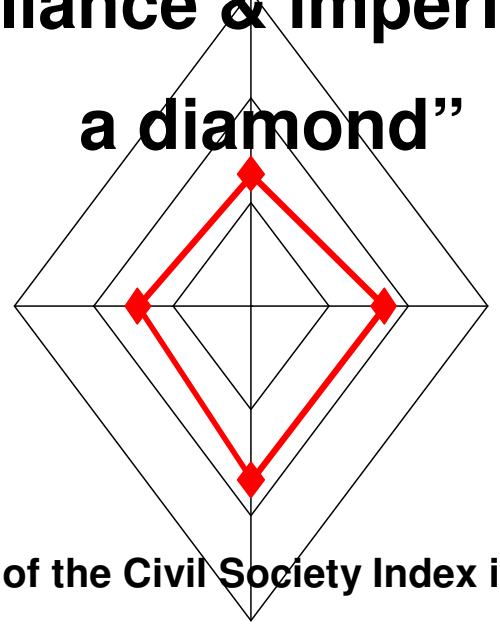
“The brilliance & imperfections of a diamond”



Results of the Civil Society Index in Uruguay

ICD - Instituto de Comunicación y Desarrollo

(Institute for Communication and Development)

Montevideo, May 2006

FOREWORD

Twenty years ago the Institute for Communication and Development (ICD) was founded. At that time we could not have imagined the long and fruitful journey ahead. Two decades have passed since the return to democracy in Uruguay, which ICD endorsed and defended. However, ICD has not done it alone, we have worked with CSOs, international cooperation agencies, public organisations and private companies. Throughout the years, ICD's *raison d'être* has remained effective and valid. The strengthening of citizen participation in national development and regional integration remains at the heart of our aspirations and our aims.

On this path, full of challenges and learnings, we have devoted important efforts to the study, promotion and strengthening of CSOs in Uruguay and throughout Latin America. For that reason, the CIVICUS Civil Society Index (CSI) has not only been a strong and systematic tool to that effect, but a source of inspiration to support the mission of our own organisation.

The implementation of the CSI in Uruguay was nurtured by the research experience of ICD and that of other research centres. At the same time, and more importantly, it opened new avenues of cooperation, reflection and interaction among different actors of society. The CSI facilitated the discussion and interrogation of a broad concept of civil society, and proceeded via a participatory investigation process, which was joined by representatives from all sectors of society. The composition of the National Advisory Group (NAG), which guided the implementation, and the long list of stakeholders consulted during the various stages of the CSI are sufficient evidence to prove the diversity and plurality which characterised the entire process.

The research work and studies included in the CSI were conducted in close cooperation with many organisations and individuals, both in Uruguay and in other countries. In Uruguay, the work was reinforced by the broad perspective attained, as this country was one of more than 50 countries where the CSI implementation was taking place. The systematic description and assessment of civil society presented in this document attempts to symbolise a renewed encouragement for new discussions aimed at strengthening civil society.

Anabel Cruz and Fernando Barreiro
Directors of ICD

ACKNOWLEDGEMENTS

The Civil Society Index (CSI) in Uruguay was implemented by the Institute for Communication and Development (ICD). The project approach and its core methodological aspects were developed by CIVICUS: World Alliance for Citizen Participation. The implementation in Uruguay had the financial support of the United Nations Development Program (UNDP) Country Office and the technical guidance and financial support of CIVICUS. Compiling information, processing, analysis, sharing and discussing the information with civil society organisations (CSOs), representatives from state agencies, the corporate sector and international organisations, was made possible by the additional support and collaboration of many organisations and individuals.

The National Advisory Group (NAG) actively participated in the different stages of the CSI implementation, providing extremely valuable guidelines and suggestions, and its collective elaboration enabled the creation of a graphic representation of the state of civil society in Uruguay, expressed in the distinctive CSI diamond. ICD fully appreciates the contribution made by all of the NAG members, for their time, energy and efforts towards the quality of this study. The members of the NAG included: Ana Agostino, Fernando Berasaín, Manuel Bernales, Fernando González Guyer, Fabio Guerra, Mercedes Hegoburu, Soledad Izquierdo, María Elena Martínez, Claudia Romano, Andrea Tejera, Virginia Varela, Silvia Vetrale and Cecilia Zaffaroni.

Under the dynamic leadership of Analía Bettoni, the National Index Team (NIT) worked tirelessly to complete the different stages of the project in a timely fashion. Marcelo Castillo carried out many of the surveys and analysis documented in this report with precision and dedication, and Camilo López and Lucía Pérez generously supported many aspects of the work.

To compile information, the NIT also had the talent and skills of two international interns: Sam Navarro, from Davidson College in the United States, and Elvire Jurgensen, from the Political Science College of Paris, France.

This report was completed, thanks to the work of the NIT and exchanges with the NAG, the discussions and consultations with hundreds of individuals and organisations, stakeholders in civil society. At the National Workshop outcomes were shared and a working agenda was developed to address the identified strong points and help to resolve the weaknesses. Finally, and especially, ICD wishes to thank the CIVICUS Civil Society Index team, especially Volkhart Finn Heinrich, Amaya Algarra and Janine Schall-Emden for their support and invaluable assistance and guidance.

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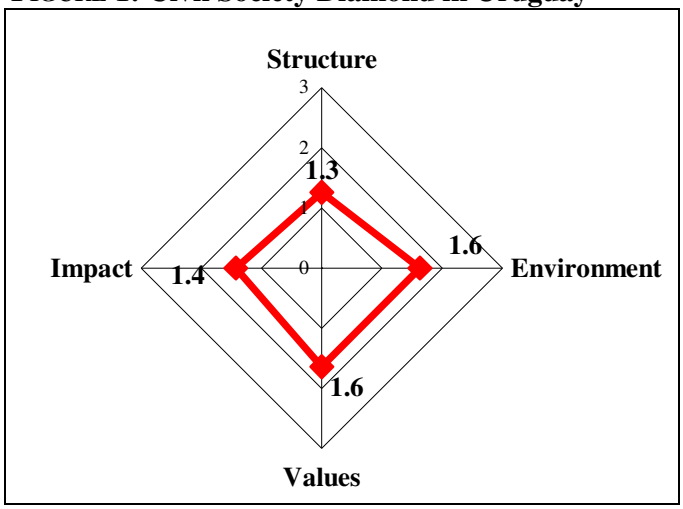
LIST OF ACRONYMS

ACDE	Christian Association of Business Leaders
ACUPS	Uruguayan Christian Association of Health Professionals
AEBU	Association of Uruguayan Bank Employees
AI	Amnesty International
ANCAP	National Administration of Fuels, Alcohol and Cement
ANONG	National Association of Development Oriented Non Governmental Organizations
APU	Uruguayan Press Association
CAIF	Childhood and Family Care Centres
CEADU	Centre of Studies, Analysis and Documentation of Uruguay
CSI	Civil Society Index
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
CSRI	Corporate Social Responsibility Index
ECLAC	Economic Commission for Latin America and the Caribbean
FESUR	Fredrich Ebert Stiftung of Uruguay
FUCVAM	Uruguayan Federation of Mutual Help Housing Coops
HR	Human Rights
IADB	Inter American Development Bank
ICD	Institute for Communication and Development
IDEAS	Initiatives for Democracy, Education and Social Action
IELSUR	Social and Legal Studies Institute of Uruguay
MEC	Ministry of Education and Culture
MIDES	Ministry of Social Development
NAG	National Advisory Group
NCO	National Coordination Organisation
NGO	Non Governmental Organisation
NIT	National Index Team
OECD	Organisation for Economic Cooperation and Development
PIT-CNT	Workers' Unions Plenary – National Convention of Workers
SERPAJ	Service of Peace and Justice
UCU	Uruguayan Catholic University
UNESCO	United Nations Educational Scientific and Cultural Organization
UNO	United Nations Organization
UNPD	United Nations Development Program

EXECUTIVE SUMMARY

Between mid-2003 and the end of 2005, the Civil Society Index (CSI) project was implemented in Uruguay, and information was gathered from a wide range of civil society representatives, citizens, experts, scholars, government representatives, the press and international agencies, in order to assess the state of civil society in Uruguay.

FIGURE 1: Civil Society Diamond in Uruguay



The National Index Team (NIT) was in charge of gathering the information for the 74 indicators that make up the CSI. This information was submitted to the National Advisory Group (NAG), which was tasked with evaluating the state of civil society in Uruguay. The result of this assessment is graphically summarised in the Civil Society Diamond for Uruguay (see figure 1).

The diamond depicts a relatively balanced civil society sector that exists in a slightly enabling environment and moderately promotes and practices positive values. However, it has a slightly weak structure and limited impact on society at large. The assessment revealed the main strengths and weaknesses of civil society in Uruguay and highlighted some challenges for the future development of the sector.

Though the study has a broad scope, it was only able to capture a segment of the complex and diverse realities of Uruguayan civil society. In general, civil society in Uruguay is characterised by the diversity and heterogeneity of CSO types and the issues they confront though the diversity of CSO membership continues to lag.

Civil society's profile, activities, relations and its impact have substantially changed over the past years, along with its external context. While new actors have joined civil society, existing organisations explored other avenues to express their interests and explore their potential. In Uruguay, civil society embraces long-standing movements, such as trade unions, the peasants, professional organisations, and business organisations as well as many organisations created under the influence of the churches, specially the Roman Catholic Church. However, other actors have also joined civil society, such as thousands of citizens organised to improve their quality of life and defend their rights, or who seek responses to a social emergency at times of profound crisis.

In a very diverse and complex context, civil society in Uruguay and worldwide faces the challenge, among others, of finding mechanisms and tools to systematise its rich experience and to reflect on the challenges it faces in order to then design adequate policies and strategies. Though the role of civil society is increasingly important, information and knowledge of their features and state are still relatively limited in several countries of the region. The Civil Society Index (CSI) can become a valuable tool for increasing the strength and sustainability of civil society since it is built upon the active participation of a variety of actors in civil society, since it considers civil society to be an arena for debate, a scenario of large pluralism, rather than a closed space.

The following is a summary of the main findings of the CSI implementation in Uruguay.

In regard to its **structure**, civil society shows many weaknesses. The structure dimension attained the lowest score (1.3) of all four dimensions. Its weaknesses primarily lie in the narrow scope and limited depth of citizen participation. This is signified by very low participation of the population in collective community action and low levels of membership in organisations, which both are below 30%. The highest percentage of membership in CSOs is in social and sports clubs, followed by trade unions and religious organisations. This data suggests that membership in CSOs is not widespread within society and is mostly concentrated in traditional institutions. Although a large number of individuals make charitable donations (more than 60%), the amount of donations seems very low in relation to personal income. In parallel, Uruguayan civil society has certain weaknesses in regard to the representation of some significant social groups (especially young people) and to its geographical concentration, which is mainly urban. Finally, according to the collected data, it can be said that some difficulties exist in the extent of communication and information exchange among Uruguayan CSOs, though examples of cooperation to develop joint activities exist. The strengths of this dimension relate to the fact that organisations claim to have adequate economic, human, technological and infrastructural resources to accomplish their goals.

The external **environment** in which civil society operates is slightly enabling for civil society's activities (1.6). First, it can be said that the political context, basic rights and freedoms and the socio-cultural context are not detrimental to the functioning of civil society and that the legal environment is conducive to CSOs. However, the negative consequences of the considerable social crisis that took place in Uruguay between 2000 and 2002, which strongly affected society as a whole and consequently CSOs, are still being felt. In addition, private sector – civil society relations indicate some weaknesses. Although some progress has been made in the development of Corporate Social Responsibility (CSR), there still remains a degree of mistrust between the corporate and civil sectors.

Similar to the environment, the **values** practised and promoted by civil society show an average development (1.6). According to the data collected, democratic values, non-violence and poverty eradication have a strong presence in civil society. These are followed in importance by transparency, tolerance and gender equity. Nonetheless, though these values are present and practiced by civil society, value-promoting actions by civil society are scarce and have poor public visibility. This might suggest that, on the whole, civil society perceives itself, or is perceived by other sectors, as strong with regards to its internal values, even though it plays a weak role in promoting these values in society at large. Transparency and accountability are a key concern for stakeholders. Though transparency is a civil society value and cases of corruption in civil society are not particularly common, many

organisations do not publicly report their financial statements. Only a minority of CSOs are publicly accountable and only to their own members. CSOs are also weak in promoting transparency within society at large, partially due to the low public visibility of CSO action. The major weakness of this dimension is the low public visibility together with the relatively low influence of civil society in promoting environmental sustainability.

The assessment of civil society's **impact** received the second-lowest score (1.4), which reflects civil society's limited impact on society and politics. The greatest weakness in this dimension relates to civil society's limited activities aimed at holding the state and particularly private corporations accountable. The perceived level of civil society's activity to monitor business actions and the perceived success of these activities is very low, with almost no examples of such activities being detected. Another weakness is civil society's lack of influence on public policies. Nevertheless, civil society is regarded as being very responsive to the needs of society. Research outcomes show that civil society has good to very good levels of impact on meeting the needs of society through service delivery and in lobbying the state to provide services. Additionally, more than 70% of respondents to a population survey believe that CSOs deliver better services to poor people than the state.

