welfare and some academic institutions, some sports and faith groups and anti-sectarian campaigners. As a result, those wishing to engage with civil society on a holistic level can find it frustrating to bring a single unified civil society voice to the table. While a centralised voice may not be desirable in a diverse civil society, the lack of it does dilute the messages coming from civil society and their ability to influence public and private sector policies.

Civil society is not always inclusive and participative and in many cases finds itself discriminating against certain groups. Despite efforts to address this, particularly in professional associations and trade unions, there is still a 'clique' mentality in the sector when it comes to civil society governance. It does appear that the governance of many organisations is limited to a closed membership of people who feel comfortable and familiar with each other rather than, for example, different age-groups, ethnic minorities and people from different social backgrounds. With the exception of community councils and some political party memberships, gender equality remains a problem within civil society as it does in the other sectors.

Civil society is moving from longer lasting, albeit less high-profile coalitions, to short-term bursts of high-profile activity. While this trend, of a larger number of high profile campaigns, may put civil society on the public map, it may detract from more sustained efforts towards social change. Meanwhile, the longer lasting civil society coalitions do not achieve the same level of public profile. Part of the problem appears to be the fragmentation of civil society into its constituent subsectors in Scotland, such as the voluntary sector, trade unions, political parties and faith-based institutions. The evidence of sustained links across these networks is not very strong. While civil society is becoming better connected through short-term bursts, the institutional landscape within civil society is not yet conducive to sustaining them.

Civil society may be setting its goals too high. As a highly aspirational sector of society, it fails to recognise how much it has already achieved, and how much it is already supported. The evidence points to dissatisfaction in civil society with the resources available to achieve its aspirations. When observed from a global context, these aspirations seem to reflect unrealistic expectations and far-reaching goals, which are often hard to resource. Civil society will not appreciate what it already has; its freedom, existing resources and supportive environment compared to many other countries.

Civil society cannot take its beneficial operating environment for granted. New legislation, the 'War on Terror', and associated limits to civil liberties appear to be beginning to have an adverse effect on people's ability to freely associate, which is ultimately a threat to the bedrock of civil society activities. There appears to be a danger that the highly organised parts of civil society, such as large voluntary organisations and established institutions, are becoming increasingly dependent on state funding and may be co-opted by the state and lose their connection to their grassroots origins.

Civil society seems to be stronger at speaking from the heart than the head. There are indications that civil society finds it difficult, with the professional associations sector being an

exception, to challenge public sector practice on more technical or fiscal grounds, such as public spending budgets.

Civil society in Scotland appears to be increasingly delivering services according to state priorities, particularly through the major increase in public service delivery by civil society that is funded by the state. Even when working with marginalised communities, there is evidence to suggest that civil society is sometimes reinforcing negative stereotypes by perpetuating the categories within which they work. The implications of this is that civil society could increasingly be in danger of becoming a sticking plaster for poor policies, rather than challenging society to meet real needs, not addressed in existing public policy.

V REFLECTIONS AND RECOMMENDATIONS

In the wake of this assessment a series of consultations were held to bring the preliminary assessment of civil society by the NAG to a wider group of people from civil society, in order to gather their reflections on the assessment and their recommendations for building on it. This involved a series of seminars with various civil society subsectors which were, for the most part, organised in partnership with individual members of the NAG, and aimed at bringing together stakeholders within a particular sub sector. Each seminar involved roughly 8-10 participants, except for the seminar with the Third Sector Policy Officers Network, which involved 20 participants.

Participants were asked to consider whether the assessment resonated with their experiences on the state of civil society in Scotland today, what the assessment had brought to our understanding of Scottish civil society and from this, to consider what more needed to be considered in order to build on the assessment to strengthen civil society (see Appendix 3 for more details). Their reflections and recommendations are presented below, with the key messages from the participants at each seminar summarised.

1. FAITH SECTOR PERSPECTIVE

A seminar with individuals coming from a variety of faith perspectives was organised with the Scottish Interfaith Council. This included members of the Bahai, Jewish, Sikh, Muslim and Catholic and Protestant Christian communities. The participants pointed out that they were ‘individuals from’ rather than ‘representatives of’ the diversity of faith groups.

Against the ‘structure’ dimension, the group suggested that participation in civil society requires education about what participation entails. It is important to note that many people are inspired by their ‘faith’ to act in other sectors and to give to charity. Should participation in civil society be supported by government funding? If government funding is seen as tainted, what about funding from right-wing movements, which also influences civil society development?

Against the ‘environment’ dimension, the group suggested that it was difficult to assess self-regulation, as different religious communities have different structures, and even breakaway groups can be part of the same entity with a different structure. They agreed that there is a move towards more transparency, but more work needs to be done.

Against ‘values’ the group agreed that civil society is not a homogenous entity when it comes to shared values. There is always some forum where you can express your view, and this will always be challenged somewhere else in civil society. When it came to democracy within civil society, it was important to consider the exclusion of groups within excluded groups. The perception of a ‘uniform’ community is not true within minorities. Moreover, the idea of ‘white’ synonymous with ‘majority’ community also needs to be challenged. Is there really a majority community?

Against ‘impact’, they suggested that much of civil society’s impact has come from its work campaigning, but participants were concerned that the assessment of civil society being better at delivering services to marginalised groups was actually a result of the state passing the buck to voluntary organisations. We need to challenge the idea that the areas within which civil society works is off-limits for the state, that is, the ‘government should do that’ vs. ‘we should do this’ mentality.

They agreed that devolution and the Scottish Parliament has been good for civil society, because it ‘brought in’ people, not just lawyers. However, they did not fully agree that civil society takes up the ‘crucial concerns’ of society. This, it was suggested, is perhaps only the case in certain sectors and on certain issues. The concerns of civil society can sometimes be different to the wider population as well as the state, such as for example, the detention of terrorist suspects.

2. VOLUNTARY SECTOR PERSPECTIVE

A seminar was organised with Scotland’s Third Sector Policy Officers Network, a peer network of voluntary sector policy officers, in order to bring a wider voluntary sector reflection on the assessment.

Against ‘structure’, the group questioned whether the high rate of involvement in non-partisan political activities reflected a true high quality of involvement. They were surprised that people are so ‘tight’ in donating just 1-2% of their income. They disagreed that ‘significant social groups are underrepresented’. Since, ‘we are aware of them’, they must be represented. They did agree that organisations are stronger if they belong to a network and agreed that there are more and more examples of cooperation on issues of common concern.

Against ‘environment’, the group suggested that the CSI is too optimistic about the environment within which civil society operates. There is still room for improvement in all areas, but particularly in the government to society interface. They noted that people do not have full or ‘maximum’ freedom to exercise their rights. There are still barriers even if some rights are available. They pointed out that civil liberties legislation is complicated by the selective devolution of powers between Scotland and the UK. Despite new freedom of information legislation, it is still difficult to get information unless you are within particularly elite circles. They sensed that the freedom of civil society remains limited in practice by funding constraints. Conditions attached to grants and issues relating to government assumed ownership of Intellectual Property Rights remain unresolved.

Against ‘values’ the group suggested that internal democracy in civil society depends on which area you work in. It is likely that all individuals probably want openness, but since it is rarely the primary aim of a CSO, it is not so visible. They agreed that civil society is active in promoting non-violence with examples particularly around child-abuse and domestic abuse. On the other hand, it is difficult to map tolerance and non-violence within civil society, because there are many secretive groups in civil society. However, they agreed that for the more visible organisations, non-violence is an important part of their approach.

Despite agreeing that there were a number of civil society initiatives to promote government and corporate transparency, they noted that civil society is not strong enough and, in particular, lacks sufficient public support to promote government and corporate transparency. However, they agreed with the assessment that environmental CSOs have a high profile in Scotland. Compared to private sector, they agreed that gender equality leadership is better in civil society, but pointed out that like all sectors it is still under-represented. While they agreed that trust was high in civil society, they also outlined a paradox that in a society with greater trust, anti-trust scandals will have a greater impact.

Against ‘impact’, they asked if the impact of, for example, Make Poverty History should be measured by awareness raising or other outcomes. The strong role of civil society in informing and education was reinforced with examples, such as debating ecological issues in schools. For

this group, it was clear that though civil society is very active, the reason its impact is limited is merely a result of limited resources. However, they disagreed that civil society is more effective than the state in service delivery and in delivering services to marginalised groups. Civil society is merely filling in the gaps.

In general, they suggested that a civil society focus is a good idea, because it shines a new light on existing issues. Civil society is not just a collection of organisations, and the more nebulous aspect to civil society is not evident in the assessment. In particular, more attention should be paid to the loosely structured or even unstructured social and cultural movements. They also suggested that it is easier to think of the influence of civil society within the UK rather than on a worldwide basis.

3. TRADE UNIONS PERSPECTIVE

A seminar was organised with trade union representatives through the Scottish Trade Unions Congress. This included members from the following Scottish/UK trade unions: Unison, Amicus, STUC, GMB and a trade union academic.

Against ‘structure’, the group was surprised by the high non-party political activities rate of 65%, reported by the CSI. They also questioned whether assessing donations as a national average rate is a good way of measuring income donated by the public in support of civil society. It was also seen as too high. They pointed out that when it comes to self-regulation, trade unions are actually subjected to effective regulation by statute, but they asked, is it too effective? However, in terms of cooperation, the situation in the trade union sector is not quite as healthy as reported in the CSI. Trade unions certainly can be better. Could coalitions, such as Make Poverty History, be a way forward? They warned that issues of trust still remain, as do issues of cooperation between the central versus local level.

Against ‘environment’, much of the CSI assessment failed to resonate with the trade union group. The NAG findings of full freedom and choice did not tally with the group’s concerns with the electoral system. They felt that the notion of ‘full freedom’ was overstretched and pointed to additional barriers for minority groups. They also sensed that threats to civil liberties were not isolated or occasional. They suggested a consideration of government initiatives around CCTV, repression of asylum seekers and ID cards, and they pointed out that civil society itself faces restrictions when it comes to supporting political action. Also, contrary to the assessment, CSO registration is not quick, simple or inexpensive for trade unions. There is not enough dialogue with the state, where civil society can help determine the policy priorities to work on, and there is too much formal consultation, where policy priorities are already set and civil society is merely asked to comment on the details for operationalising them. Finally, the trade union perspective suggested that the positive private sector attitudes to CSOs, which were identified, are largely due to statutory enforcement.

Against ‘values’, the group felt that while internal democracy structures are well developed in trade unions, they were not in other civil society sectors, but agreed that there is a lack of participation, especially for some minority groups. There have been recent debates within the trade union sector on this issue. They agreed that a broad-based public support for civil society is lacking, but suggested that it also the case that the public aren’t quite sure what the issues are. They did not entirely agree with the NAG’s more negative assessment of tolerance in civil society. They felt that trade unions do tolerate other views, because the mechanisms and checks

for this are built in to its structures. However, they did agree that acts of violence are rare within civil society and that civil society promotes non-violence.

Against ‘impact’, they agreed that civil society addresses the crucial concerns of the population, but like some of the other groups they disagreed that civil society is more effective than the state at delivering services. However, they did agree that civil society is strong at lobbying the government and added that trade unions, when well-organised, can punch well above their weight. Trade unions in particular play an important role in lobbying government as well as educating their own members.

In general, they suggested that some of their disagreements with the CSI were due to events that have happened since the assessment, such as the G8 protests of 2005 and terrorism and associated legislation. They asked if civil society is more self-critical than it needs to be, even when positive examples abound. Upon reflection, they felt that trade union CSOs make a substantial impact, but tend to fall down in engagement. They suggested that this may be because society has changed, but trade unions have not. Noting the relatively unsupportive environment surrounding civil society in Scotland during the Thatcher era, compared to today, they nevertheless asked if Scotland has moved as far towards a vibrant civil society as it would have wanted to. They agreed with the overall sense of the assessment, which suggests that civil society is indeed strong enough to make a difference in Scotland. However, they suggested that it may be able to do even better, and suggested that more work now needs to be done to explore alternative ways of working which may enhance civil society’s impact.

4. ACADEMIC PERSPECTIVE

A CSI Seminar was held at an international academic conference, ‘A World for All: Ethics in global civil society’, organised by Edinburgh University in September 2005. While the session was not as comprehensive as the other seminars highlighted in this section, the following general issues were raised.

There was a need for a self-reflection on the CSI process itself in Scotland. It was suggested that it should be appreciated within its historical context, particularly the Scottish Parliament, Scottish Civic Forum and devolution. Participants suggested that in snapshot studies, such as the CSI, the evidence can become out of date very quickly, and that this should be kept in mind. This, together with the limited depth to which the project could go, meant that the CSI would be more valuable as a way to raise debate rather than as a rigorous assessment.

5. INTERNATIONAL NGOS PERSPECTIVE

A CSI Seminar was also held at an event entitled ‘Eradicating Poverty at Home and Abroad – making the links and identifying synergies for action?’ organised by SCVO with participants from a range of international NGOs based in Scotland. The seminar was held after the conference and drew participants from the conference delegates.

Commenting on the assessments of the ‘structure’ dimension, there was a view expressed by some of the participants that the data sources that the CSI drew on are primarily skewed, particularly around participation in civil society. Reference was made in particular to the European Social Survey. There is a lot more going on in civil society and a lot more people are involved in lot more activities. For example, they suggested that both Make Poverty History and

recent emphasis on youth activity in CSOs had not been taken into account (at the time). To address some of these concerns, it was suggested that specific variations on a theme could be explored, for example young people involved in collective community action. However, it was also suggested by other participants that through informed viewpoints, opinions could be valued.

In terms of resources for civil society, it was also suggested that the continual push for funding has implications for future information needs. However, it was noted that it is difficult to gather evidence, and this needs professional input. There were also specific issues raised around international involvement of CSOs, with crucial issues of financial independence and innovation.

The CSI is geared towards macro statistics, rather than micro statistics, which gives a general view, but means that a variety of distinct issues end up all lumped together. Therefore, and from a 'values' perspective, it was suggested that the CSI findings could be used to set common goals for civil society. However, the specific roles of support organisations, such as CIVICUS should be to use the qualitative feedback from the CSI to develop specific policy objectives in order to ensure fluid and fast changes.

In general, it was felt that the CSI provides the statistics plus opinions to add to debate with others, which is valuable because it is something which can be discussed. This should not be a once-off, but a continuous process.

CONCLUSION – SHARED REFLECTIONS AND RECOMMENDATIONS

It is clear that the discussions were varied, therefore, instead of summarising all the views above some of the most common themes that emerged from the discussions are summarised here.

The assessment is most valuable as a way of generating informed debate. It was suggested that the current debate lacked the evidence to back up arguments, particularly evidence from the perspective of civil society. Participants also noted that the evidence available for the assessment was in many cases incomplete and raised many more questions than it answered. It therefore made sense for the study to contribute to debates where such questions could be further considered.

It is useful to be self-reflective within civil society, and this should be a continuous process. Participants suggested that organisations in civil society rarely afforded themselves the time to look at their own processes and needs in order to work more effectively towards their objectives. Certainly it was even rarer for civil society to self-assess at a cross-organisational or cross-sectoral level. The CSI should therefore be seen as a valuable opportunity to make this happen more often. Participants also felt that this type of assessment should be repeated on a regular basis not a one-off.

The assessment of Scottish civil society must be seen within its wider international context. Many participants expressed the view that Scotland, and Scottish civil society in particular, tended to be inward focused. There was an opportunity with the CSI to look at Scottish civil society within a wider context and to learn and share.

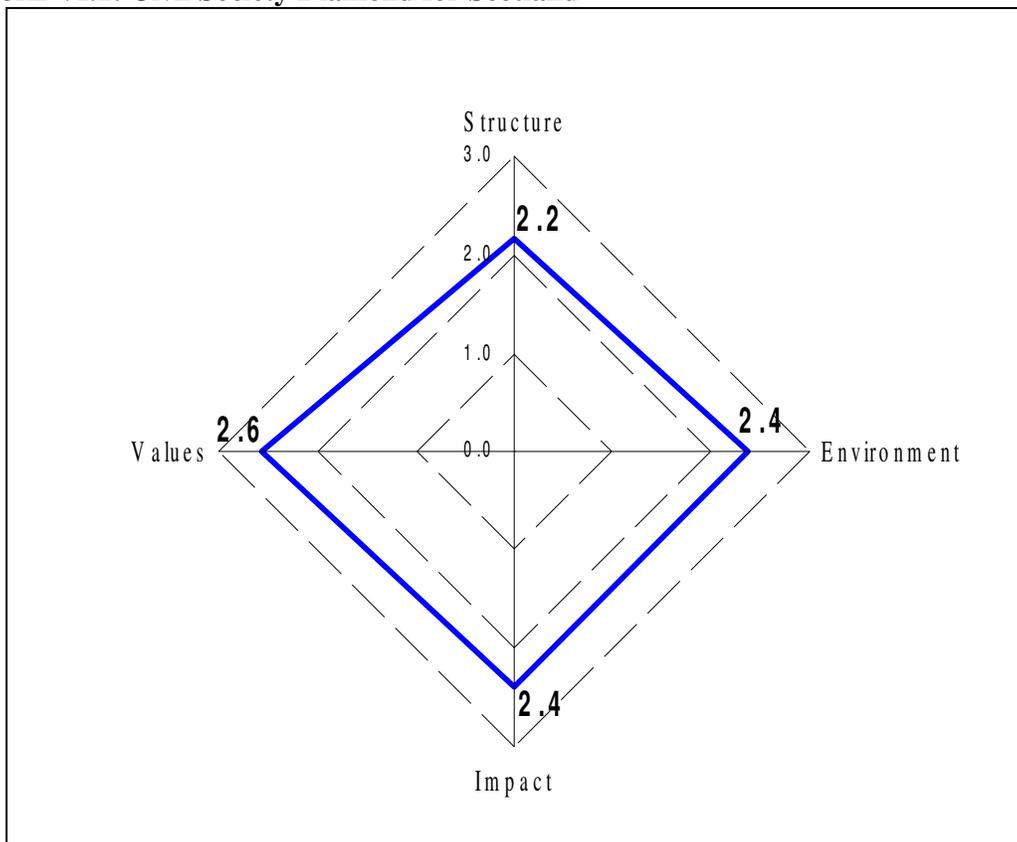
VI CONCLUSION

The conclusion seeks to offer an interpretation of the state of Scottish civil society based on the strengths and weaknesses, as depicted in the Civil Society Diamond, and reflections raised in the previous sections. This section then presents some suggested next steps from the CSI project team drawing from the reflections and recommendations in the previous section.

1. CIVIL SOCIETY IN SCOTLAND

The assessment of Scottish civil society is summarised graphically in the Civil Society Diamond for Scotland below (figure III.5). According to this assessment, Scottish civil society is relatively strong in its structure (2.2), has a significant impact in society (2.4), operates within an enabling environment (2.4) and works to very strong sets of values (2.6).

FIGURE VI.1: Civil Society Diamond for Scotland



The following interpretation of the evidence on the state of Scottish civil society is offered by this report.