The CSI's comprehensive assessment of the state of civil society provides some recommendations of strategies to address civil society's weaknesses and enhance the strengths. In the coming years, based on the outcomes of this study, civil society should engage with a number of crucial issues, such as: promoting and fostering increased participation in CSOs; seeking mechanisms and tools for facilitating communication and cooperation among CSOs; strengthening networks and umbrella bodies; seeking higher public visibility of CSO activities; implementing self-assessments and certification mechanisms for the quality of their services; quality control practices; promoting a culture of transparency and accountability and strengthening the links with the state and corporate sector, in the joint pursuit of solutions to the problems of the country.

It is hoped that this study, which was based on a participatory and consultative approach, will lay the foundations for civil society at large, and other stakeholders, to achieve their goal of building a strong and sustainable society over the years to come.

INTRODUCTION

This document presents the results of the CIVICUS Civil Society Index (CSI) implementation in Uruguay, which was carried out between June 2003 and December 2005, as part of the International Project coordinated by CIVICUS, World Alliance for Citizen Participation. The Civil Society Index (CSI) is being conducted simultaneously in more than 50 countries around the world.

The CSI is a participatory action-research project that assesses the situation of civil society worldwide. The project engages civil society stakeholders in a process of assessment, reflection and action planning to strengthen those areas where weaknesses or challenges are detected. By combining an evidence-based evaluation, mechanisms of reflection and joint action, the CSI attempts to make a contribution to the ever-present debate on how research can influence practice, decision-making and public policy formulation.

In each country the CSI has been implemented by a National Coordinating Organisation (NCO) that benefited from the instructions and guideline of a National Advisory Group (NAG) and the CIVICUS CSI team. In Uruguay, the responsibility fell on the Institute for Communication and Development (ICD), which conducted the information gathering from a variety of primary and secondary sources. Based on this information, the NAG assessed the 74 indicators that together provide a comprehensive landscape of the state of civil society. The findings were disclosed in a workshop held with the participation of several representatives of various sectors of society. In this workshop discussions dealt with recommendations and proposed actions to tackle identified challenges and problems and reinforce the strengths of civil society and its relations with other actors.

The CSI is an international exercise presently involving 54 countries worldwide, nine of them from Latin America and the Caribbean. The CSI was conceived with two key objectives: (1) to build a useful and outstanding body of knowledge about civil society and (2) to strengthen civil society through a greater involvement of all stakeholders. The achievement of the first goal is not without challenges. The attempt to create a general framework for the evaluation of such distinct and different realities implies the development of a flexible methodology, taking into consideration the peculiarities of each country and region, its history and culture. At the same time it must be somewhat strict to enable cross-country comparability. In Uruguay, the study was conducted with the strong support and guidance of the National Advisory Group (NAG), which attempted to adapt the methodology in a creative way, bearing in mind the national and regional context. For example, survey questionnaires were adapted to specific socio-demographic issues in Uruguay and an additional question related to civil society's participation in the Mercosur integration process was included.

For ICD, the CSI implementation has brought many positive outcomes, especially due to the interest the results generated among different organisations both in Uruguay and in neighbouring countries. The wide interest in the CSI in Uruguay has been a surprising and encouraging element, which shows the feasibility and importance of a country-wide implemented tool for a regional and international audience.

For the ICD, the CSI implementation has meant many satisfactions, especially in confirming the interest generated by the results in different organisations both in Uruguay and in neighbouring countries. The impact abroad of the Uruguay CSI has been a surprising and

encouraging element which shows the feasibility and importance of a country-wide implemented tool yet of regional and international scope.

Structure of the Publication

Section I, the "Civil Society Index Project and Approach", provides a detailed history of the CSI, its conceptual framework and its research methodology.[1]

Section II, "Civil Society in Uruguay", provides a background on civil society in Uruguay and highlights some specific features of Uruguayan civil society. It also describes the use of the civil society concept in Uruguay, as well as the definition employed by the CSI project. Last, it describes the exercise of developing a map of civil society, which was carried out as part of the CSI project activities in several regions in the country.

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.

Section IV, "Strengths and Weaknesses of Uruguayan Civil Society", summarises the ideas, arguments and opinions raised at the National Workshop.

Section V, "Recommendations", provides the many recommendations raised by participants at the National Workshop and other project events. These recommendations focus on concrete actions on how to strengthen civil society and its role in Uruguay.

Finally, the conclusion in Section VI maps the Civil Society Diamond and offers an interpretation on the report's implications for the overall state of Croatian civil society.

[1] See also Appendix 1 The Scoring Matrix, and Appendix 2 A Survey of Methods.

I. CIVIL SOCIETY INDEX: PROJECT AND APPROACH

1. BACKGROUND

The idea of a Civil Society Index (CSI) 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 at the time, played a significant role in the creation of the CSI (Anheier 2004). The CSI concept was tested in 14 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 more than fifty countries (see table I.1.1).

Table I.1.1: Countries participating in the CSI implementation phase 2003-2005[2]

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 Uruguay the project was initiated by the Institute for Communication and Development (ICD) by mid-2003. The main reasons that led ICD to become involved in this initiative was to evaluate the sate of civil society in Uruguay in order to foster national development, strengthen civil society actors and promote dialogue and collective learning.

The research was carried out between September 2004 and November 2005. One of the first ICD activities carried out by ICD was the organisation of the National Coordinating Organisations (NCO) Workshop of Latin America, which was held in Montevideo in

[2] This list encompasses independent countries as well as other territories in which the CSI has been conducted, as of January 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.

November 2003. This workshop provided organisations with the training and skills necessary to implement the CSI. At the workshop, the CSI methodology and toolkit were reviewed and adapted to the Latin American context. The final version of the toolkit was made available at the beginning of 2004.

2. PROJECT APPROACH

The CSI is based on a broad definition of civil society and uses a comprehensive implementation approach, which utilises various research methods. In order to assess the status of civil society in a certain country, the CSI examines four key dimensions of civil society: structure, environment, values and impact. Each dimension comprises a number of subdimensions, which include a number of individual indicators. The indicators represent the basis for data collection within the CSI. The data is collected through several methods: secondary data collection, a population survey, a civil society stakeholder survey, regional workshops, a media review, structured expert consultations and several case studies. The indicators are then separately assessed and discussed by the NAG. The outcomes of the research and assessment are also discussed by the representatives of the key stakeholders at the National Workshop. The task at the National Workshop is to identify the specific strengths and weaknesses and to provide recommendations for key actions aimed at strengthening civil society. The CSI project approach, the conceptual framework, research and assessment methodology are described in detail in this section.

2.1. Conceptual framework

How to define the civil society?

CIVICUS defines *civil society as the arena, outside of the family, the state and the market where people associate to advance common interests.*[4] The CSI has two interesting features that contrast other civil society concepts. First, its goal is to avoid the conventional focus on formal and institutionalised civil society organisations (CSOs) by also considering informal coalitions and groups. Second, whereas civil society is sometimes perceived as an area with positive actions and values, the CSI seeks to assess both the positive and the negative manifestations of civil society. This concept consequently includes not only the humanitarian organisations and associations active in environmental protection, but also, groups such as skinheads and aggressive football supporter groups. The CSI does not only assess to what extent the CSOs support democracy and tolerance, but also the extent of their intolerance or even violence.

How to conceptualise the state of civil society?

To assess the state of civil society, the CSI examines civil society along four main dimensions:

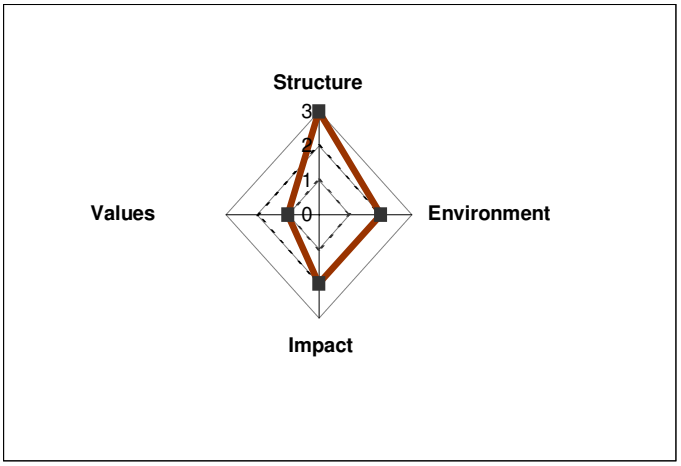
- The ***structure*** of civil society (e.g. number of members, extent of giving and volunteering, number and features of umbrella organisations and civil society infrastructure, human and financial resources);
- The external ***environment*** in which civil society exists and functions (e.g. legislative, political, cultural and economic context, relationship between civil society and the state, as well as the private sector);

[4] In debates about the definition of civil society in regional stakeholder consultations, the NAG meetings and the National Workshop participants agreed to use the word *space* instead of *arena.*

- 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.[5] 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 Uruguayan civil society and the presentations at the National Workshop. It is also used to structure the main section of this publication.

FIGURE I.2.1: CIVICUS Civil Society Diamond



To visually present the scores of the four main dimensions, the CSI makes use of the Civil Society Diamond tool (see figure I.2.1 as an example).[6] 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 sub- dimension 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 for 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 describes the methods used for collecting and aggregating of various data used in the project.

2.2.1. Data Collection

The CSI recognised 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, the regional to the national level. The CSI therefore includes the following set of research methods: (1) Review of existing information, (2) Regional stakeholder consultations, (3) Population survey, (4) Media review and (5) Fact-finding studies.

[5] See Appendix 1.
[6] The Civil Society Diamond was developed for CIVICUS by Helmut Anheier (see Anheier 2004).

It is believed that this mix of different methods is essential to generate accurate and useful data and information, and also accommodates the variations of civil society, for example in rural versus urban areas. The CSI also seeks to utilise all available sources of information to avoid 're-inventing research wheels' and wasting scarce resources. 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, through group-based approaches that challenge participants to see themselves as part of a "bigger picture", to think beyond their own organisational or sectoral context, to reflect strategically about relations within and between civil society and other parts of society, to identify key strengths and weaknesses of their civil society and assess collective needs. It is important to note that the CSI provides an aggregate needs assessment on civil society as a whole, and is not designed to exhaustively map the various actors active within civil society. However, it does examine 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.

In Uruguay, the methods recommended by CIVICUS for information gathering were implemented in their entirety, providing an immensely rich civil society database. The following are the specific methods that were implemented, in order of implementation:[7]

- *Secondary data:* During the course of the project a review of literature, unpublished instruments and web pages was carried out, to gather information on civil society in Uruguay.
- *Media review*: Between 14 June and 15 August 2004 the impact and image of civil society organisations (CSOs) in the media was studied and recorded. A representative media sample, comprising the print media, country-wide radio and television was carried out. Based on this sample 456 news articles about CSOs were collected and analysed. Appendix 6 gives a more detailed account of this media review.
- *Stakeholder survey*: Stakeholders are individuals with a thorough knowledge of civil society, representing several sectors, both within and outside civil society. Stakeholders first completed a survey designed by CIVICUS and adapted to the Uruguayan context. The Institute for Communication and Development (ICD) conducted this survey between 10 December 2004 and 10 April 2005: 190 questionnaires were sent and 74 answers were received. The ICD contacted and interviewed representatives from several CSOs and market forces, the State, the media and the academic sector, previously selected by the NIT.
- *Stakeholder consultations:* Four meetings were held and attended by stakeholders from several regions. The purpose of these meetings was to analyse the information gathered by the survey, and discuss the definition of civil society and analyse the four dimensions of the CSI. The participants at these four consultations were selected from organisations that replied to the stakeholder questionnaire.
- *Civil Society Mapping:* A mapping exercise was carried out to identify the significant forces within civil society and discuss the relations among such forces. The exercise was conducted by the NIT together with stakeholders and civil society experts.
- *Community survey:* The company, "Gente Encuestas" was hired to conduct the community survey. The community survey was carried out between 8 January and 26 January 2005: 500 surveys were conducted in two communities in Montevideo and in three provincial communities. A survey form designed by CIVICUS and adapted by

[7] For more detailed information about the methods implemented, please see Appendix 3.

ICD was used. The sample is 100% representative of the community surveyed (defined as such for the present study), with an error margin of 4.38% for a 95% of confidence.

- *Fact-finding studies*: Four case studies were conducted. With the use of CIVICUS' methodology, specific fact-finding studies were carried out, about the importance of corporate social responsibility and the impact of civil society on three priority policy issues. An analysis of civil society incidence on redirection of public expenditure, reproductive and sexual health and human rights within jails was made.