A value-led civil society

The assessment hints at a value-based or value-led civil society. Looking at the evidence, civil society was found to be a key driving force in promoting the values of non-violence, peace, sustainability and tolerance in Scottish society. It leads in community mediation, restorative justice, environmental campaigns, gender equality and against racism. However, these strong values are not always shared and the assessment points to many clashes of values within civil society. How can one build on the strengths of a values-led civil society when civil society encompasses such a diverse range of values?

Promoting equality & participation, but not everywhere

In general, a move towards more user involvement and governance in some parts of civil society has been noted, but with many 'cliquey' CSOs still in other parts of the sector. There have been recent efforts to enhance membership and leadership equality in some sectors, such as professional associations and trade unions. In community councils and some political party memberships, there is currently a fair gender balance. Other parts of civil society continue to preserve exclusive practices, Victorian norms and occasionally even collusion towards intolerance, particularly with religious sectarianism. Empowerment was seen as one of the most important roles for civil society. Evidence shows active membership, rather than passive membership of civil society groups has contributed to building confidence in disempowered communities. However, civil society initiatives, particularly for black and ethnic minorities led organisations, is not as visible.

High-profile civil society coalitions

There are strong pockets of very well-organised and connected bits of civil society in Scotland, in the voluntary sector, trade unions, political parties and hierarchical faith institutions, but the evidence for links across these networks is not very strong. Civil society is fragmented. Yet, during the course of this project, there has been an emergence of high-profile civil society coalitions, such as Make Poverty History and G8 Alternatives, the anti-Iraq war marches and the diverse organisations and movements brought together in response to the Asian Tsunami. There has been a move from more formal, longer-lasting collaborations to shorter-term stellar bursts in civil society wide participation. Longer-term projects, such as the loosely-allied calls for the Scottish Parliament and the more formally structured Scottish Civic Forum have been no where close in generating the high-level enthusiasm of the newer civil society coalitions just mentioned.

A confident and aspirational civil society in Scotland

In contrast to other countries, there is a long history of recognising civil society in Scotland, with a gradual emergence and strengthening of churches, trade unions, professional associations and the voluntary sector. The evidence points to a wide range and level of umbrella bodies nurturing new parts of civil society and many new networks of organisations. It is important to note that much of this appears to reflect a newfound confidence within a palpably more supportive political environment as a result of Scottish devolution. Cooperation within civil society networks is strong and organised, particularly on shared issues of concern. It has been found that the self-confidence within the sector is also reflected by a strong impulse to self-regulate, especially in more formal parts of civil society. There also appears to be a high degree of aspiration by civil society in Scotland. These seem to reflect unrealistic expectations and far-reaching goals, which are often hard to resource. It appears that Scottish civil society has adjusted to its relative affluence in the wake of Scottish devolution, by increasing its aspirations, expectations and the loftiness of its goals.

A benign and conducive operating environment, for now

Scotland is labelled a liberal democracy and is regarded as having a fair and open political process with a free press. Evidence points to high levels of public spiritedness and enthusiasm in Scottish society, much of which is conducive to a vibrant civil society. An erosion of rights by new restrictive laws is being challenged in Scotland by civil society, despite hostile politics and a hostile media. Nevertheless, fragmentation of civil society in Scotland means that registration requirements, tax benefits and even the nature of the advocacy allowed for CSOs can vary considerably between trade unions, charities, academic centres and faith groups. These restrictions are just as much driven internally as imposed from the state.

However, there is an increasing dependency by CSOs on state funding and this raises questions about how free Scottish civil society will be from the interference of particular government policy

agendas, which have already stimulated growth of some parts of civil society to the detriment of others.

A loud and vocal civil society

Civil society, in this assessment, is a significant social force in Scottish society with a high degree of impact. In this case, 'a loud and vocal civil society' has been found. While there is difficulty in finding direct evidence to attribute changes in public policy to calls from civil society, plenty of evidence and experience point to a very active and vocal civil society lobby, particularly around flagship state policies. Scottish civil society is also loud and vocal outside the government policy arena, with organised, sustained and thought-out activities. In contrast, while civil society has been strong at engaging in the moral and emotive-side of its policy campaigns, broadly speaking, it has not matched this on the more technical side of the resulting debates in areas such as financial, economic and legal considerations. There are exceptions to this, raised during the reflection seminars, where specific parts of civil society such as professional associations, academic institutions and trade unions can be effective in this area.

Meeting need, but whose priorities?

The financial significance of the sector in community care, mental health, social housing, improving employability and adult learning, all point to a civil society sector meeting tremendous amount of need. However, civil society is not currently capable of meeting all of this need, and in particular, finds it a challenge to meet those needs which are not currently government policy priorities. Conversely, civil society is especially effective in meeting the needs of marginalised people, compared to private sector or statutory providers. The ethos driving this work often appears to be about complementing existing provisions, rather than competing with them. From the evidence, and in particular the research commissioned by this project itself, it appears that in many cases civil society is involved in unseen, un-judged work with ethnic minorities in rural areas, travellers, HIV/Aids, violence against women and empowering older people. Yet, by seeking out and establishing new service user groups in need, civil society is also in some cases inadvertently reinforcing existing stereotypes of 'disengaged' groups.

What has the CSI brought to Scotland?

The exercise to assess civil society in Scotland raised challenges around the comparative nature of this project. Scottish civil society appears to have high expectations. The NAG was concerned about this and how it might affect the comparative nature of this project. What about those countries that experience much more dire civil society constraints and less support than Scotland, but have lower expectations? Does this mean that some of the Scottish scores will be just as low as those countries? This raises an interesting question for further exploration about comparative assessments between countries and how each country interprets its evidence and is an issue which should be explored further.

Second, there was also a concern during the assessment about the lack of fully comprehensive evidence, not because it did not exist, but because in many cases the evidence was not publicly available. The Freedom of Information Act alone (whose recent enactment is a hot topic in all UK nations) is not sufficient. There is also a need to unlock the myriad of information held in people's heads. The CSI helps to unlock such information even within civil society networks, where members pride themselves in freely sharing knowledge. It has shown that any evidence-based action undertaken will always be based on partial evidence, even if this evidence is well balanced. So what did the CSI bring to Scotland? The answer is 'focus'. As a consequence of the CSI, Scottish civil society has the opportunity to become much more aware of the gaps in what is known and more confident in what is known. When civil society actors look to the future, they will be more aware of our capacity, ability and effectiveness, as well as the expectations they start with.

2. NEXT STEPS

SCVO will make every effort to publicise the findings of this study as widely as possible, to popularise this publication both among CSOs, and public policy makers – the government, civil servants and politicians, at the central and regional level. This publication should also serve as a useful reference text for students of civil society and related themes. SCVO will also initiate meetings with those members of the NAG and other interested parties, who are interested in continuing to be involved in taking the findings and recommendations of the CSI project further, for example by elaborating on the recommendations and attempting to put them into practice.

One important development for Scotland is that it will be a host, and SCVO will be the lead local host, to the CIVICUS World Assembly for 2006 to 2008. SCVO, therefore, plans to ensure that the increased spotlight on Scottish civil society, as a result of this event, will be supported by the preliminary assessment of civil society presented in this publication, and that this increased attention will provide a springboard to take this work further.

This publication will also serve as the basis for international comparisons within the framework of the Civil Society Index project as a whole. A number of countries, including Vietnam, Bolivia, the Czech Republic, Germany, Northern Ireland and Wales, have produced their own assessments. Many other countries will complete their work on the CSI during the course of 2006. International comparison is the task of CIVICUS and will take place at an international CSI workshop here in Scotland in June 2006. This conference will convene representatives from all of the national teams which participated in the CSI, as well as other project partners. CIVICUS will then evaluate and refine the methodology employed on the basis of current experience and findings and plans to repeat the project in the future.

Within the international CSI project, Scotland has cooperated with Northern Ireland and Wales to share ideas and approaches within the shared UK context. Initial plans are being made as to how to build on this work at the UK level.

LIST OF APPENDICES

- Appendix 1: List of NAG members
- Appendix 2: List of civil society stakeholders consulted as part of the CSI project
- Appendix 3: Overview of CSI Research Methods
- Appendix 4: Disenfranchised stakeholder consultations – executive summary
- Appendix 5: Reflection seminar with civil society subsectors – discussion questions
- Appendix 6: The CSI Scoring Matrix

Associated Project Reports available for reference

These reports are all available from SCVO's website: www.scvo.org.uk

SCVO (2005) *A Diamond for Scotland: Interim Assessment report for the Civil society Index in Scotland* SCVO

SCVO (2005) *Detailed Evidence Report for the Civil Society Index for Scotland* SCVO

Note that this report provides details of the evidence collected and their sources against a list of the indicators used and their associated questions.