2.2.2. Aggregating data

The project team collected various types of data for the draft report and structured them according to the CSI indicators, subdimensions and dimensions. Each indicator was attributed a score between 0 and 3 (0 being the lowest value and 3 the highest). Each potential indicator score (0, 1, 2 and 3) was described in either qualitative or sometimes quantitative terms. The 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 in the form of the draft country report.

The process of indicator scoring, performed by the NAG, was based on a discussion on the information provided for each indicator. Based on this discussion and the scoring matrix featuring the indicator score descriptions, the NAG decided on a score for each respective indicator. The National Workshop also played a role in validating the indicators, if an adequate rationale was provided, national workshop participants could decide to change the indicator score provided by the NAG. This only happened in one case, and national workshop participants were also asked to provide comments and inputs related to the CSI findings. As a result of the workshop, participants built a common understanding of the current state of civil society and recommended initiatives for civil society strengthening.

2.3. Linking research with action

The CSI is not a purely academic project. Its goal is to involve civil society actors in the research process, contribute to a discussion on civil society and provide recommendations on how to strengthen civil society. This categorises the project as action oriented research.

In the case of Uruguay, the widespread participation of civil society actors took place at different times. The first example is the participation of the National Advisory Group (NAG) members, who represent different civil society sectors, expert academics, state officials, the corporate sector, international institutions and the media. From the beginning, the NAG was actively involved in the conceptual and methodological review of the CSI in Uruguay, concluding with the scoring stage. The NAG was consulted for guidance in making important decisions at several stages of the project and was also asked for advice on how and where to conduct the stakeholder consultations, among other issues.

Another participatory element were the stakeholder consultations, which provided an opportunity for in depth discussions on some important issues, and to look at specific issues, such as the definition of civil society, the CSI's methodology and several dimensions comprised by the study. These face-to-face consultations provide a starting point for the identification of weaknesses and a discussion of action-oriented strategies.

Third, the National Workshop provided a forum for interaction and exchanges among CSOs, government and business representatives. They were asked to identify civil society's strengths and weaknesses in light of the preliminary results.

2.4 Project Products

The CSI implementation in Uruguay has generated a wide range of products and results:

1. Four case studies;
2. A report on the media review and its database;
3. A report on the community survey and its database;
4. A report on the stakeholder consultations and face-to-face meetings and
5. A complete country report on the state of civil society in Uruguay.

Databases, as well as individual studies, will be available to the public at the Institute for Communication and Development (ICD), and instruments will be published on *La sociedad civil en línea's* (Civil Society online's) virtual community, www.lasociedadcivil.org.

II. THE CIVIL SOCIETY INDEX IN URUGUAY

1. WHAT ARE THE DISTINCTIVE FEATURES OF CIVIL SOCIETY IN URUGUAY?

Table II.1.1: Country data [8]

Area: 176,215 km^2
Population: 3,241,003
Population density: 18.4 inhab/ km^2
Population under 15: 1,033,561 (32%)
Urban population: 2,974,714 (92%)
Government: Republic
Democracy Level Freedom House: free
Women in parliament: 14 regular (10.8%): three senators and 11 congresswomen (October 2004 elections)
Language: Spanish
Ethnicity: White 93. 2; Black 5. 9 and other minorities 0.9%
Religion: Catholic, 66%; Protestants, 2%; Jewish, 2%. These percentages do not exclude the participation in African-Brazilian ceremonies.
HRI score: 0.840 (2005), rank 46
GDP per capita: US $ 3,486.6 (2004)
Unemployment Rate: 12.5% (October 2005)

Although relatively recent, the history of the complex and diverse sector of citizen organisation and movements in Uruguay is very rich. First CSOs can be traced back to the creation of the nation, over the first decades of the 20th Century. However, modernisation and growing industrialisation of the country brought the consolidation and strengthening of organisations like trade unions. Uruguay, like several Latin American countries, in the 1960s and 1970s went through a crisis of its social model and with the establishment of military regimes. The state's ability to synthesise and manage the increasing social demands had been exceeded. In addition, the continuous crisis closed all existing mechanisms for mediation and representation, leading to the outbreak of authoritarian military regimes. Military dictatorship in Uruguay, between 1973 and 1984, lead to the end of political participation, and the banning and prohibition of traditional forms of association, political parties, labour and trade unions. Paradoxically, this contributed to the politicisation of other social and cultural expressions, and the circumstances were favourable for the active presence of new individual and collective actors within the political environment. Thus, new actors participated in the recovery of democracy, and the role of several organisations and institutions (human rights, research, and social promotion) was acknowledged as important and valuable in the process of returning to democratic channels, particularly in the process of conveying ethic and democratic values in a time when repressive policies were implemented.

A number of important organisations, traditionally known as NGOs, were created in the early 1980s, which filled an empty space and played a supplementary role for the banned demonstrations and replaced prohibited political parties and social movements. Once democracy returned, and the first democratic government took office in 1985, CSOs faced an identity crisis, in that they were no longer mechanisms of anti-dictatorial opposition but rather, were "non-governmental" organisations (NGOs) that had to work with the now democratic government.

Twenty years have passed since Uruguay returned to democracy. During this period, Civil Society Organisations have undergone significant changes adjusting to the new reality. Today

[8] Figures on the chart were extracted from the web pages of the following national and international organizations: *Instituto Nacional de Estadística* (www.ine.gub.uy) (National Institute of Statistics); The World Bank (www.worldbank.org); United Nations Development Program (UNDP) (www.undp.org) and the Uruguayan Parliament portal (www.parlamento.gub.uy).

CSOs and citizens are playing key roles, such as caring for urgent social needs and providing services. These are different from the roles they played in the past. Civil society's profile, actions, relations and impact have experienced many important changes, as has the external context. Not only has the form and content of organisations changed, but citizen participation has also been transformed. New actors, like the organisations managed by their own beneficiaries, have swelled the ranks of civil society, and organisations continuously search for new ways to express their interests, possible contributions and interrelated capabilities.

2. THE CONCEPT OF CIVIL SOCIETY IN URUGUAY

Over the past decades, organisations have been able to adapt to the national and international context, what has lead to transformations in their shape and content, as well as in the extent and types of citizen participation. This process captured all sectors, established actors, such as political parties, trade unions, or co-ops, as well as NGOs, and, more recently social movements. Together, this diversity of actors constitutes civil society in Uruguay.

The concept of civil society does not have a simple or straightforward definition. As expressed by a Brazilian civil society leader, *"civil societies are created in the same process of creation that historical characters and historical processes, in their diverse identities, interests, proposals and autonomies, in oppositions and differences, through movements, struggles and organizations"* (Grzybowski 2004: 53 and 54). For that reason, it is incorrect to identify civil society exclusively as NGOs, which has tended to happen in many studies of the region (Bombarolo, 2001; González Bombal and Roitter, 2003). In Uruguay, the tendency to go beyond that relatively restricted concept seems to have been established, together with the acceptance that the civil society is vast and diverse and goes beyond the limits of NGOs to incorporate new and varied actors, in particular over the past few years.

The definition of civil society suggested by the CSI was submitted to the consideration of the NAG and there was consensus with regard to the spirit of the definition proposed: a broad definition, where the departing point is neither a negative nor an exclusion. However, a set of contributions were made, among which the following stand out: the need to clearly manage two different concepts, public and state; the growing incidence of civil society organisations in public policies and the importance of their participation in such policies and the essential values of civil society function to exercise social control and to enable participation.

During the most recent civil society development process in Uruguay, new actors have emerged (social movements, homeless movements, barter clubs) to find solutions to urgent social problems. These are new categories of organisations and citizen participation expressions, which deserve observation and appropriate evaluation. Moreover, these new forms of participation question the structured civil society definition, which does not easily adjust to very complex realities. Many restricting terms, such as "nonprofit" or "non-governmental" do not reflect the whole of civil society in Uruguay and other Latin American countries.

Established forms of movements, such as trade unions, peasant movements, professional associations, business organisations and organisations created under the influence of the Church, especially the Roman Catholic Church, are unequivocally understood as civil society actors in this study. However, other actors should also be regarded as part of civil society, such as the thousands of citizens who organise themselves to improve their lives and

advocate for their rights, or who, in the event of an extreme crisis, seek solutions to social emergencies. Barter clubs, such as dining halls or overnight shelters, in Argentina or Uruguay, which are groups that sometimes spontaneously arise in neighbourhoods, some of which do not last long, are examples of citizen participation. Other forms of participation, such as consumer defence groups or housing organisations are also new important forms of citizen participation.

Women's movements, though they arose during the past few decades, have substantially changed their profile by bringing multiple organisations and ways of participation together, conquering new spaces that had been banned from them and which have been brought to public debate. Issues, such as gender-based inequality and violence, as well as women's rights are major issues for many societies and the women's movement has managed to include them in the agenda of many organisations, in legislation and, more generally, on the public agenda. In addition, youth have more presence in organised forms than in the past and disabled people now organise to claim their rights.

Likewise, corporate social responsibility is a new component of the social arena, with newly created foundations, businesses that carry out social projects or support the activities of CSOs and coalitions working towards corporate social responsibility. The majority of organisations advocate peaceful actions but some groups, also belonging to civil society, show a tendency towards violent actions to express their interests. For example, in the stakeholders' consultation, it was mentioned that neo-Nazi groups are one type of group that occasionally resorts to violence.

In such a diverse and complex context, civil society in Uruguay faces the challenge of finding mechanisms and tools to systematise their rich experience and reflect about the challenges to design adequate policies and strategies. Although the role of civil societies is becoming increasingly important, information and knowledge about the features and state of civil society remain relatively limited in several countries in the region. The CSI can be a valuable tool for increasing the power and sustainability of the civil society. The CSI explicitly examines various actors' participation in civil society, and considers such participation an arena for debate, rather than a closed space.

In the case of Uruguay, the concept of civil society, as a plural, diverse, heterogeneous and ever-changing scenario, was a leading principle guiding every stage of the research process and one that generated consensus among all the actors involved in the CSI process. The NAG agreed upon a series of categories of organisational forms that they felt were part of civil society in Uruguay and whose incorporation would provide a landscape of the complex reality of associational life. In this respect, it should be mentioned that the NAG acknowledges an ongoing discussion in Uruguay and the rest of the world, whether political parties should be included as civil society components or not. For this reason, they were taken as one of the categories, but were not included in the consultations made, and neither in media monitoring. Thus, based on CIVICUS' categories, the list agreed upon included the following types of organisations:

Table II.2.1: Categories of organisational forms

1. Faith-based organisations	11. Community-level groups/associations (e.g. neighbourhood committees, self-help groups, parents' associations, etc.)
2. Trade unions	12. Economic interest CSOs (e.g. co-operatives, credit unions, mutual saving associations)
3. Advocacy CSOs (e.g. civil justice, peace, human rights or consumers' groups)	13. Ethnic / traditional / indigenous associations
4. Service CSOs (e.g. CSOs supporting community development, literacy, health/social services)	14. Environmental CSOs
5. CSOs active in education, training and research (e.g. think tanks, resource centres, nonprofit schools)	15. Culture and arts CSOs
6. Nonprofit media	16. Social and recreational CSOs and sports clubs
7. Women's organisations	17. Grant-making foundations and fund-raising bodies
8. Student and youth associations	18. Political parties
9. Associations of socio-economically marginalised groups (e.g. homeless)	19. CSO networks/federations and support organisations
10. Professional and business organisations (e.g. chambers of commerce, professional associations)	20. Social movements (e.g. landless people movement, peace movements)

The National Advisory Group (NAG) felt that CSOs can have multiple entries in the CSO categories listed above, for example an organisation can be faith-based and at the same time be a social service organisation, or have an active role in education and training. This categorization serves to draw up an outline that has to embrace different realities and set a pattern that also enables a comparative system. Therefore, this general framework was agreed upon to carry out this research project in Uruguay.

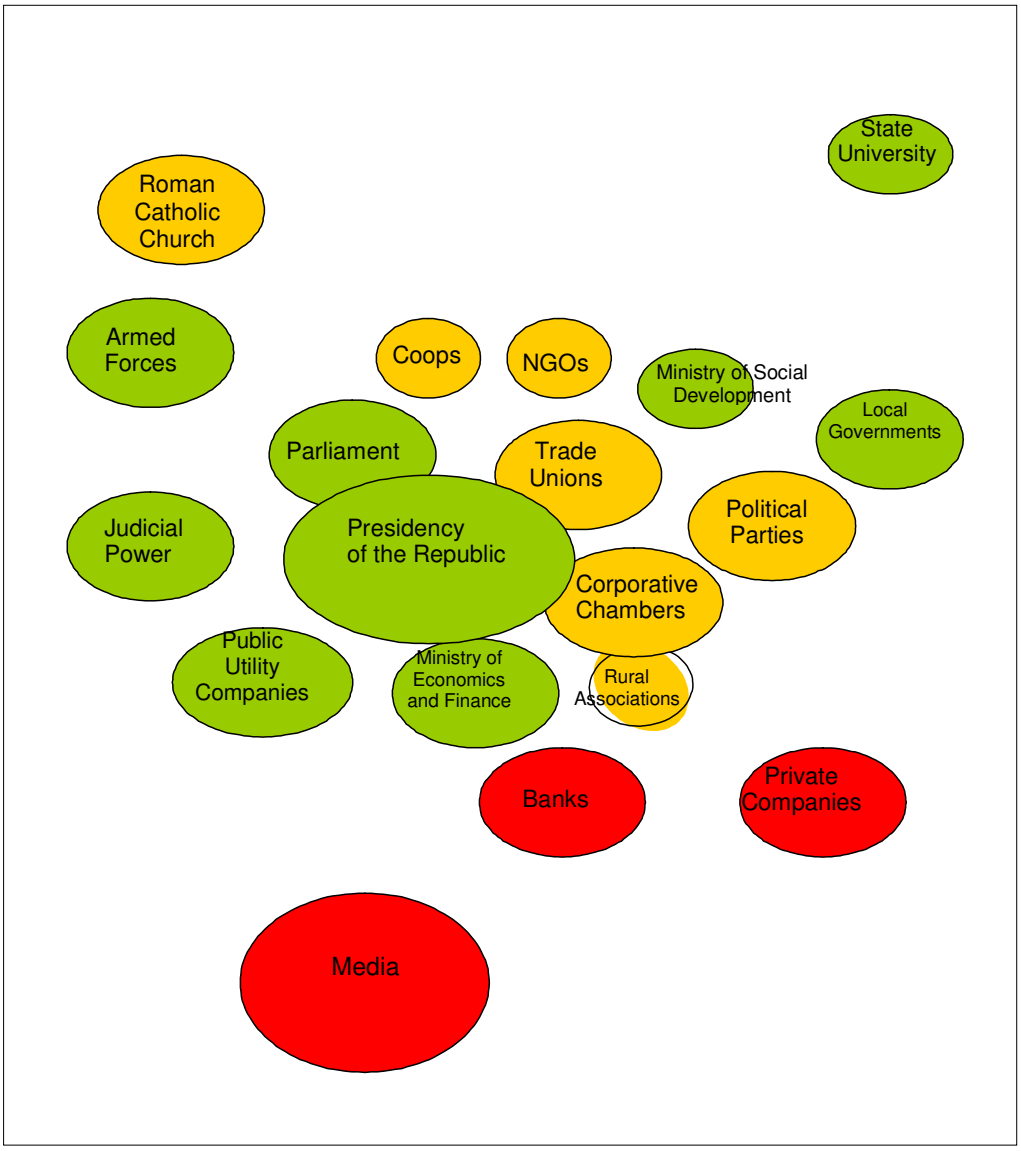
3. THE CIVIL SOCIETY MAP

In order to analyse and describe the relevant forces within Uruguayan society, and more specifically within civil society, a mapping exercise was carried out by the National Index Team (NIT), together with a group of stakeholders and experts in civil society subject matters.

In the following figure, state, civil society and market forces are represented with three different colours: state in green, market forces in red and civil society in yellow. The power of the different actors is expressed by the size of each designated circle, and the distance between circles indicates the closeness of the relationship among the different actors.

The map (figure II.3.1) shows the strong predominance of state actors; the central actor being the Presidency of the Republic. Also, the Ministry of Economics and Finance, Parliament, the Armed Forces, local governments, the Judicial Power and public utility companies were regarded as crucial social actors. However, this group of actors has different levels of relationships with the central actor, graphically expressed by the varying distances. The second most important actor, in terms of influence, is the media, with a strong influence on public opinion, but located rather far away from the Presidency of the Republic, in the present government. Within civil society, the most relevant actors are trade unions, business associations, political parties and the Roman Catholic Church, which all have different types of relationships with state actors. Trade unions and chambers of commerce have close interactions with the Presidency, whereas the Roman Catholic Church has developed a more independent role. Within the market forces, banks and private companies are the most visible, having the same level of relevance as many state actors.

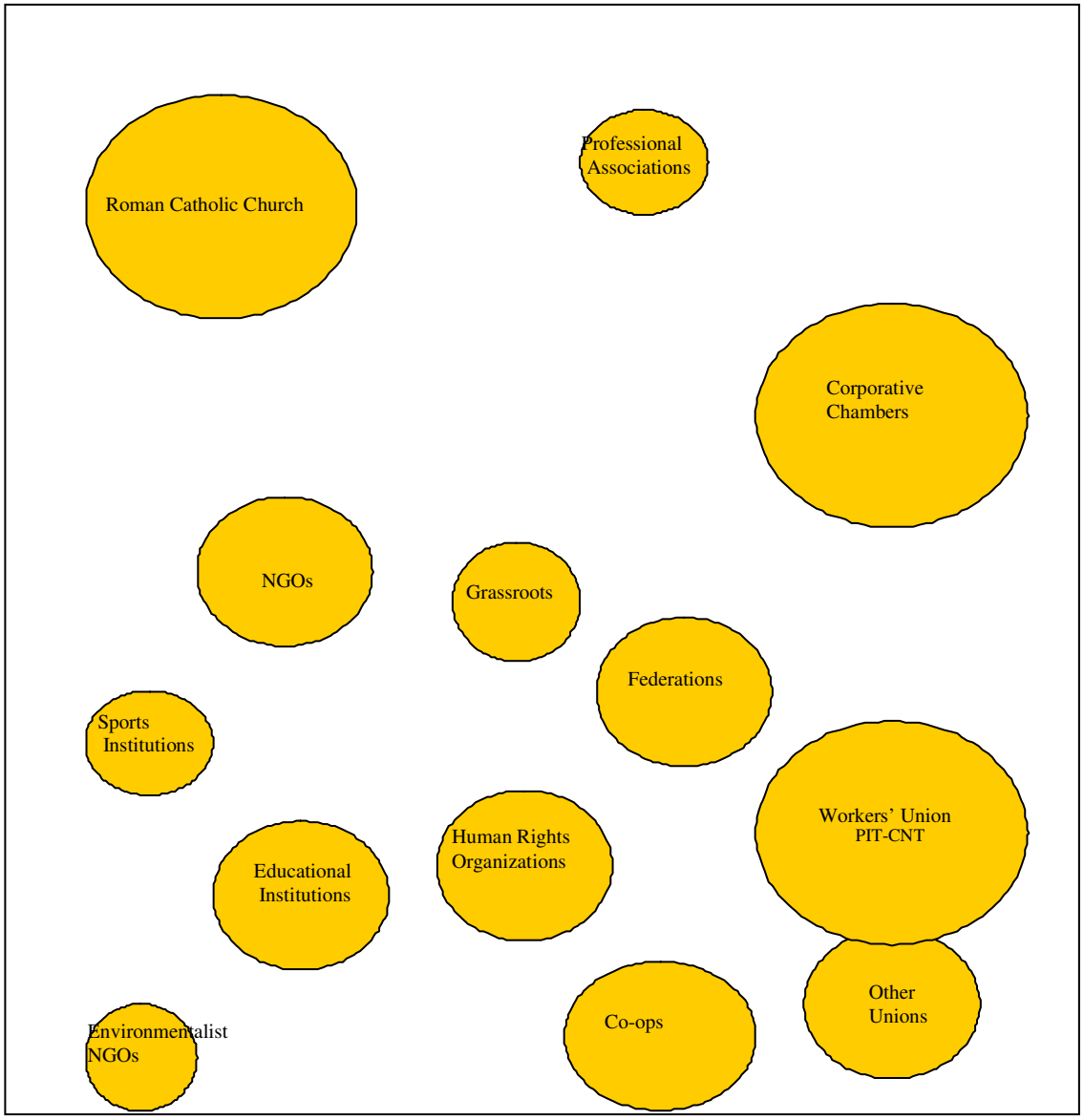
FIGURE II.3.1: Social Forces Map



To explore the main forces of civil society and their relationships more deeply, the same mapping exercise was carried out for civil society. Thirteen important actors were identified, as shown in figure II.3.2. Whereas political parties are seen as significant social forces, it was decided not to include them in the study, as there is an ongoing debate over whether they belong to civil society or not.

As shown in the figure, the central workers union, PIT-CNT, chamber of commerce and the Roman Catholic Church are the most significant actors. Behind them, with a lower relevance, are NGOs, with a special performance by human rights organisations, cooperatives, education institutions and federations. Finally, grassroots, professional associations, environmental NGOs and sports organisations have less relative influence among civil society actors.

FIGURE II.3.2: Civil Society Forces



The map shows a fragmented civil society, with weak relationships and cooperation.

In certain sectors, in particular in the NGO sector, the absence of, or minimal influence of, any powerful umbrella organisations is noticeable.

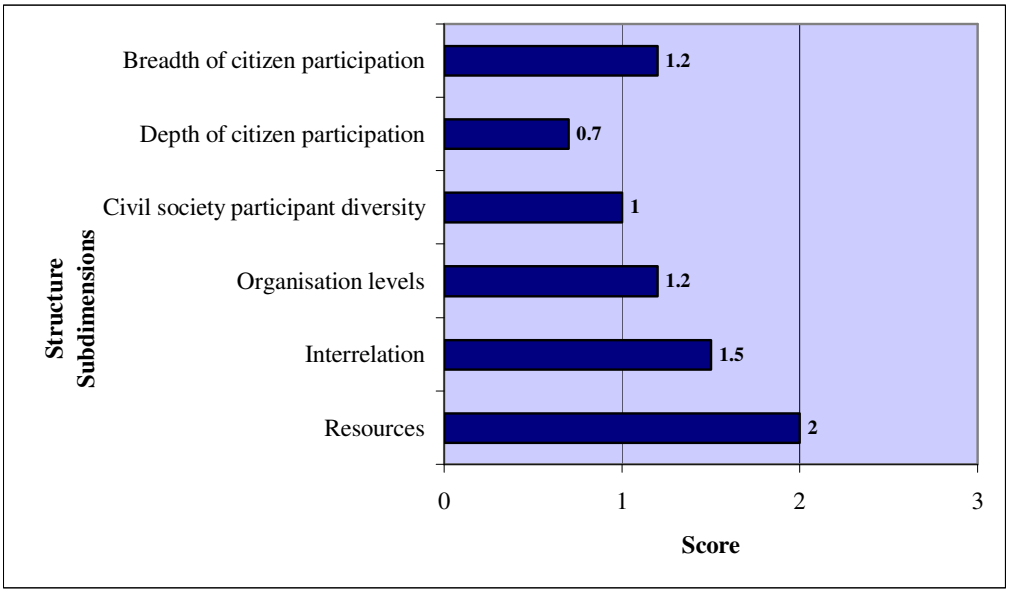
III. CIVIL SOCIETY ANALYSIS

This section presents the information and data collected during the CSI project implementation. It includes analyses of individual indicators, subdimensions and dimensions, albeit in varied levels of detail. This section is divided along the four dimensions of the CSI diamond: **Structure, Environment, Values and Impact**. At the beginning of each section, graphs are provided with scores for all its subdimensions on a scale from 0 to 3. The findings for each dimension are then examined in detail. A separate box provides the scores for the individual indicators for each subdimension.

1. STRUCTURE

Within the Structure dimension the size, strength and vibrancy of civil society are described and analysed in terms of human resources, and organisational and economic features. The structure dimension is the dimension with the lowest score (1,3), indicating a rather weak structure. The figure below shows the scores for the six subdimensions that make up the structure dimension.

FIGURE III.1.1: Scores of Structure subdimensions



1.1 Breadth of Citizen Participation

This subdimension analyses how widespread citizen involvement is in civil society. Table III.1.1 summarises the score for each indicator.

Table III.1.1: Breadth of citizen participation indicators

Ref.	Indicator	Score
1.1.1	Non partisan political action	2
1.1.2	Charitable giving	2
1.1.3	Membership or affiliation to CSOs	0
1.1.4	Volunteering	2
1.1.5	Collective community action	0

1.1.1 Non partisan political action. This indicator examines participation in non partisan political actions, such as sending a letter to a newspaper, signing a petition or taking part in a demonstration. According to the community survey data, a significant percentage, 43% of respondents have participated at least once in one of the above mentioned actions. Specifically, 4.4% say they have written to a newspaper, 13.3% say they have signed a petition and 8.1% say they have frequently taken part in marches or demonstrations. Complementary, Latinobarómetro data (Latinobarómetro Corporation 2005:35) indicates that in Uruguay, 28% of those surveyed say they have signed some sort of petition and 21% say they have taken part in an authorised demonstration. These figures are higher percentages than figures from community surveys, since Latinobarómetro is a nationwide opinion survey and representative of the whole country (and these two community surveys are not necessarily representative of the average).