SCVO (2005) *The Stockade Syndrome: Power and self-confidence in Scottish civil society - Civil Society Index / Social Capital Research Project Report* SCVO

Note that the Executive Summary is attached in Appendix 4 within this report

APPENDIX 1: LIST OF NAG MEMBERS

Advisory Group Chair: Stephen Maxwell (Associate Director, SCVO)

National co-ordinator: Ruchir Shah (Research & Policy Development Officer, SCVO)

International co-ordinator: Volkhart Finn Heinrich (CSI Project Manager, CIVICUS)

Civil Society Expert: Professor Will Storrar (Director of the Centre for Theology and Public Issues, Faculty of Divinity, University of Edinburgh)

Delegate	Representation
Charlie McConnell (Chief Executive, Carnegie UK)	Scottish Grant Making Trusts Group
Debbie Wilkie (Director)	Scottish Civic Forum
Douglas Murray (Secretary)	Association for Community Councils in Scotland
Gerard Hill (Regional Secretary)	Scottish Co-op (Representing cooperatives)
Iain Duff (Economist, Policy Unit)	Scottish Council for Development and Industry
Jane Salmonson (CEO, Mercy Corps Scotland)	Network for International Developing Organisations in Scotland (NIDOS)
John Park (Assistant Secretary)	Scottish Trades Union Congress
Maureen Sier (Development Officer)	Scottish Interfaith Council
Rami Ousta (Chief Executive)	Black and Ethnic Minorities in Scotland (BEMIS)
Rona Beattie (Head of Division of Human Resource Management and Development)	Glasgow Caledonian University (Representing academia)
Sian Kiely (Research & Information, RCN Scotland)	Royal College of Nursing Scotland (RCN) (Representing professional associations)
Simon Jaquet (Consultant, Formerly CEO, Youthlink Scotland)	Simon Jaquet Associates (Young people issues)

APPENDIX 2: LIST OF CIVIL SOCIETY STAKEHOLDERS CONSULTED AS PART OF THE CSI PROJECT

National Advisory Group (NAG)

Association for Community Councils in Scotland
 Black and Ethnic Minorities in Scotland (BEMIS)
 Glasgow Caledonian University
 Network for International Developing Organisations in Scotland (NIDOS)
 Royal College of Nursing Scotland (RCN)
 Scottish Civic Forum
 Scottish Co-op
 Scottish Council for Development and Industry
 Scottish Grant Making Trusts Group
 Scottish Interfaith Council
 Scottish Trades Union Congress

Disenfranchised stakeholder consultations (community gatekeeper organisations)

Frae Fife (black and ethnic minorities in rural areas)
 Jeely Piece Club (community centre)
 LGBT Youth Scotland (Lesbian, Gay, Bisexual & Transgender support centre)
 Rock Trust (young homeless people)
 Scottish Refugee Council
 Shetland Islands Council
 Stockbridge Centre (older people support centre)
 Travellers Education & Information Project
 Youth Zone (black and ethnic minority youth)

Reflection Seminars

Dundee Inter Faith Association, Catholic Christian Community, Scottish Churches Parliamentary Office, Glasgow Churches Together
 Unison, Amicus, STUC, GMB (trade unions)

(Full list of organisations consulted not available for the following)

Edinburgh University conference “A World for All: Ethics in global civil society”, CSI seminar (representatives from academic institutions)
 SCVO conference on international issues (International NGOs)
 Third Sector Policy Officers Network (voluntary organisations)

APPENDIX 3: OVERVIEW OF CSI RESEARCH METHODS

The methodology was designed to collate existing evidence where this is available and undertaking a series of consultative activities where the evidence is particularly weak.

Social forces analysis

The social forces analysis was a workshop activity carried out with the national advisory group in April 2004 to build a shared insight into how civil society fits in to wider social forces in Scotland. This would inform the focus of priority for the project's primary research programme. The workshop exercise was designed to help the group reflect on the most important social forces at work in Scotland, and how they interrelate.

The intended outcome of this series of activities was a list of topics and areas that would form the basis for designing and funding the CSI project's primary research activities. Despite this consideration, and despite a practice-run with SCVO staff, there was not enough time to complete the exercise fully. The output of this exercise, a visual map of the key social forces in Scotland, was created and the discussion accompanying the exercise was recorded to tape for later analysis.

Secondary evidence review

This was a review of evidence carried out in November to December 2004, and preparation of a draft evidence report on the state of civil society based on both secondary and primary research collected by the project.

This review of evidence is based on publicly available research reports and in most cases freely available through the internet.

In some cases, factual information presented on websites out of the context of a research report was also used where the robustness of the data needed would not be compromised.

The evidence was collected against a set of standard indicators developed by CIVICUS. The standardised indicators are comprehensive and are designed to facilitate international comparisons.

Consultations with disenfranchised stakeholders

A series of eight focus groups with 69 people drawn from disenfranchised sections of the community: young people, elderly people, homeless people, recent arrivals (refugees/asylum seekers), ethnic minorities in rural areas and the travelling community to identify and explore the following key research questions with the target groups:

- What do participants' experiences tell us about the capability of civil society to inform /educate citizens?
- What do participants' experiences tell us about the capability of civil society to build capacity for collective action?
- What do participants' experiences tell us about the capability of civil society to meet the needs of marginalised people?
- What do participants' experiences tell us about the capability of civil society to influence 'bonding', 'bridging' and 'linking' social capital in disenfranchised communities?

A summary of the key findings of this research is presented in Appendix 4.

Scoring exercise to assess the evidence

The scoring exercise was an activity carried out by the Advisory Group after the evidence collection phase of the project. The activity was split in to two day-long sessions; February 2005 to look at 'structure' and 'environment' dimensions of civil society and June 2005 to look at 'values and 'impact'.

In each session, the Advisory Group was presented with a draft country report, which was a summary of the evidence the comprehensive set of indicators. The indicators have been devised by CIVICUS and are shared between the 60 countries participating in the project.

The output of this exercise is a series of scores with accompanying qualifications. The scores were used to summarise the assessment along four broad dimensions (Civil society structure, environment, values and impact), but each of these was also disaggregated down to subdimensional scores. The qualifications aimed to show how and why the Advisory Group came to its assessment for each indicator. The full indicator descriptions and associated scoring options are presented in Appendix 6.

Consultations with civil society groups

The aim of this action is to make the preliminary assessment from the scoring exercise available for scrutiny by a wider group of civil society stakeholders, to use this as a basis for teasing out conflicts in interest, as a basis for identifying the action that would be needed to strengthen the role of civil society in making Scotland a better place to live, and the scope for delivering this action. Five seminars were organised with constituent civil society sectors held in June, October and November 2005. Participant numbers ranged from 9 to 20. A further two seminars which were organised with the professional (health) associations sector and the Scottish Equalities Coalition had to be cancelled to lack of adequate participant numbers.

Participants at these seminars were presented with a broad selection of findings from the civil society assessment conducted by the National Advisory Group (See Appendix 3 for details). They were asked the following questions:

- Do the assessments on the paper resonate with your own experience of working in voluntary organisations?
- Is civil society in Scotland strong enough to make a genuine difference? Could we do better?
- What has the civil society index assessment not taken into account?

APPENDIX 4: DISENFRANCHISED STAKEHOLDER CONSULTATIONS

Presented here is the executive summary of research conducted by the CSI project into the experiences of civil society by disenfranchised members of Scottish communities. The full research report for this study has also been published and is available from SCVO. This part of the CSI methodology was supported by funding from Carnegie UK.

EXECUTIVE SUMMARY

AIM

The principal aim of the research was to identify in what ways civil society builds the capability of individuals and communities to:

- Inform and educate themselves
- Take collective action
- Meet the needs of marginalised groups
- Build social capital

METHOD

Seven focus groups were conducted with the following ‘disenfranchised’ groups:

- Older people
- Young people (lesbian, gay, bi-sexual, transgender)
- Young people (black and minority ethnic)
- Asylum seekers and refugees
- The travelling community
- The black and minority ethnic community in a rural area
- Homeless people

In addition, two focus groups were conducted within specific geographical settings:

- Urban area with regeneration status
- Rural area without regeneration status

All the groups interviewed (whatever the degree of marginalisation) had experienced contact with at least some aspect of civil society. This epitomised the paradox of finding effective methods of engaging those who are ‘hard to reach’.

OVERALL CONCLUSIONS

- Participants welcomed the opportunity for their voices to be heard.
- Each group represented a potential resource for civil society, not just a ‘needy’ target group requiring assistance.
- Each group’s ability to contribute to and engage meaningfully with civil society was shaped by the ‘stockade syndrome’ (see below).

UNDERLYING CONCLUSIONS

Context and identity

- How we engage with ‘otherness’ is shaped by our own self confidence.
- The family is a major determinant of identity. While civil society is defined as activity outside the family, its effective operation is best supported by strong family foundations.
- ‘Mainstream’ society often sees as homogenous what is in reality very diverse.
- The ‘label’ used to describe the marginalised group is best created by those whom it describes.
- Generational change within marginalised groups represents a challenge to both their own community and to society at large.

Experience of civil society

- ‘Civil society’ was a difficult concept to grasp; linguistically because the term is not in common usage, and conceptually because the boundaries between the state and civil society in the UK are relatively ‘porous’.
- There is a correlation between the typology of voluntary organisations produced by Charles Handy (self help, service delivery, campaigning) and forms of social capital (bonding, bridging, linking).
- Two different models of volunteering are in evidence - community activism based on acutely perceived need (a necessity); philanthropy based on available time and benevolence (a luxury).
- The church is playing an important, and often unseen, role in supporting marginalised groups.
- By contrast, there is little perceived role for Trades Unions. This may reflect a perception that civil society engages people principally in their private rather than their working lives.
- Civil society depends to a large degree on the written word. It is difficult to be engaged without an adequate level of literacy.

Power and influence

- Safe and secure environments are an essential pre-requisite for power.
- Service users can, with the right support, progress to become service providers.
- In some settings, service users are critical of professional staff, and feel they are better placed to do the job themselves.
- A fundamental function of civil society bodies is to facilitate ‘bridging’ and ‘linking’ social capital within marginalised groups.
- Everybody has to go ‘home’. The effectiveness of ‘communities of interest’ is measured by their ability to help their members live in geographical communities.
- An individual’s experience of being valued as a volunteer is affected by where the power lies, particularly if that power is located outwith the community (either geographical or of interest).
- Civil society is most effective in communities in which those with power are visible and accessible, and citizens can engage with them.
- The ‘bridging’ and ‘linking’ definitions of social capital are helpful concepts, but the terms do not readily express the idea. A stronger term is required for ‘linking’.