1.1.2 Charitable giving. In the community survey, people were asked about money donations or in-kind contributions (i.e. clothes or food) made to charities over the past 12 months. A significant share of respondents (61.6%) report that they have donated money or other goods. Among the people who report donations, more than half are women.

1.1.3 CSO membership. With regards to CSO membership or affiliation, 29.1% of respondents were members of at least one CSO. The highest membership percentage is found in sports clubs, with a 14.7%, followed by trade unions with 5.5% and religious organisations with 3.8% (table III.1.2). Thus, it seems that CSO membership is not a common practice in society and is mostly found in more established organisations of Uruguayan society. In the national workshop, the need to encourage participation in organisations as a form of democratic practice was pointed out.

Table III.1.2: Percentage of membership per type of organisation

Organisation Category	Percentage of members	Organisation Category	Percentage of members
Sports clubs	14.7	Education	0.4
Trade Unions	5.5	Youth	0.2
Religious	3.8	Environmentalists	0.2
Coops	2.6	Marginal groups	0.2
Service	2.4	Lobbying	0.2
Community	2.2	Networks	0.2
Other Groups	2.0	Social Movements	0.2
Professionals/Corporative	1.2	Ethnic	0.0
Culture	1.2	Media	0.0
Political Parties	1.2	Foundations	0.0
Women's	0.4		

1.1.4 Volunteering. This indicator examines the percentage of people volunteering on a regular basis. According to the community survey, 46.1% of the people state that they do voluntary work. Among them, more than half (56.6%) are women. Also, housewives and retired people disproportionately engage in voluntary work.

1.1.5 Collective community action. This indicator looks at participation in community meetings, community organised events and collective efforts to solve some community problems. Two out of 5 respondents remember meetings that were held during the past 12 months in the community to discuss relevant issues, and 8.7% participated in one of those activities. At the same time, 28.3% recollected people in their community gathering together to do work for the community and 23.2% participated in those actions during the last twelve months. According to Latinobarómetro, 19% of Latin Americans report they work on issues affecting their community and in Uruguay, 15% report they get involved in this type of activity (Latinobarómetro Corporation, 2005:33 and 34). It can be seen that citizen involvement in collective community action is low, since less than 30% of citizens engage in this type of activity.

1.2. Depth of Citizen Participation

This subdimension analyses the depth and significance of citizen participation in civil society, and the type of people's involvement in CSOs. Table III.1.3 summarises the score for each indicator.

Table III.1.3: Indicators assessing depth of citizen participation

Ref.	Indicator	Score
1.2.1	Charitable giving	0
1.2.2	Volunteering	1
1.2.3	CSO membership	1

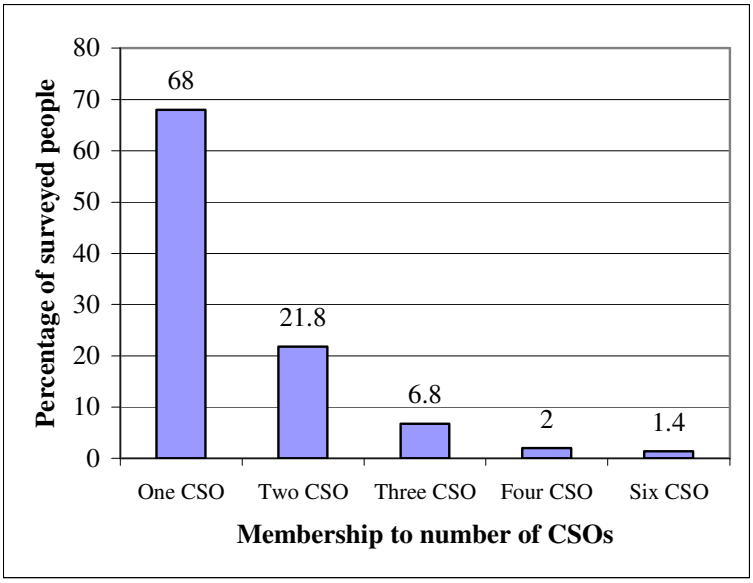
1.2.1 Charitable giving. The previous subdimension showed that 61.6% of community survey respondents reported that they give money or other goods to charities. These survey results make it difficult to conduct a quantitative analysis of the average annual donations, since most of the people surveyed (32.8%) cannot estimate how much they contributed and due to the fact that a significant percentage of answers cannot be quantified since people donated clothes or food. When examining the relationship between monetary donations and average individual annual incomes (where data is available), the percentage of individual annual income allocated to charitable giving is 0.55%. Despite the fact that this figure only covers 40% of all donors, it is an interesting observation that the level of donations, in relative terms, is low.

1.2.2 Volunteering. The average hours assigned to voluntary work by citizens gives an idea of the depth and permanence of volunteering. The monthly average is around five hours, indicating that individual dedication is relatively low, despite volunteering being a widespread practice in the surveyed communities.

There was a great deal of interest in the issue of volunteering among the participants of the national workshop. It was expressed that improving participation required more volunteer training and organisational training. Additionally, it was stated that progress must continue to be made on CSO voluntary work legislation. This was raised as the Ministry of Social Development (MIDES) submitted a draft law on Voluntary Work in May 2005, which

received a lot of criticism from civil society and generated a debate on the topic placing it on the public agenda. Some CSOs expressed opposition to the law, as they were worried that it would limit the autonomy of CSOs in connection with the State. Additionally, CSOs had been excluded from the drafting process. Finally the original proposal was amended and on 4 August, 2005, Parliament passed Law No. 17,885 of Voluntary Work which sets forth volunteer actions exclusively in the public spheres, and left regulation in the private spheres for a second stage.

FIGURE III.1.2: CSO membership



1.2.3 CSO membership. The number of multiple CSO memberships or affiliations an individual has is an indicator of the depth of participation. According to data submitted in indicator 1.1.3, 29.1% of those surveyed in the communities are members at least of one CSO. In addition, among CSO members, 32% are members of two organisations or more. Figure III.1.2 summarises the percentages of people surveyed who are members of one CSO or more than one.

1.3. Diversity of Civil Society Participants

This subdimension analyses how diverse and representative civil society space is. For example, it investigates whether all significant social groups are equitably represented or whether there are dominant or excluded groups. Table III.1.4 summarises the score for each indicator.

Table III.1.4: Indicators assessing diversity of civil society participants

Ref.	Indicator	Score
1.3.1	CSO membership	1
1.3.2	CSO leadership	1
1.3.3	CSO distribution	1

1.3.1 CSO membership. As part of the stakeholder consultations, it was analysed to what extent CSOs represent all significant social groups, such as rural area residents, minorities and women. The findings show that the youth and poor are seen as the least represented

groups. On the other hand, the majority of stakeholders think that upper class people and women are equitably represented.

The analysis of the composition of CSO members adds to the depth of analysis of this indicator[9]. Among religious organisations, people over 60 are overrepresented. Also, women's participation level is higher (20.2%) than that of men (12.7%). In community organisations, women also participate more than men with 8.1% and 4.8% respectively; also people aged 45 to 60 years old are the most active group, while in religious organisations the most active segment are people older than 60 years old. Finally, men participate more in clubs (18.4%) and young men aged 14-29 have the highest participation rates (9.7%).

According to the information supplied, the NAG considered there are significant social groups that are under-represented in CSOs (young people and poor people in particular).

1.3.2 CSO leadership. This indicator looks at the extent of participation in CSO management positions, of different significant social groups as assessed by regional stakeholders. Here, youths are seen as less represented in leadership than in ordinary membership, as 66.2% of stakeholders think they are absent or under-represented. Similarly, rural populations, ethnic minorities and poor people are also seen as absent or under-represented by a majority of stakeholders. On the contrary, women's participation and that of the upper classes is seen as representative, as more than half of the stakeholders consider that both groups are equitably represented.

Data for this indicator and indicator 1.3.1 lead to the conclusion that young people are basically excluded from the sphere of civil society, both in organisational representation and in leadership positions.

1.3.3 Distribution of CSOs. CSOs are concentrated in the urban areas of the country. Of the stakeholders consulted, 35.1% think that CSOs are limited to urban areas and 43.2% believe that they are concentrated in larger cities. According to the NGOs and Foundations Survey carried out by ICD (ICD, 2000), 70% of the associations have a corporate address in Montevideo only and 30% in the countryside, or have their address in the capital and a second provincial office.

1.4. Level of Organisation

This subdimension attempts to measure the degree of organisation of civil society and what kind of support infrastructure there is for CSOs. Table III.1.5 summarises the score for each indicator.

Table III.1.5: Indicators of civil society level of organisation

Ref.	Indicator	Score
1.4.1	Existence of CSO umbrella bodies	1
1.4.2	Effectiveness of CSO umbrella bodies	2
1.4.3	Self-regulation	1
1.4.4	Support infrastructure	1
1.4.5	International Links	1

[9] The most mentioned organizations are religious organizations (32.9%), clubs (28.9%), political parties (14.3%) and community organizations (12.9%)

1.4.1 Existence of CSO umbrella bodies. No data is available for the exact number of CSO umbrella bodies or their membership figures. According to stakeholders' opinion, membership in umbrella bodies does not exceed 50% of all CSOs. As an example, more than 10 networks or organisations can be mentioned, only speaking about non-governmental organisations, such as ANONG (the National Association of NGOs), which gathers almost 80 organisations nationwide, and the Network of Environmentalist NGOs with a similar number of organisations. Networks of other sectors should be taken into account, such as trade unions and co-ops with an important number of umbrella bodies.

1.4.2 Effectiveness of CSO umbrella bodies. With regards to the question of how effective umbrella bodies are, almost half of the stakeholders gave them a mixed rating. In general, however, the combined percentages for the mixed and generally effective categories (64.5%) are significantly larger than the 27% that either regard them as totally or somewhat ineffective. There seems to be a contradiction here between the impressions provided for scoring this indicator –effectiveness of networks- and the absence of umbrella bodies among the most important social forces in Uruguay. This could be a sign that in certain sectors, networks are more effective in relating to their members than in positioning themselves as important actors in society.

1.4.3 Self-regulation. The establishment of self-regulatory mechanisms, such as collective codes of conduct, are appearing more frequently as key instruments for improving the accountability of CSOs and civil society at large. Based on the results of the stakeholder consultations, it can be seen that 39.2% of stakeholders assess that in Uruguay there are preliminary efforts to establish behaviour codes, but their impact is extremely limited. This conclusion is supported by the high percentage of 'don't know' answers (16.2%). However, 64.9 % of the stakeholders stated that the organisation, on behalf of which they answered, has a collective code of conduct or some other form of self-regulation.

This is a topic that is discussed within ANONG (National Association of Development-Oriented NGOs). After the government initiative to debate the Basic Law of Institutional Participation (ANONG, 15/11/2004), CSOs perceive the need of an introspective look to elaborate self-regulation mechanisms, to achieve collective actions in an atmosphere of transparency, autonomy and pluralism. CSOs pointed out the importance of self-regulation of their actions and their relationships with the State (ANONG, 15/11/2004). Moreover, within ANONG a discussion regarding the creation of a code of ethics and a certification procedure for CSOs has begun. Likewise, participants at the CSI National Workshop concluded that the creation of some certification mechanism for CSOs would be a positive development.

1.4.4 Support infrastructure. The existence of support organisations, resource centres, information data banks or training programmes, and technical assistance is an important indicator of the level of development of civil society. In the context of an increasingly important role for CSOs, in particular with regards to their relationship with the corporative sector and the state, the support infrastructure for civil society is rather weak. Of stakeholders, 52.7% consider there to be a very limited infrastructure, and another 15% state that resource centres and support infrastructure in general are even non existent. According to these considerations, it may be established that umbrella bodies, whose functions include strengthening their affiliates, are not achieving effectiveness in this area. On the other hand, with the exception of isolated initiatives, there are no entities in civil society or in the State devoted to institutional strengthening of CSOs.

1.4.5 International linkages. The extent of international linkages among CSOs in Uruguay was assessed in the stakeholder survey. Close to a third of respondents knew of very few examples of CSOs that are members of international networks, and another third knew of only some examples. These data show that a limited number of CSOs are seen as having international linkages. It is worth mentioning that this point was debated at the NAG scoring exercise, as some NAG members considered that only an "elite" CSO has international linkages, which are generally larger organisations with a more important course of action and national outreach.

At the request of the NAG, another indicator was included in the consultation, referring to regional participation in the process of Mercosur integration. With regards to this point, 63.5% of stakeholders knew of some or very few examples of CSO participation. Therefore, as in the previous case, participation at a regional level is seen as limited.

1.5. Inter-relations

This subdimension explores how strong and productive relations among different civil society actors are. Table III.1.6 summarises the score for each indicator.

Table III.1.6: Indicators of inter-relation degree among civil society actors

Ref.	Indicator	Score
1.5.1	Communication	1
1.5.2	Cooperation	2

1.5.1 Communication. This indicator measures the degree of communication of civil society actors. The largest percentage of stakeholders (41.9%) regarded the level of communication and exchange of information among civil society to be limited. Moreover, the lack of knowledge CSOs have about other organisations was considered a weakness.

The topic of communication was also a core element at the national workshop, where the lack of communication among CSOs and the lack of knowledge about each other's activities emerged as a key weakness, and was linked to strong competition for resources and the lack of organisational marketing strategies. In this respect, participants widely endorsed the paramount importance of strengthening civil society networks, to disseminate information and to build good communication and dialogue strategies.

1.5.2 Cooperation. In close relation to the previous indicator, the degree of cooperation among civil society actors was explored by asking stakeholders about their knowledge of alliances or cross-sector coalitions focusing on a common topic or concern. More than half (55.4%) of the stakeholders knew about some or even numerous examples of organisations that have made joint actions around a common concern. It is mentioned, as an example, the work done by the Rural Women's Network, in coordination with co-ops and small producers, the work done by Plan Caif civil associations, the Local Clinics Commission and the dinning hall network of several neighbourhoods in Montevideo. The media monitoring also provided many examples, mostly referring to support among trade unions or co-ops. However, no such cooperative actions were detected in most other categories of CSOs.

1.6. Resources

This subdimension explores the topic of civil society's resources, and to what extent these resources are enough for CSOs to meet their goals. Table III.1.7 shows the scores given to indicators in this subdimension

Table III.1.7: Indicators of civil society resources

Ref.	Indicator	Score
1.6.1	Financial resources	2
1.6.2	Human resources	2
1.6.3	Technology and infrastructure resources	2

1.6.1 Financial resources. To what extent do CSOs in Uruguay have adequate financial resources? Three out of 5 stakeholders considered the resources for their organisations to be adequate or largely adequate., Based on this data, the NAG scored this indicator rather positively, but NAG members also stated that they perceive CSOs, in general, to have inadequate financial resources. This apparent inconsistency between the organisations' own answer and the general perception of NAG members can be related to a lack of transparency and public accountability of organisations. This topic emerged as a weakness at the National Workshop and will be taken up again in the Impact dimension.

Table III.1.8 presents different CSO financial sources and what percentage such sources represent in the budgets of the consulted CSOs. For 27%, most of the funding comes from membership dues, followed by national government funding. The absolute majority (99%) receive very little or no funding from private companies.

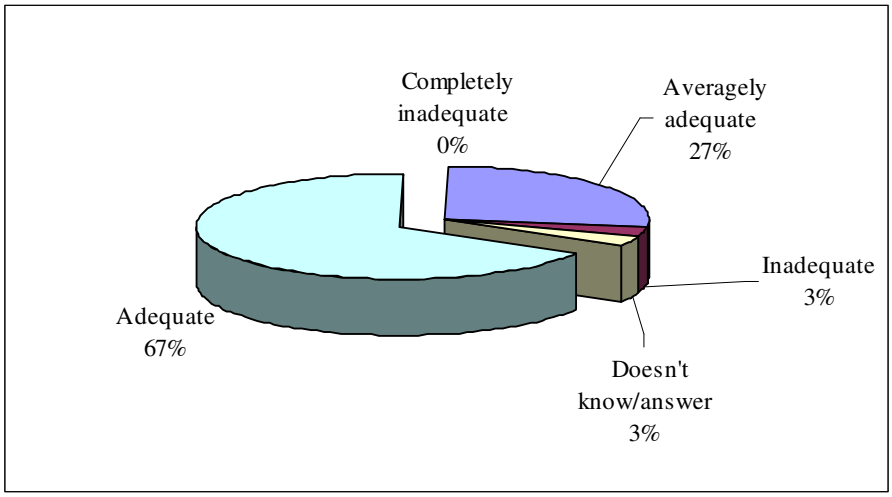
Table III.1.8: Source and percentage in organisations funding

	Percentage of CSO which receive financing from different sources							
What impact does this financing source in your budget?	**From national government**	**From local government**	**From private companies**	**From foreign donors**	**From individual donors**	**Mem-bership dues**	**Products and Services sale**	**Others**
Little or no financing	75%	88%	99%	82%	91%	58%	75%	92%
Some financing	9%	8%	1%	13%	7%	16%	13%	4%
Most of its financing	16%	4%	0%	4%	3%	27%	11%	4%

Note: Category 'little or no financing' corresponds to 0 to 20% of CSO financing, 'some financing' corresponds to 40 - 60% of financing and 'most of its financing' category corresponds to 60 - 100% of consulted CSO financing.

1.6.2 Human resources. With reference to the level and adequacy of CSO human resources, a large majority (66.7%) of stakeholders consider the array of abilities among their organisation's staff to be adequate to meet their defined goals. Only 3% consider their human resources to be inadequate. (See figure III.1.3). As in the case of financial resources, the NAG considered that these data can be an overstatement and therefore needs to be adjusted.

FIGURE III.1.3: Adequacy of CSO human resources



1.6.3 Technology and infrastructure resources. More than two-thirds of stakeholders consider the technical resources available to their organisation to be adequate or at least largely adequate. However, similar to the financial resources indicator, the NAG's perception was different. Members of the NAG, in general considered infrastructure to be inadequate.

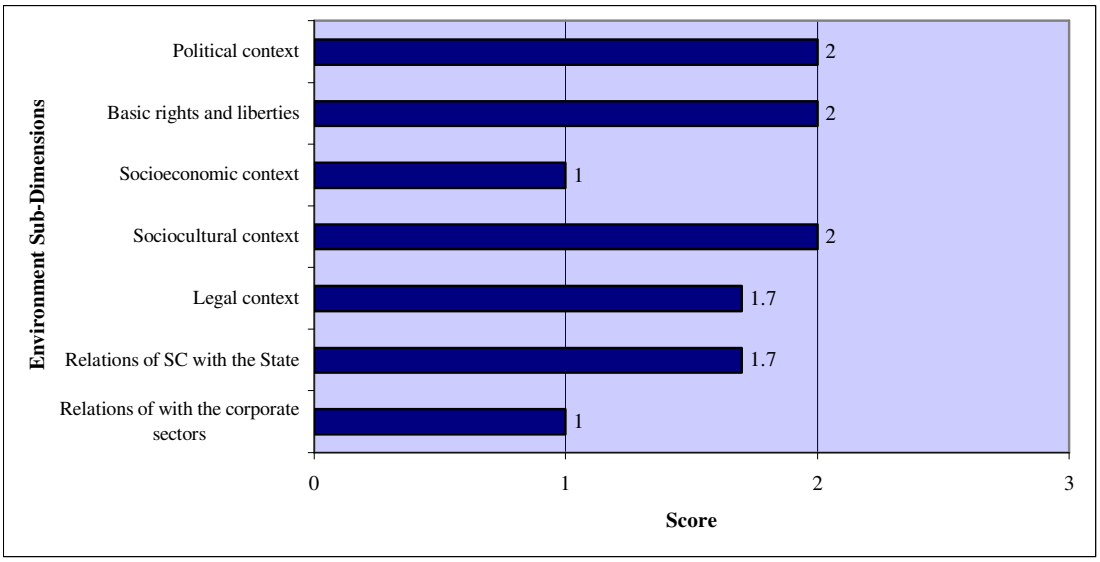
Conclusion

The greatest weakness of this dimension is citizen participation, both in terms of breath and depth. On the one hand, there is very low participation in collective actions in the community, where less than 30% report participation and also a similar percentage in terms of CSO affiliation of membership. Another weakness refers to the level of organisation, with reference to a low level, both in the number of umbrella bodies and support infrastructure, and in terms of international links. As an example, two thirds of consulted stakeholders consider the support infrastructure for civil society to be limited or even nonexistent. Additionally, the lack of communication channels among CSOs and with other sectors should be highlighted, which translates into low levels of cooperation, networking and inter-sectoral coordination. On the other hand, stakeholders' assessments reveal that, by and large, CSOs have economic, human, technological and infrastructural resources, adequate for the accomplishment of their goals. Given the great diversity of CSO types, some of these conclusions apply to some types more than others. Therefore, it would be a worthwhile effort to conduct more disaggregated research on the structural features of the various types of CSOs in Uruguay.

2. ENVIRONMENT

The Environment dimension analyses the political, social, economic, cultural and legal context where civil society evolves. The score attributed to this dimension is 1.6, which reflects a relatively conducive environment for civil society and constitutes the highest score among the four dimensions. Figure III.2.1 shows the score registered by the seven subdimensions that comprise the Environment dimension. In this figure two problematic features of this dimension can be noticed: the relationship between civil society and the corporate sector and the socio-economic context.

FIGURE III.2.1: Environment subdimension scores.



2.1. Political Context

This subdimension analyses the political situation in Uruguay and its impact on civil society. Table III.2.1 summarises its indicator scores.

Table III.2.1: Political context indicators

Ref.	Indicator	Score
2.1.1	Political rights	3
2.1.2	Political competition	3
2.1.3	Rule of Law	2
2.1.4	Corruption	2
2.1.5	State effectiveness	2
2.1.6	Decentralisation	0

2.1.1 Political rights. Uruguayan citizens have full freedom and choice to exercise their political rights and meaningfully participate in political processes. According to Freedom in the World international report (Freedom House 2005a), Uruguay has been awarded the free country status, with regards to both political and civil liberties, with the highest score in both cases (1).

2.1.2 Political competition. According to Sartori, the Uruguayan party system can be classified as moderate pluralism, with strongly institutionalised political parties whose

ideologies do not differ much and exhibit a centripetal political competition style.[10] That is, they compete to be at the heart of the ideological spectrum. This idea of deeply centralised political parties is seemingly confirmed by a number of academic studies that show Uruguayan political parties as playing a key role in the country's political and social life.[11] The increase in votes recently experienced by the left-wing political party, *Encuentro Progresista-Frente Amplio*, which finally led it to form the Government in 2005, resulted in a process of ideological convergence for the whole party system. The historical framework of the other two political parties (Partido Nacional and Partido Colorado) has been a *"catch all party"* system, which has allowed them to successfully compete for the centre of the ideological spectrum.[12]

2.1.3 Rule of Law. This indicator intends to explore to what extent the rule of law is in force in the country. According to data of the Democracy in Latin America report (UNDP 2004), the State in Uruguay does not face important difficulties when it comes to protecting its citizens from ordinary violence, since homicide rate is 4.6 murders per one hundred thousand inhabitants. With reference to the guarantees of the due process, some indicators reflect that in the country there are severe violations of defendants and prisoners' rights. For 2000, Uruguay had a 72.5% rate of prisoners held without a trial and an inmate population exceeding 150.8% the capacity of facilities. (UNDP 2004a: 110). Recently, on 15 September 2005 law 17,897 was passed, which regulates the humanization and modernization of the prison system, in order to partially alleviate this critical situation.

As supplementary information, it is worth adding that, according to the 1998 to 2004 Governance Index (World Bank 2004a), 61.8% of all countries are worse than Uruguay with regards the Rule of Law for year 2004. (Table III.2.2). The table depicts the slight decrease in the index score from 1998 to 2004.

Table III.2.2: Rule of Law in Uruguay according to the World Bank 1998-2004 Governance Index

Governance Indicator	Year	Percentile interval (0-100)	Estimated (-2.5 a + 2.5)
Rule of Law	2004	61.8	+0.42
	2002	68.4	+0.54
	2000	74.3	+0.65
	1998	70.8	+0.54

Thus, information collected for this indicator shows that there is a moderate level of confidence in the law and that violations of the law, both by citizens and the state, are rather uncommon, though there remain certain problems, particularly with regards to the treatment of prisoners.

[10] The distinctive features of party systems of moderate pluralism are: "*i) a relatively small ideological distance between its main parties; ii) a bipolar coalition conformation and iii) a centripetal competition"* (Sartori 1992.227)

[11] For a more comprehensive discussion about political party centrality in the political and social life of the country see among others: Lanzaro, Jorge (2000a); Lanzaro, Jorge (2000b); Caetano, G. et al (1987); Caetano, G. et al (1992); and Pérez Antón, R. (1998).

[12] The expression relates to "catch-all" parties, that is, political parties whose ideological scope is broad enough as to cover a wide percentage of the voting people. For more details about this "catch all" feature of Uruguayan political parties see Lanzaro, Jorge (2000a) and (2000b).

2.1.4 Corruption. In the Transparency International Corruption Perception Index (2004) Uruguay holds a moderate position: 6.2 on a scale from 0-10, with 10 being very honest and 0 very corrupt. The score relates to the level of perceived corruption by businessmen and analysts in each country. Since the topic of corruption has several sides, a question should be posed with reference to one of these topics in Uruguay. It can be stated that though there are cases of corruption among top civil servants, this is not the general trend and maybe for that reason, they do not have relevant public visibility. The question should be whether this is due to the system inefficiency to publicise the possible existing cases or if, on the contrary, the sanction of *ley cristal* in 1999 had a favourable effect and considerably reduced corruption cases[13].