- There is a danger of the ‘totemisation’ of marginalised groups. This is a subtle means whereby those with power celebrate diversity while retaining power. This is often not conscious.

A THESIS - THE ‘STOCKADE SYNDROME’

Building on the findings from the focus groups and the conclusions drawn from the discussions, the consultants propose the following thesis as a way of stimulating debate.

- The ‘*Stockade*’ represents the organisational infrastructure that is erected to support marginalised groups.
- The ‘*Stockade Syndrome*’ is an attempt to describe what can happen during this process. It concerns power and self confidence.
- A marginalised group is defined either by civil society or by the state.
- A stockade may sometimes be built by either civil society or the state, with *de facto* power remaining at this stage outside the stockade.
- People from marginalised groups enter the stockade seeking security and identity in order to survive, and some of the power is transferred to them.
- The stockade risks becoming a prison, if its inhabitants simply remain inside.
- In order to progress from surviving to thriving, they need to go out from the stockade.
- Engagement by the marginalised group inside the stockade with the wider community outside the stockade needs to be at both the ‘personal’ level and at the ‘structural’ level.
- The ease with which people can move out from within the stockade is in direct proportion to the self confidence of the individuals and of the marginalised community as a whole.
- The effective exercise of power can only take place outside the stockade.

There is evidence that some marginalised groups can be found barricaded in the stockade, some are tentatively making forays outside, and others are confidently travelling through the outside world returning occasionally to the stockade for sustenance.

RECOMMENDATIONS

Further discussion and dialogue is needed, to identify:

- The usefulness of the Stockade Syndrome as a concept.
- How ‘marginalised’ groups can best become an active resource, rather than passive victims.
- How the churches can best be supported to build on existing initiatives with ‘marginalised’ groups.
- The extent of Trades Unions activity in support of ‘marginalised’ groups.
- How civil society can most effectively communicate with ‘marginalised’ groups, avoiding the tyranny of the written word.
- The report should be disseminated to the ‘gatekeeper’ organisations, and the Executive Summary to focus group participants, with copies of the full report available on request.
- The report should be published.

APPENDIX 5: REFLECTION SEMINARS – DISCUSSION QUESTIONS

Five reflection seminars were organised with constituent civil society sectors, held in June, October and November 2005. Participant numbers ranged from 9 to 20. Seminars were organised with participants from voluntary sector (Third Sector Policy Officers Network), faith sector, international NGOs, academics (through an Edinburgh University conference) and trade unions. A further two seminars which were organised with the professional (health) associations sector and the Scottish Equalities Coalition had to be cancelled to lack of adequate participant numbers. Participants at these seminars were presented with the following broad selection of findings from the civil society assessment conducted by the National Advisory Group.

Structure

- **A large majority (more than 65%)** of people have undertaken some form of non-partisan political action (e.g. written a letter to a newspaper, signed a petition, attended a demonstration)
- People who give to charity on a regular basis donate, on average, **1% to 2%** of personal income per year
- **Significant social groups are under-represented in CSOs** (e.g. women, rural dwellers, poor people, and minorities)
- **A large majority (more than 70%)** of CSOs belong to a federation or umbrella body of related organisations
- **Some mechanisms for civil society organisation self-regulation** are in place, but **only some sectors of CSOs are involved** and there is **no effective method of enforcement**. As a result, **impact is limited**
- Civil Society actors **regularly cooperate** with each other on issues of common concern. **Numerous examples of cross-sectoral civil society organisation alliances / coalitions can be identified / detected**
- **On average, CSOs have inadequate financial resources to achieve their goals**

Environment

- **People have the full freedom and choice to exercise their political rights and meaningfully participate in political processes** (e.g. to participate freely in political processes, elect political leaders through free and fair elections, freely organise in political parties)
- **There are isolated or occasional violations of civil liberties** (e.g. freedom of expression, association, assembly)
- **Legislation regarding public access to information is in place, but in practice, it is difficult to obtain government documents**
- **CSOs operate freely. They are subject only to reasonable oversight linked to clear and legitimate public interests.**
- **The registration processes for CSOs is supportive.** i.e. registering an organisation with the appropriate regulator as a charity, housing association, credit union, professional or trade union tends to be (1) simple, (2) quick, (3) inexpensive, (4) follows legal provisions (5) and is consistently applied

- **The state dialogues with a relatively broad range of CSOs, but on a largely ad hoc basis**
- The attitude of the private sector towards civil society is **generally positive**

Values

- **A majority of CSOs (i.e. more than 50%) practice internal democracy** (e.g. members have significant control over decision-making; leaders are selected through democratic elections).
- A number of Civil Society activities to promote government and corporate transparency can be detected. Broad-based support or public visibility of such initiatives; however, are lacking.
- Significant forces within civil society do not tolerate others' views, and these forces do so without encountering protest from civil society at large.
- Acts of violence by Civil Society actors are extremely rare and strongly denounced. There is a high level of consensus within Civil Society regarding the principle of non-violence.
- Civil Society is a driving force in promoting a non-violent society. Civil Society actions in this area enjoy broad-based support and / or strong public visibility
- Civil Society is a driving force in protecting the environment. Civil Society activities in this area enjoy broad-based support and strong public visibility.
- Women are under-represented in civil society leadership positions.

Impact

- **Civil society is very effective in taking up the crucial concerns of the population.**
- **Civil society activity** in monitoring state performance and holding the state accountable **is very limited and focused only** on how much it spends on areas of interest to civil society, rather than how well it is spent.
- **A small majority (51% – 75%)** of the population has trust in CSOs
- **Civil society is active** in building the capacity of people to organise themselves, mobilise resources and work together to solve common problems, **but impact is limited**
- **Civil society plays an important role** in informing and educating citizens on public issues. **Examples of significant success / impact can be detected.**
- **Civil society plays an important role** in lobbying the government to meet pressing social needs. **Examples of significant success / impact can be detected.**
- **CSOs are slightly more effective than the state** in delivering services to marginalised groups

APPENDIX 6: THE CSI SCORING MATRIX

1 – STRUCTURE

1.1 - Breadth of citizen participation

Description: How widespread is citizen involvement in civil society? What proportion of citizens engage in civil society activities?

1.1.1 - Non-partisan political action

Description: What percentage of people have ever undertaken any form of non-partisan political action (e.g. written a letter to a newspaper, signed a petition, attended a demonstration)?

A very small minority (less than 10%).	Score 0
A minority (10% to 30%).	Score 1
A significant proportion (31% to 65%).	Score 2
A large majority (more than 65%).	Score 3

1.1.2 - Charitable giving

Description: What percentage of people donate to charity on a regular basis?

A very small minority (less than 10%).	Score 0
A minority (10% to 30%).	Score 1
A significant proportion (31% to 65%).	Score 2
A large majority (more than 65%).	Score 3

1.1.3 - CSO membership¹²

Description: What percentage of people belong to at least one CSO?

A small minority (less than 30%).	Score 0
A minority (30% to 50%).	Score 1
A majority (51% to 65%).	Score 2
A large majority (more than 65%).	Score 3

1.1.4 - Volunteering

Description: What percentage of people undertake volunteer work on a regular basis (at least once a year)?

A very small minority (less than 10%).	Score 0
A small minority (10% to 30%).	Score 1

¹² This indicator is very popular among academics and is sometimes used as a single proxy for the strength of civil society (Welzel 1999)! However, available data on this indicator still has many shortcomings, particularly on a cross-national level (Morales Diez de Ulzurrun 2002). We consciously designed the indicator scores so that they are broad enough to yield a valid score as each of the four scores covers between 20-30 percentage points. We hereby avoid having to measure the exact percentage of CSO members among the population.

A minority (31% to 50%).	Score 2
A majority (more than 50%).	Score 3

1.1.5 - Collective community action

Description: What percentage of people have participated in a collective community action within the last year (e.g. attended a community meeting, participated in a community-organised event or a collective effort to solve a community problem)?

A small minority (less than 30%).	Score 0
A minority (30% -50%).	Score 1
A majority (51% to 65%).	Score 2
A large majority (more than 65%).	Score 3

1.2 - Depth of citizen participation

***Description:* How deep/meaningful is citizen participation in civil society? How frequently/extensively do people engage in civil society activities?**

1.2.1 - Charitable giving

Description: How much (i.e. what percentage of personal income) do people who give to charity on a regular basis donate, on average, per year?

Less than 1%	Score 0
1% to 2%	Score 1
2.1% to 3%	Score 2
More than 3%	Score 3

1.2.2 - Volunteering

Description: How many hours per month, on average, do volunteers devote to volunteer work?

Less than 2 hours	Score 0
2 to 5 hours	Score 1
5.1 to 8 hours	Score 2
More than 8 hours.	Score 3

1.2.3 - CSO membership

Description: What percentage of CSO members belong to more than one CSO?

A small minority (less than 30%)	Score 0
A minority (30% to 50%)	Score 1
A majority (51% to 65%)	Score 2
A large majority (more than 65%)	Score 3

1.3 - Diversity of civil society participants

Description: How diverse/representative is the civil society arena? Do all social groups participate equitably in civil society? Are any groups dominant or excluded?

1.3.1 - CSO membership

Description: To what extent do CSOs represent all significant social groups (e.g. women, rural dwellers, poor people, and minorities)?

Significant social groups are absent / excluded from CSOs.	Score 0
Significant social groups are largely absent from CSOs	Score 1
Significant social groups are under-represented in CSOs.	Score 2
CSOs equitably represent all social groups. No group is noticeably under-represented.	Score 3

1.3.2 - CSO leadership

Description: To what extent is there diversity in CSO leadership? To what extent does CSO leadership represent all significant social groups (e.g. women, rural dwellers, poor people, and minorities)?

Significant social groups are absent / excluded from CSO leadership roles.	Score 0
Significant social groups are largely absent from CSO leadership roles.	Score 1
Significant social groups are under-represented in CSO leadership roles.	Score 2
CSO leadership equitably represents all social groups. No group is noticeably under-represented.	Score 3

1.3.3 Distribution of CSOs

Description: How are CSOs distributed throughout the country?

CSOs are highly concentrated in the major urban centres.	Score 0
CSOs are largely concentrated in urban areas.	Score 1
CSOs are present in all but the most remote areas of the country.	Score 2
CSOs are present in all areas of the country.	Score 3

1.4. - Level of organisation

Description: How well-organised is civil society? What kind of infrastructure exists for civil society?

1.4.1 - Existence of CSO umbrella bodies

Description: What percentage of CSOs belong to a federation or umbrella body of related organisations?

A small minority (less than 30%)	Score 0
A minority (30% to 50%)	Score 1
A majority (51% to 70%)	Score 2
A large majority (more than 70%)	Score 3

1.4.2 - Effectiveness of CSO umbrella bodies

Description: How effective do CSO stakeholders judge existing federations or umbrella bodies to be in achieving their defined goals?

Completely ineffective (or non-existent).	Score 0
Largely ineffective.	Score 1
Somewhat effective.	Score 2
Effective.	Score 3

1.4.3 - Self-regulation

Description: Are there efforts among CSOs to self-regulate? How effective and enforceable are existing self-regulatory mechanisms? What percentage of CSOs abide by a collective code of conduct (or some other form of self-regulation)?

There are no efforts among CSOs to self-regulate.	Score 0
Preliminary efforts have been to self-regulate, but only a small minority of CSOs are involved and impact is extremely limited.	Score 1
Some mechanisms for CSO self-regulation are in place, but only some sectors of CSOs are involved and there is no effective method of enforcement. As a result, impact is limited.	Score 2
Mechanisms for CSO self-regulation are in place and function quite effectively. A discernible impact on CSO behaviour can be detected.	Score 3

1.4.4 - Support infrastructure

Description: What is the level of support infrastructure for civil society? How many civil society support organisations exist in the country? Are they effective?

There is no support infrastructure for civil society.	Score 0
There is very limited infrastructure for civil society.	Score 1
Support infrastructure exists for some sectors of civil society and is expanding.	Score 2
There is a well-developed support infrastructure for civil society.	Score 3

1.4.5 - International linkages

Description: What proportion of CSOs have international linkages (e.g. are members of international networks, participate in global events)?

Only a handful of “elite” CSOs have international linkages.	Score 0
A limited number of (mainly national-level) CSOs have international linkages.	Score 1
A moderate number of (mainly national-level) CSOs have international linkages.	Score 2
A significant number of CSOs from different sectors and different levels (grassroots to national) have international linkages.	Score 3

1.5 - Inter-relations

***Description:* How strong / productive are relations among civil society actors?**

1.5.1 - Communication¹³

¹³ Communication also includes information sharing between civil society actors.

Description: What is the extent of communication between civil society actors?

Very little	Score 0
Limited	Score 1
Moderate	Score 2
Significant	Score 3

1.5.2 – Cooperation

Description: How much do civil society actors cooperate with each other on issues of common concern? Can examples of cross-sectoral CSO alliances/coalitions (around a specific issue or common concern) be identified?

CS actors do not cooperate with each other on issues of common concern. No examples of cross-sectoral CSO alliances/coalitions can be identified / detected.	Score 0
It is very rare that CS actors cooperate with each other on issues of common concern. Very few examples of cross-sectoral CSO alliances / coalitions can be identified / detected.	Score 1
CS actors on occasion cooperate with each other on issues of common concern. Some examples of cross-sectoral CSO alliances / coalitions can be identified / detected.	Score 2
CS actors regularly cooperate with each other on issues of common concern. Numerous examples of cross-sectoral CSO alliances / coalitions can be identified / detected.	Score 3

1.6 – Resources

***Description:* To what extent do CSOs have adequate resources to achieve their goals?**

1.6.1 - Financial resources

Description: How adequate is the level of financial resources for CSOs?

On average, CSOs suffer from a serious financial resource problem.	Score 0
On average, CSOs have inadequate financial resources to achieve their goals.	Score 1
On average, CSOs have most of the financial resources they require to achieve their defined goals.	Score 2
On average, CSOs have an adequate and secure financial resource base.	Score 3

1.6.2 - Human resources

Description: How adequate is the level of human resources for CSOs?

On average, CSOs suffer from a serious human resource problem.	Score 0
On average, CSOs have inadequate human resources to achieve their goals.	Score 1
On average, CSOs have most of the human resources they require to achieve their defined goals.	Score 2
On average, CSOs have an adequate and secure human resource base.	Score 3

1.6.3 - Technological and infrastructural resources

Description: How adequate is the level of technological and infrastructural resources for CSOs?

On average, CSOs suffer from a serious technological and infrastructural resource problem.	Score 0
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On average, CSOs have inadequate technological and infrastructural resources to achieve their goals.	Score 1
On average, CSOs have most of the technological and infrastructural resources they require to achieve their defined goals.	Score 2
On average, CSOs have an adequate and secure technological and infrastructural resource base.	Score 3

2 - ENVIRONMENT¹⁴

2.1 - Political context

Description: What is the political situation in the country and its impact on civil society?

2.1.1 - Political rights

Description: How strong are the restrictions on citizens' political rights (e.g. to participate freely in political processes, elect political leaders through free and fair elections, freely organise in political parties)?

There are severe restrictions on the political rights of citizens. Citizens cannot participate in political processes.	Score 0
There are some restrictions on the political rights of citizens and their participation in political processes.	Score 1
Citizens are endowed with substantial political rights and meaningful opportunities for political participation. There are minor and isolated restrictions on the full freedom of citizens' political rights and their participation in political processes.	Score 2
People have the full freedom and choice to exercise their political rights and meaningfully participate in political processes.	Score 3

2.1.2 - Political competition

Description: What are the main characteristics of the party system in terms of number of parties, ideological spectrum, institutionalisation and party competition?

Single party system.	Score 0
Small number of parties based on personalism, clientelism or appealing to identity politics.	Score 1
Multiple parties, but weakly institutionalised and / or lacking ideological distinction.	Score 2
Robust, multi-party competition with well-institutionalised and ideologically diverse parties.	Score 3

2.1.3 - Rule of law

Description: To what extent is the rule of law entrenched in the country?

There is general disregard for the law by citizens and the state.	Score 0
There is low confidence in and frequent violations of the law by citizens and the state.	Score 1
There is a moderate level of confidence in the law. Violations of the law by citizens and the state are not uncommon.	Score 2

¹⁴ For most of the indicators, secondary data sources are available for a broad range of countries. For each indicator, the scores indicate how to translate the original secondary data into the 4-point scale of the CSI scoring matrix.

Society is governed by fair and predictable rules, which are generally abided by.	Score 3
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2.1.4 – Corruption

Description: What is the level of perceived corruption in the public sector?

High	Score 0
Substantial	Score 1
Moderate	Score 2
Low	Score 3

2.1.5 – State effectiveness

Description: To what extent is the state able to fulfil its defined functions?

The state bureaucracy has collapsed or is entirely ineffective (e.g. due to political, economic or social crisis).	Score 0
The capacity of the state bureaucracy is extremely limited.	Score 1
State bureaucracy is functional, but perceived as incompetent and / or non-responsive.	Score 2
State bureaucracy is fully functional and perceived to work in the public's interests.	Score 3

2.1.6 – Decentralisation

Description: To what extent is government expenditure devolved to sub-national authorities?

Sub-national share of government expenditure is less than 20.0%.	Score 0
Sub-national share of government expenditure is between 20.0% and 34.9%.	Score 1
Sub-national share of government expenditure is between 35.0% than 49.9%.	Score 2
Sub-national share of government expenditure is more than 49.9%.	Score 3

2.2 - Basic freedoms & rights

***Description:* To what extent are basic freedoms ensured by law and in practice?**

2.2.1 - Civil liberties

Description: To what extent are civil liberties (e.g. freedom of expression, association, assembly) ensured by law and in practice?

Civil liberties are systematically violated.	Score 0
There are frequent violations of civil liberties.	Score 1
There are isolated or occasional violations of civil liberties.	Score 2
Civil liberties are fully ensured by law and in practice.	Score 3

2.2.2 - Information rights

Description: To what extent is public access to information guaranteed by law? How accessible are government documents to the public?

No laws guarantee information rights. Citizen access to government documents is extremely limited.	Score 0
Citizen access to government documents is limited, but expanding.	Score 1
Legislation regarding public access to information is in place, but in practice, it is difficult to obtain government documents.	Score 2
Government documents are broadly and easily accessible to the public.	Score 3

2.2.3 - Press freedoms

Description: To what extent are press freedoms ensured by law and in practice?

Press freedoms are systematically violated.	Score 0
There are frequent violations of press freedoms.	Score 1
There are isolated violations of press freedoms.	Score 2
Freedom of the press is fully ensured by law and in practice.	Score 3

2.3 - Socio-economic context¹⁵

***Description:* What is the socio-economic situation in the country and its impact on civil society?**

2.3.1 - Socio-economic context

Description: How much do socio-economic conditions in the country represent a barrier to the effective functioning of civil society?