2.1.5 State effectiveness. This indicator examines the state's abilities to fulfil its defined functions. According to the 1998-2004 Governance Index (World Bank 2004a), 68.8% of the countries are in worse condition than Uruguay regarding their state effectiveness in 2004. The table depicts the decrease in the index score from 1998 to 2004.

Table III.2.3: Government effectiveness in Uruguay according to the World Bank 1998-2004 Governance Index

Governance Indicator	Year	Percentile interval (0-100)	Estimated (-2.5 a + 2.5)
Government effectiveness	2004	68.8	+0.52
	2002	71.1	+0.52
	2000	75.3	+0.71
	1998	78.7	+0.67

Upon the analysis of this data, the NAG held that state bureaucracy is functional but perceived as incompetent and / or non-responsive. It should be mentioned that the number of civil servants grew enormously and, as perceived by many, unnecessarily in the past decades, which could affect the perception of the state bureaucracy as being ineffective.

2.1.6 Decentralisation. Upon the analysis of the extent to which government expenditure is devolved to sub-national authorities, the conclusion is that decentralisation is not very meaningful, since the sub-national share of government expenditure is less than 20%. The expenditure of the 19 local governments, when examined collectively, represents approximately 4% of the GNP.[14] Table III.2.4 below shows the changes experienced by the social government expenditure devolved to local governments for the period between 1999-2003, expressed as GNP percentage.

[13] Law 17060 established measurements to discourage corruption through a sworn statement of property made by civil servants and increasing transparency in the process of government purchases.
[14] Uruguay political division is called "Departamento", similar to State or Province in other countries

Table III.2.4: Local government expenditure development

Local government expenditure As a GNP %	
1999	4.4%
2000	4.3%
2001	4.2%
2002	4.3%
2003	4.0%

Source: Presidency of the Republic - Planning and Budget Bureau - Technical Assistance on Social Policies 2004:9 *(Oficina de Planeamiento y Presupuesto-Asesoría Técnica en Políticas Sociales 2004:9)*

2.2 Basic Freedoms and Rights

This subdimension examines the extent to which basic liberties and rights (freedom of expression, association, assembly, access to information, press, etc.) are ensured by law and in practice. Table III.2.5 summarises its indicator scores.

Table III.2.5: Basic freedoms and rights indicators

Ref.	Indicator	Score
2.2.1	Civil liberties	3
2.2.2	Information rights	1
2.2.3	Press freedom	2

2.2.1 Civil liberties. Article 7 of the Constitution of the Republic of Uruguay, which has been in force since 1967, contains the general principle of liberty. Pursuant to this article, all citizens in the country have the right to found institutions and organisations and they should have government protection to exercise such right. Moreover, the Constitution specifically stipulates association and free expression rights in articles 39 and 29 respectively (Martínez 1997: 257).

Furthermore, according to Freedom in the World international report (Freedom House 2004a), Uruguay has been awarded the free country status, regarding both political and civil liberties, in both cases with the highest score (1). According to this Index, Uruguay has been granted the status of free country since 2002 and to present.

2.2.2 Information rights. This indicator analyses the extent to which public access to information is guaranteed by law and how accessible are government documents to the public. According to *Democracy in Latin America (La democracia en América Latina)* (UNDP 2004a) the right to access public information and Habeas data do not exist in Uruguay. *"Public access to information"* refers to citizens' right to have access to government information about public affairs. *"Habeas data"* refers to an action that guarantees the access of any individual to information contained in private or public databases, referred to his/her person or property and, if necessary, to update, correct, remove or preserve such information, with a view to protecting certain fundamental rights.

The Citizen Participation Project for the Americas Summit (Civil Society Follow-up of Québec Action Plan Implementation), which was carried out in Mercosur countries, sought to corroborate if government agencies were receptive to ordinary citizen information requirements, in the proceedings and times set forth by each country rules and regulations. [15]

[15] For more information about this follow- up Project see www.sociedadcivil.org.

In Uruguay, only one reply was given to the 14 petitions submitted before government agencies.[16] This poor result would corroborate certain diagnosis made of the accessibility to information in our country, to this respect:

> *"with the exception of isolated cases, in the Uruguayan establishment the culture of secrecy prevails. In general terms, civil servants, top officers in the administration consider that information is the property of bureaucracy not of citizens.…There are no specific transparency policies regarding general interest issues proceeded by different government agencies.…To make the situation worse, in Uruguay there are many laws in force that provide for a status of secrecy in multiple activities (bank secrecy, statistics secrecy, tax secrecy, adoptions secrecy). " (Lanza, Edison (s/f): 4,5)*

Thus citizen's access to government documents is limited, but it is beginning to open out as a result of some initiatives by civil society.

2.2.3 Press freedom. Article 1 of Press Law No. 16.099, which has been in force since 1989, provides that:

> *"Expression and conveyance of thoughts or opinions and dissemination of information either orally, in writing or visually, by any media within the limits provided by the Constitution of the Republic and the law, are entirely free. In compliance with the requirements set forth by pertinent provisions in force, this freedom includes that of media foundation. Journalists shall have the right to be protected by the professional secrecy regarding their information sources."*[17]

Additionally, according to Freedom of the Press international report (Freedom House 2005b), Uruguay is listed in the free country category, with a score of 29. A country that receives a score between 0 and 30 is considered to enjoy press freedom. If a country receives a score between 31 and 60 it is considered to be partially free and if the score is between 61 and 100 press freedom is restricted.

Additionally, according to data of Freedom of the Press international report (Freedom House 2005b), Uruguay is situated in the categories of free countries, with a score of 29[18] which is separately treated as: legal environment 9 points, political influence 9 and economic pressures 11 points. This international agency also establishes that though the press was able to freely cover last October 2004 elections, libel laws continue to limit the exercise of freedom of the press.*"Constitutional guarantees regarding free expression and freedom of the press are generally respected, although these are subject to qualifications for incitement of violence and "insulting the nation." Defamation, contempt, and libel continue to be regarded as criminal offences, punishable by up to three years' imprisonment. In 2004, several court rulings were issued that were in fundamental conflict with constitutional rights of free expression and tended to deepen an environment of self-censorship. Fifteen reporters and three media outlets were criminally prosecuted for publishing news and opinion, and*

[16] Formed by several CSOs and the University of the Republic, the Public information access group has recently been created. The group submitted a preliminary bill about *"access to information, information protection and habeas data against the State"* which at present is going through a consultation process with experts on the field and the society in general. The bill will formally enter Parliament in February 2006 after the parliament recess.

[17] Parliament web page < http://www.parlamento.gub.uy/leyes/ley16099.htm>.

[18] Range 0 - 30 is considered that the country has freedom of the press; 31- 60 partially free and 61-100 the press has restrictions.

four reporters and one media outlet were forced to pay thousands of dollars in damages to public officials and others who felt offended as a result of published information, even though its accuracy was left unchallenged " (Freedom House 2005b)

2.3. Socio-economic Context

Table III.2.6: Socio-economic context indicator

Ref.	Indicator	Score
2.3.1	Socio-economic context	1

This subdimension inquires about the socio-economic situation of the country and its impact on civil society. Together with the subdimension relating to private sector-civil society relations (2.7), both encompassed in the Environment dimension, this is the indicator with the lowest score. Unlike the other subdimensions, this indicator it is not divided in indicators but it assesses the situation through the absence or presence of the following eight socio-economic conditions.

1. *Widespread poverty* – Regarding the present country poverty levels, data collected before the economic crisis show that for the year 2000, 3.9% of the population lived on less than two dollars a day (World Bank 2002). As for updated data provided by other sources, *"when using the threshold of one dollar a day (considering 1985 equal purchase powers), used to monitor* MDG (Millennium Development Goal) 1 *related to poverty, barely 0.3% of the total Uruguayan population is classified as poor."* (UNDP 2005:98). According to the international comparability data, this condition is not present in Uruguay.

2. *Civil War*– This condition is not present in Uruguay, as it has been more than five years since no armed conflict took place.

3. *Ethnic and/or religious conflict* – This condition is not present, as events of ethnic and/or religious conflict have been virtually non- existent in the country history. As regards religion, disputes have exclusively involved debate on ideas but no conflicts ever occurred.

4. *Economic crisis* – This condition is present as the external debt percentage in relation to the product increased from 34% in 1998 to 109% in 2003 (World Bank 2005).[19]

5. *Social crisis* – In 2002 one of the most serious crises of Uruguayan history broke out.[20] It started with an exchange rate crisis and was followed by a financial and payment balance crisis whose impact was suffered by the entire economy and society. According to the Central Bank of Uruguay *(Banco Central del Uruguay, BCU)* and taking into account the exchange rate, the GNP fell by 18.6% between 1998 and 2002. Due to a large increase in poverty -almost doubled the rates before 1998- emigration rate increased so much that "according to estimations, in 2002 seventeen of every 1000 Uruguayans left the country" (UNDP 2005: 48) and unemployment rate "(…) has not stopped increasing since mid 1998, and in 2002 it was above 19% of economically active population (PEA)" (Gallicchio 2003: 14). Evolution of poverty (its "infantilization"), family transformations

[19] Debt stock is composed by public debt guaranteed for the long run, by the long run non guaranteed debt (informed or estimated by World Bank staff), the use of IMF credits and short run estimated debt.

[20] According to some studies, the crisis deepened some tendencies which had been visible in Uruguayan socio-economic indicators since mid 1990s (UNDP 2005:46).

and housing segregation processes contribute to this general panorama of deterioration of life quality and welfare conditions that characterised the country in the past and aggravated with 2002 crisis.

6. *Socio-economic inequities* – According to the World Bank, Uruguay's inequity index for 2000 was 44.6 (World Bank 2004b). For the same year, but according to the United Nations Development Program, the Gini Index was 44.5 (UNDP 2005:95).[21] For 2004 the CSI was 45.3 (UNDP 2005: 95), which might suggest a slight but steady increase in the already high social inequities regardless of the economic cycle.

7. *Illiteracy* – Uruguay has the lowest illiteracy rates of Latin America. According to ECLAC (2004a), the rate has remained unchanged at 1.5% both for men and women since 1990 and through 2002. According to the World Bank, the rate has been 2% from 2000 to 2002 (World Bank 2004b).

8. Lack of ICT infrastructure – As regards the level of Information and Communication Technology (ICT) infrastructure, Uruguay shows the following figures for 2003: 87,630 internet hosts and 271.2 hosts per 10,000 inhabitants. It also has 370,000 computers, which represent 11.01 computers per 100 users.[22] With regards to Internet connections for 2003, around 13% of households had connection (according to the National Institute for Statistics). Finally, household personal computer penetration percentage for the whole country was 18.3% in 2003 (Lescano/Stolovich 2004:18).

In short, it can be expressed that social and economic conditions in Uruguay significantly limit the effective functioning of civil society as three of the eight conditions are present: serious economic crisis, social crisis and serious socio-economic inequities.

2.4. Socio-cultural Context

This subdimension examines the extent to which socio-cultural attitudes and standards are conducive or detrimental to civil society. Table III.2.7 summarises its indicator scores.

Table III.2.7: Socio-cultural context indicators

Ref.	Indicator	Score
2.4.1	Trust	1
2.4.2	Tolerance	2
2.4.3	Public spiritedness	3

2.4.1 Trust. In order to assess the extent to which members of society trust one another, community survey respondents were asked whether most people can be trusted or whether one can never be careful enough when dealing with others. Of the respondents, 58% expressed that one can never be too careful, compared to the 36% who believe that most people are trustworthy. When asked a similar question by the 2004 Latinobarómetro Survey, 24% of those surveyed in Uruguay express that most people may be trusted and, as it can be

[21] For more details about Gini Index and its methodology see, among others: Vigorito, Andrea; "Una distribución del ingreso estable. El caso de Uruguay 1986-1997" ; Instituto de Economía – Serie Documentos de Trabajo N° 6; Montevideo; 1999 and Bucheli, Marisa; and Furtado, Magdalena; "La distribución del ingreso en Uruguay 1986-1999: Alternativas para su medición"; CEPAL; Uruguay; Abril de 2000 .

[22] Figures of the I International Telecommunication Union (ITU), in http://www.itu.int/ITU-D/ict/statistics/at_glance/Internet03.pdf

seen from table III.2.8 in the period 1996 to 2004, a fall of 9 points is recorded (Corporación Latinobarómetro 2004: 32).