<p>Social & economic conditions represent a serious barrier to the effective functioning of civil society. More than five of the following conditions are present:</p> <ol style="list-style-type: none"> 1. Widespread poverty (e.g. more than 40% of people live on \$2 per day) 2. Civil war (armed conflict in last 5 years) 3. Severe ethnic and/or religious conflict 4. Severe economic crisis (e.g. external debt is more than GNP) 5. Severe social crisis (over last 2 years) 6. Severe socio-economic inequities (Gini coefficient > 0.4) 7. Pervasive adult illiteracy (over 40%) 8. Lack of IT infrastructure (i.e. less than 5 hosts per 10.000 inhabitants) 	Score 0
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¹⁵ This subdimension/indicator is not broken up into individual indicators to facilitate and simplify scoring. The subdimension/indicator consists of 8 socio-economic conditions which are of importance to civil society. The scores for this indicator are designed in such a way that they indicate how many socio-economic obstacles are there for civil society (max: 8; min: 0). The task for the NAG scoring meeting is to simply verify the number of obstacles (as identified by the secondary data) and assign the score accordingly.

Social & economic conditions significantly limit the effective functioning of civil society. Three, four or five of the conditions indicated are present.	Score 1
Social & economic conditions somewhat limit the effective functioning of civil society. One or two of the conditions indicated are present.	Score 2
Social & economic conditions do not represent a barrier to the effective functioning of civil society. None of the conditions indicated is present.	Score 3

2.4 - Socio-cultural context

Description: To what extent are socio-cultural norms and attitudes conducive or detrimental to civil society?

2.4.1 - Trust

Description: How much do members of society trust one another?

Relationships among members of society are characterised by mistrust (e.g. less than 10% of people score on the World Value Survey (WVS) trust indicator).	Score 0
There is widespread mistrust among members of society. (e.g. 10% to 30% of people score on the WVS trust indicator).	Score 1
There is a moderate level of trust among members of society. (e.g. 31% to 50% of people score on the WVS trust indicator).	Score 2
There is a high level of trust among members of society (e.g. more than 50% of people score on the WVS trust indicator).	Score 3

2.4.2 - Tolerance

Description: How tolerant are members of society?

Society is characterised by widespread intolerance (e.g. average score on WVS-derived tolerance indicator is 3.0 or higher).	Score 0
Society is characterised by a low level of tolerance (e.g. indicator between 2.0 and 2.9).	Score 1
Society is characterised by a moderate level of tolerance (e.g. indicator between 1.0 and 1.9).	Score 2
Society is characterised by a high level of tolerance (e.g. indicator less than 1.0).	Score 3

2.4.3 - Public spiritedness¹⁶

Description: How strong is the sense of public spiritedness among members of society?

Very low level of public spiritedness in society (e.g. average score on WVS-derived public spiritedness indicator is more than 3.5)	Score 0
Low level of public spiritedness (e.g. indicator between 2.6 and 3.5)	Score 1
Moderate level of public spiritedness (e.g. indicator between 1.5 and 2.5)	Score 2
High level of public spiritedness. (e.g. indicator less than 1.5)	Score 3

¹⁶ The score is derived by averaging the means for the three variables (1. claiming government benefits, 2. avoiding a fare on public transport, 3. cheating on taxes).

2.5 - Legal environment

Description: To what extent is the existing legal environment enabling or disabling to civil society?

2.5.1 - CSO registration¹⁷

Description: How supportive is the CSO registration process? Is the process (1) simple, (2) quick, (3) inexpensive, (4) Following legal provisions (5) consistently applied?

The CSO registration process is not supportive at all. Four or five of the quality characteristics are absent.	Score 0
The CSO registration is not very supportive Two or three quality characteristics are absent.	Score 1
The CSO registration process can be judged as relatively supportive. One quality characteristic is absent.	Score 2
The CSO registration process is supportive. None of the quality characteristics is absent.	Score 3

2.5.2 - Allowable advocacy activities

Description: To what extent are CSOs free to engage in advocacy / criticize government?

CSOs are not allowed to engage in advocacy or criticise the government.	Score 0
There are excessive and / or vaguely defined constraints on advocacy activities.	Score 1
Constraints on CSOs' advocacy activities are minimal and clearly defined, such as prohibitions on political campaigning.	Score 2
CSOs are permitted to freely engage in advocacy and criticism of government.	Score 3

2.5.3 - Tax laws favourable to CSOs

Description: How favourable is the tax system to CSOs? How narrow/broad is the range of CSOs that are eligible for tax exemptions, if any? How significant are these exemptions?

The tax system impedes CSOs. No tax exemption or preference of any kind is available for CSOs.	Score 0
The tax system is burdensome to CSOs. Tax exemptions or preferences are available only for a narrow range of CSOs (e.g. humanitarian organisations) or for limited sources of income (e.g., grants or donations).	Score 1
The tax system contains some incentives favouring CSOs. Only a narrow range of CSOs is excluded from tax exemptions or preferences and/or exemptions or preferences are available from some taxes and some activities.	Score 2
The tax system provides favourable treatment for CSOs. Exemptions or preferences are available from a range of taxes and for a range of activities, limited only in appropriate circumstances.	Score 3

2.5.4 - Tax benefits for philanthropy

¹⁷ This indicator combines a number of individual quality characteristics of the registration, namely whether the registration is (1) simple, (2) quick, (3) inexpensive, (4) fairly applied and (5) consistently applied. The process of using these five 'Yes/No'-variables for the scoring of the CSO registration indicator by the NAG follows the process outlined for subdimension 3. The indicator scores are defined by how many of these five quality characteristics are existent/absent.

Description: How broadly available are tax deductions or credits, or other tax benefits, to encourage individual and corporate giving?

No tax benefits are available (to individuals or corporations) for charitable giving.	Score 0
Tax benefits are available for a very limited set of purposes or types of organisations.	Score 1
Tax benefits are available for a fairly broad set of purposes or types of organisations.	Score 2
Significant tax benefits are available for a broad set of purposes or types of organisations.	Score 3

2.6 - State-civil society relations

***Description:* What is the nature and quality of relations between civil society and the state?**

2.6.1 – Autonomy

Description: To what extent can civil society exist and function independently of the state? To what extent are CSOs free to operate without excessive government interference? Is government oversight reasonably designed and limited to protect legitimate public interests?

The state controls civil society.	Score 0
CSOs are subject to frequent unwarranted interference in their operations.	Score 1
The state accepts the existence of an independent civil society, but CSOs are subject to occasional unwarranted government interference.	Score 2
CSOs operate freely. They are subject only to reasonable oversight linked to clear and legitimate public interests.	Score 3

2.6.2 - Dialogue

Description: To what extent does the state dialogue with civil society? How inclusive and institutionalized are the terms and rules of engagement, if they exist?

There is no meaningful dialogue between civil society and the state.	Score 0
The state only seeks to dialogue with a small sub-set of CSOs on an ad hoc basis.	Score 1
The state dialogues with a relatively broad range of CSOs, but on a largely ad hoc basis.	Score 2
Mechanisms are in place to facilitate systematic dialogue between the state and a broad and diverse range of CSOs.	Score 3

2.6.3 - Cooperation / support

Description: How narrow/broad is the range of CSOs that receive state resources (in the form of grants, contracts, etc.)?

The level of state resources channelled through CSOs is insignificant.	Score 0
Only a very limited range of CSOs receives state resources.	Score 1
A moderate range of CSOs receives state resources.	Score 2
The state channels significant resources to a large range of CSOs.	Score 3

2.7 - Private sector-civil society relations

Description: What is the nature and quality of relations between civil society and the private sector?

2.7.1 - Private sector attitude

Description: What is the general attitude of the private sector towards civil society actors?

Generally hostile	Score 0
Generally indifferent	Score 1
Generally positive	Score 2
Generally supportive	Score 3

2.7.2 - Corporate social responsibility

Description: How developed are notions and actions of corporate social responsibility?

Major companies show no concern about the social and environmental impacts of their operations.	Score 0
Major companies pay lip service to notions of corporate social responsibility. However, in their operations they frequently disregard negative social and environmental impacts.	Score 1
Major companies are beginning to take the potential negative social and environmental impacts of their operations into account.	Score 2
Major companies take effective measures to protect against negative social and environmental impacts.	Score 3

2.7.3 - Corporate philanthropy¹⁸

Description: How narrow/broad is the range of CSOs that receive support from the private sector?

Corporate philanthropy is insignificant.	Score 0
Only a very limited range of CSOs receives funding from the private sector.	Score 1
A moderate range of CSOs receives funding from the private sector.	Score 2
The private sector channels resources to a large range of CSOs.	Score 3

3 - VALUES

3.1 – Democracy

Description: To what extent do civil society actors practice and promote democracy?

3.1.1 - Democratic practices within CSOs

Description: To what extent do CSOs practice internal democracy? How much control do members have over decision-making? Are leaders selected through democratic elections?

A large majority (i.e. more than 75%) of CSOs do not practice internal democracy (e.g. members have little / no control over decision-making, CSOs are characterised by patronage, nepotism).	Score 0
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¹⁸ The NAG's task in scoring the indicator is to assess the significance of corporate support to civil society. Here, the score descriptions focus on two elements: (1) the overall size of corporate support to civil society, (2) the range of CSOs supported by the corporate sector. Please note that both elements are combined in the indicator score descriptions.

A majority of CSOs (i.e. more than 50%) do not practice internal democracy (e.g. members have little/no control over decision-making, CSOs are characterised by patronage, nepotism).	Score 1
A majority of CSOs (i.e. more than 50%) practice internal democracy (e.g. members have significant control over decision-making; leaders are selected through democratic elections).	Score 2
A large majority of CSOs (i.e. more than 75%) practice internal democracy (e.g. members have significant control over decision-making; leaders are selected through democratic elections).	Score 3

3.1.2 - CS actions to promote democracy

Description: How much does CS actively promote democracy at a societal level?

No active role. No CS activity of any consequence in this area can be detected.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking	Score 2
CS is a driving force in promoting a democratic society. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

3.2 – Transparency

***Description:* To what extent do civil society actors practice and promote transparency?**

3.2.1 - Corruption within civil society

Description: How widespread is corruption within CS?

Instances of corrupt behaviour within CS are very frequent.	Score 0
Instances of corrupt behaviour within CS are frequent.	Score 1
There are occasional instances of corrupt behaviour within CS.	Score 2
Instances of corrupt behaviour within CS are very rare.	Score 3

3.2.2 - Financial transparency of CSOs

Description: How many CSOs are financially transparent? What percentage of CSOs make their financial accounts publicly available?

A small minority of CSOs (less than 30%) make their financial accounts publicly available.	Score 0
A minority of CSOs (30% -50%) make their financial accounts publicly available.	Score 1
A small majority of CSOs (51% -65%) make their financial accounts publicly available.	Score 2
A large majority of CSOs (more than 65%) make their financial accounts publicly available.	Score 3

3.2.3 - CS actions to promote transparency

Description: How much does CS actively promote government and corporate transparency?

No active role. No CS activity of any consequence in this area can be detected.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not	Score 1

attributed much importance by CS as a whole.	
A number of CS activities in this area can be detected. Broad-based support and/or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in demanding government and corporate transparency. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

3.3 – Tolerance

Description: To what extent do civil society actors and organisations practice and promote tolerance?

3.3.1 Tolerance within the CS arena

Description: To what extent is CS a tolerant arena?

CS is dominated by intolerant forces. The expression of only a narrow sub-set of views is tolerated.	Score 0
Significant forces within civil society do not tolerate others' views without encountering protest from civil society at large.	Score 1
There are some intolerant forces within civil society, but they are isolated from civil society at large.	Score 2
Civil society is an open arena where the expression of <i>all</i> viewpoints is actively encouraged. Intolerant behaviour are strongly denounced by civil society at large.	Score 3

3.3.2 - CS actions to promote tolerance

Description: How much does CS actively promote tolerance at a societal level?

No active role. No CS activity of any consequence in this area can be detected.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities in this area can be detected. Broad-based support and/or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in promoting a tolerant society. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

3.4 - Non-violence

Description: To what extent do civil society actors practice and promote non-violence?

3.4.1 - Non-violence within the CS arena

Description: How widespread is the use of violent means (such as damage to property or personal violence) among CS actors to express their interests in the public sphere?

Significant mass-based groups within CS use violence as the primary means of expressing their interests.	Score 0
Some isolated groups within CS regularly use violence to express their interests without encountering protest from civil society at large.	Score 1
Some isolated groups within CS occasionally resort to violent actions, but are broadly denounced by CS at large.	Score 2

There is a high level of consensus within CS regarding the principle of non-violence. Acts of violence by CS actors are extremely rare and strongly denounced.	Score 3
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3.4.2 - CS actions to promote non-violence and peace

Description: How much does CS actively promote a non-violent society? For example, how much does civil society support the non-violent resolution of social conflicts and peace? Address issues of violence against women, child abuse, violence among youths etc.?

No active role. No CS activity of any consequence in this area can be detected. Some CS actions actually contribute to societal violence.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in promoting a non-violent society. CS actions in this area enjoy broad-based support and / or strong public visibility	Score 3

3.5 - Gender equity

***Description:* To what extent do civil society actors practice and promote gender equity?**

3.5.1 - Gender equity within the CS arena

Description: To what extent is civil society a gender equitable arena?

Women are excluded from civil society leadership roles.	Score 0
Women are largely absent from civil society leadership roles.	Score 1
Women are under-represented in civil society leadership positions.	Score 2
Women are equitably represented as leaders and members of CS.	Score 3

3.5.2 - Gender equitable practices within CSOs

Description: How much do CSOs practice gender equity? What percentage of CSOs with paid employees have policies in place to ensure gender equity?

A small minority (less than 20%).	Score 0
A minority (20%-50%).	Score 1
A small majority (51% - 65%).	Score 2
A large majority (more than 65%).	Score 3

3.5.3 - CS actions to promote gender equity

Description: How much does CS actively promote gender equity at the societal level?

No active role. No CS activity of any consequence in this area can be detected. Some CS actions actually contribute to gender inequity.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not	Score 1

attributed much importance by CS as a whole.	
A number of CS activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in promoting a gender equitable society. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

3.6 - Poverty eradication

Description: To what extent do civil society actors promote poverty eradication?

3.6.1 - CS actions to eradicate poverty

Description: To what extent does CS actively seek to eradicate poverty?

No active role. No CS activity of any consequence in this area can be detected. Some CS actions serve to sustain existing economic inequities.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in the struggle to eradicate poverty. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

3.7 - Environmental sustainability

Description: To what extent do civil society actors practice and promote environmental sustainability?

3.7.1 - CS actions to sustain the environment

Description: How much does CS actively seek to sustain the environment?

No active role. No CS activity of any consequence in this area can be detected. Some CS actions serve to reinforce unsustainable practices.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in protecting the environment. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

4 - IMPACT

4.1 - Influencing public policy¹⁹

Description: How active and successful is civil society in influencing public policy?

4.1.1 – 4.1.2 - Human Rights & Social Policy Impact Case Studies

¹⁹ For a detailed description on the data sources and analysis of this subdimension, please refer to Section 3 of Part D.3 of the toolkit.

Description: How active and successful is civil society in influencing public policy?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.1.3 - Civil Society's Impact on National Budgeting process Case Study

Description: How active and successful is civil society in influencing the overall national budgeting process?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and focused only on specific budget components. ²⁰	Score 1
Civil society is active in the overall budgeting process, but impact is limited.	Score 2
Civil society plays an important role in the overall budgeting process. Examples of significant success / impact can be detected.	Score 3

4.2 - Holding state & private corporations accountable

Description: How active and successful is civil society in holding the state and private corporations accountable?

4.2.1 - Holding state accountable

Description: How active and successful is civil society in monitoring state performance and holding the state accountable?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.2.2 - Holding private corporations accountable

Description: How active and successful is civil society in holding private corporations accountable?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.3 - Responding to social interests

Description: How much are civil society actors responding to social interests?

²⁰ The term "specific budget component" refers to a single issue or sub-section of the budget, such as the defence budget or welfare grants. Higher scores are assigned for those civil society activities, which provide an analysis, input and advocacy work on the *overall* budget.

4.3.1 - Responsiveness

Description: How effectively do civil society actors respond to priority social concerns?

Civil society actors are out of touch with the crucial concerns of the population.	Score 0
There are frequent examples of crucial social concerns that did not find a voice among existing civil society actors.	Score 1
There are isolated examples of crucial social concerns that did not find a voice among existing civil society actors.	Score 2
Civil society actors are very effective in taking up the crucial concerns of the population.	Score 3

4.3.2 - Public Trust

Description: What percentage of the population has trust in civil society actors?

A small minority (< 25%).	Score 0
A large minority (25% - 50%).	Score 1
A small majority (51% – 75%).	Score 2
A large majority (> 75%).	Score 3

4.4 - Empowering citizens

***Description:* How active and successful is civil society in empowering citizens, especially traditionally marginalised groups, to shape decisions that affect their lives?**

4.4.1 - Informing/ educating citizens

Description: How active and successful is civil society in informing and educating citizens on public issues?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.4.2 - Building capacity for collective action

Description: How active and successful is civil society in building the capacity of people to organise themselves, mobilise resources and work together to solve common problems?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.4.3 - Empowering marginalized people

Description: How active and successful is civil society in empowering marginalized people?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1

Civil society is active in this area but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.4.4 - Empowering women

Description: How active and successful is civil society in empowering women, i.e. to give them real choice and control over their lives?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.4.5 - Building social capital²¹

Description: To what extent does civil society build social capital among its members? How do levels of trust, tolerance and public spiritedness of members of CS compare to those of non-members?

Civil society diminishes the stock of social capital in society.	Score 0
Civil society does not contribute to building social capital in society.	Score 1
Civil society does contribute moderately to building social capital in society.	Score 2
Civil Society does contribute strongly to building social capital in society.	Score 3

4.4.6 - Supporting livelihoods

Description: How active and successful is civil society in creating / supporting employment and/or income-generating opportunities (especially for poor people and women)?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.5 - Meeting societal needs

²¹ To score this indicator, we make use of the three measures of trust, tolerance and public spiritedness (see subdimension socio-cultural norms in ENVIRONMENT dimension):

- 1) Compute the three measures for two sub-groups of the population: (1) CSO members and (2) non-CSO members.
- 2) Compare each measure's score for the two sub-groups and establish which sub-group has the better score (i.e. indicating higher trust, tolerance and public spiritedness). If the score for CSO members is better than for non-CSO members, it indicates that civil society is contributing to the production of civil society. If the score is worse, it indicates that the involvement in CSOs is making it more unlikely for citizens to generate norms of social capital.
- 3) Please note that for some of the three indicators, civil society might add to, for others, it might diminish social capital. For the scoring of the indicator the overall picture is important.

Description: How active and successful is civil society in meeting societal needs, especially those of poor people and other marginalised groups?

4.5.1 - Lobbying for state service provision

Description: How active and successful is civil society in lobbying the government to meet pressing societal needs?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.5.2 - Meeting pressing societal needs directly

Description: How active and successful is civil society in directly meeting pressing societal needs (through service delivery or the promotion of self-help initiatives)?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.5.3 - Meeting needs of marginalised groups

Description: To what extent are CSOs more or less effective than the state in delivering services to marginalised groups?

CSOs are less effective than the state.	Score 0
CSOs are as effective as the state.	Score 1
CSOs are slightly more effective than the state.	Score 2
CSOs are significantly more effective than the state.	Score 3

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