Table III.2.8 Evolution of interpersonal trust (Latinobarómetro)

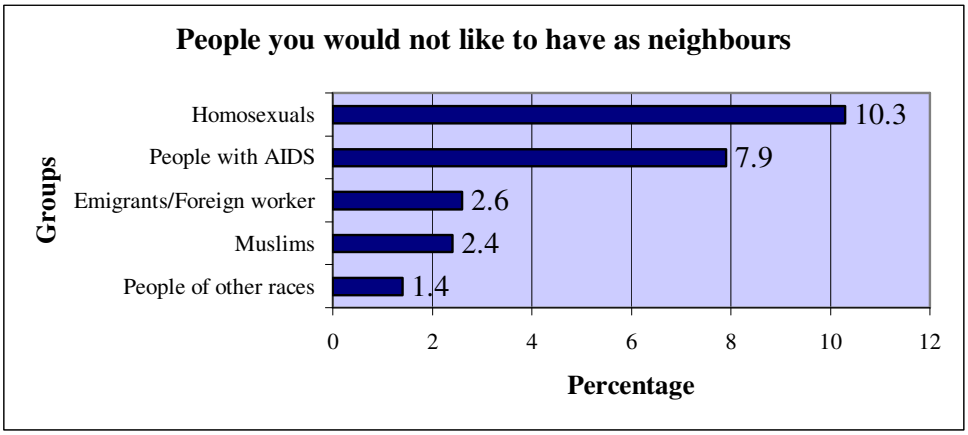
	1996	1997	1998	2000	2001	2002	2003	2004	1996 – 2004
Uruguay	33	31	34	23	24	36	35	24	-9

Source: Corporación Latinobarómetro 2004: 32. The table depicts the percentages of answer for option "Most people may be trusted" to the following question included in latinobarómetro form: "Generally speaking, would you say that most people may be trusted or that one can never be careful enough when treating other people?" (Corporación Latinobarómetro 2004: 32).

Data obtained in the CSI research, as well as data from other sources, indicate there is widespread distrust among members of society.

2.4.2 Tolerance. When examining the level of tolerance among members of society, people interviewed within five communities expressed high levels of tolerance. The highest percentage of people who expressed intolerance against any social group was 10.3% with respect to homosexuals. For the other social groups, the expressions of people interviewed did not exceed 10%. Figure III.2.2 shows the scores obtained.

FIGURE III.2.2: People you would not like to have as neighbours



This general situation of high tolerance is reflected into a extremely high CSI score of 0.26 (0 being very high tolerance and 5 very low). Even though this data shows very high levels of tolerance, the NAG general perception was that Uruguayan society exhibits a moderate level of tolerance.

2.4.3 Public spiritedness. Another indicator of socio-cultural norms is the strength of public spiritedness among members of society. In this respect, 65.3% of respondents say it is never justifiable to claim benefits from the government that one does not qualify for, 78.4% of the ones who answered say that it is never justifiable to avoid paying the fare on public transport and an even higher percentage (81.2%) expressed that it is never justifiable to cheat on taxes.

Based on this data, a public spiritedness index was created, with 1 representing a low level of public spiritedness and 3 a high level, on which Uruguay scores a high 2.73 indicating that this norm is rather widespread in society.

2.5. Legal Environment

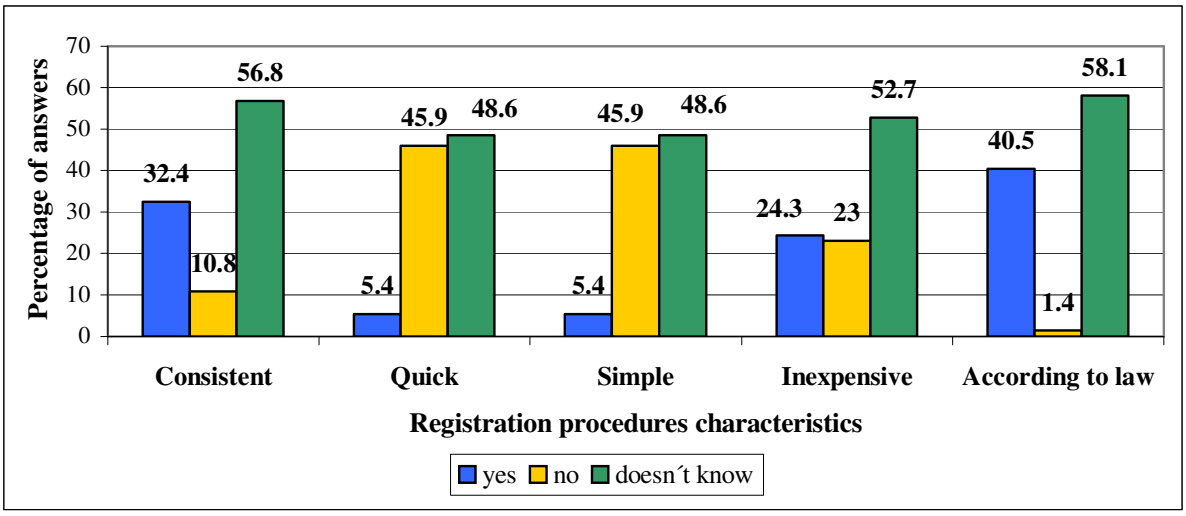
This subdimension examines the extent to which the existing legislation is promoting or restraining civil society development. Table III.2.9 summarises its indicator scores.

Table III.2.9: Legal environment indicators

Ref.	Indicator	Score
2.5.1	CSO registration	1
2.5.2	Allowed advocacy activities	2
2.5.3	Tax laws favourable to CSOs/Tax exemption	3
2.5.4	Tax benefits for philanthropy	1

2.5.1 CSO registration. This indicator analyses the registration procedure for CSOs and the extent to which such procedures are enabling. Stakeholders were asked how simple, quick, inexpensive, and consistently applied the procedure of registering CSOs is and if such procedures follow the legal provisions. As can be seen from figure III.2.3, around 50% of the answers provided in these consultations were "does not know". Regardless of this high level of ignorance on the topic, stakeholders assess registration procedures to be neither quick nor simple. With regards to costs, the evaluation is ambivalent as opinions among those who think the registration procedure is inexpensive and those who believe it is expensive, are divided in similar proportions. On the other hand, there is agreement on the fact that registration procedures follow the legal provisions and are consistently applied. Therefore, it can be concluded that in addition to the widespread lack of knowledge on the topic, CSO registration procedures are considered neither simple nor quick, although there is a widespread perception that such procedure is consistently applied.

FIGURE III.2.3: Registration procedures



In addition to the registration procedures, it is worth pointing out that organisations wishing to acquire the status of a legal entity should follow the procedure set forth by a law that has been in force for more than a century (23 January 23 1868). The civil association act rules the creation of a diversity of organisations including: neighbour committees, base organisations, non governmental organisations, unions, political parties, educational institutions, sports clubs and church organisations. In 1999, after many years of negotiations, the Foundation Act (Law No. 17.163) was enacted. It is indeed the only progress made on this topic in recent years.

2.5.2 Allowable advocacy activities. In the stakeholder consultations, a question was raised about the extent to which CSOs are free to engage in advocacy activities or criticise the government or lobby about topics of interest. As far as lobbying activities are concerned, there is strong ambiguity among respondents, as more than one third believe that there are reasonable constraints to such activities and a similar percentage considers CSOs to be allowed to freely engage in lobbying activities about topics of interest. NAG members considered, despite this apparent ambiguity, that restrictions to advocacy activities at national level are minimal, since among those who believe there are restrictions, the largest percentage are those working at provincial level (and the second largest are those working at local level).

2.5.3 Tax laws favourable to CSOs/Tax exemption. As an analysis of the tax legislation that governs civil associations, states:

> "*The Constitution of the Republic (Art. 69) states that 'private educational and cultural institutions shall be exempted from national and municipal taxes as a subsidy for their services'. National legislation has construed the expression "cultural institutions" in a broad sense; it encompasses practically all non-profit private institutions engaged in activities of public interest. "* (Martínez 1997:271)

This interpretation of the pertinent legislation leads to the conclusion that the tax system provides favourable treatment for CSOs. Exemptions are available from a range of taxes and for a range of activities, limited only in appropriate circumstances.

2.5.4 Tax benefits for philanthropy. The Constitution provides that incentives such as tax exemptions for those who make donations can only be approved if they are put forward by the executive. *"There is no comprehensive legislation in Uruguay that makes provisions for both natural and legal persons to make donations to CSOs and the possibility of deducting donations from payable tax*" (Martínez 1997:275). There is only one relevant law (*Law No. 16.736 dated January 5, 1996)* referring to tax exemptions derived from donations made to public schools and other public educational institutions. This represents a big drawback to the development of corporate social responsibility (CSR) and to joint actions between CSOs and the corporate sector. Participants to the national workshop expressed the need to broaden tax exemptions in order to increase CSR practices.

2.6. State-Civil Society Relationships

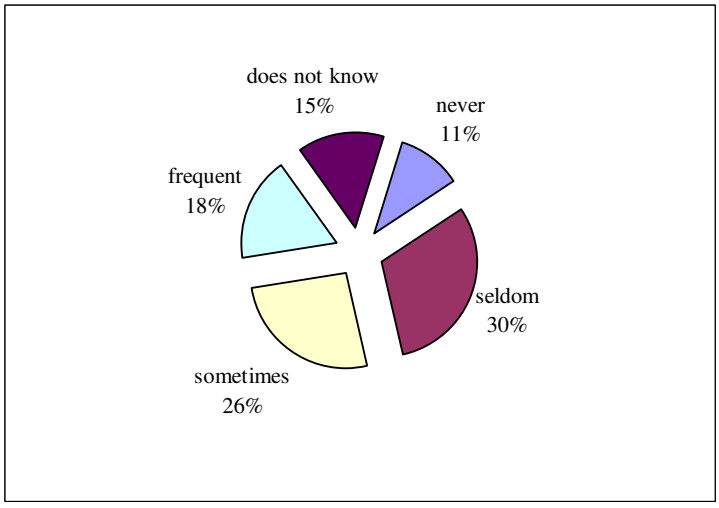
This subdimension examines the nature and quality of State-civil society relationships. Through the three indicators shown in Table III.2.10 a more in-depth analysis of this topic is made.

Table III.2.10: State-civil society relation indicators

Ref.	Indicator	Score
2.6.1	Autonomy	2
2.6.2	Dialogue	1
2.6.3	Cooperation/ support	2

2.6.1 Autonomy. This indicator analyses the extent to which civil society can exist and function independently of the State. In the stakeholder consultations, participants were divided. The percentage of respondents who saw rather frequent state control attempts was similar to the one that could not too many of these attempts (figure III.2.4). It is important to observe that among those who believe there is some kind of state control, 56% do not provide any examples, and the most frequent example of oversight relates to specific controls of the agencies they work with (20%).

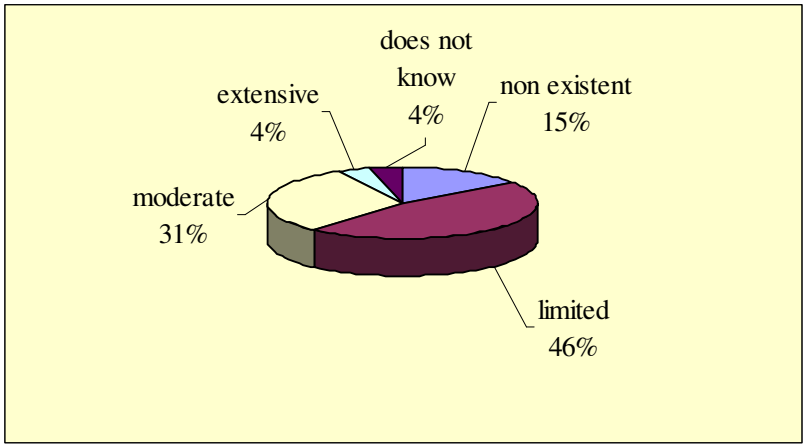
FIGURE III.2.4 State oversight on civil society



In the stakeholder consultations, people expressed the view that CSOs cooperate with the state, but this relationship is not reciprocal. Besides, *"the 'state culture' of Uruguayans",* which is related to clientelism*,* was considered to be detrimental to civil society. As an example, the experience of CAIF Plan was mentioned. The CAIF Plan is a state institution in charge of childhood and family care centres across the country in cooperation with CSOs. The Plan encourages and promotes CSOs and it represents a rich experience, given the heterogeneity of the participant CSOs and the kind of activities carried out, although official authorities in charge are the ones to define the working plan of the CSOs included in the Plan. This also happens at provincial level, where local government influences organised civil society. Hence, some stakeholders consulted expressed there is some dependency of CSOs with the State, both economically, in their actions and also in their internal structure.

2.6.2 Dialogue. This indicator analyses the extent to which the state dialogues with civil society and how inclusive and institutionalised the terms and rules of engagement are. In the consultations, more than 60% of the people consulted felt that dialogue between the state and civil society is limited or non-existent (figure III.2.5).

FIGURE III.2.5: Dialogue between civil society and the State



On the other hand, information appearing in the press relating to instances of dialogue between civil society and the state was quite frequent and covered 12 different kinds of organisations with a strong coverage of dialogue between the state and umbrella CSOs, labour unions and cooperatives. However, references to instances of dialogue with service organisations or community associations were very rare.

In 2005, since the new government took office, some remarkable events occurred with respect to state-civil society relations. On 1 March 2005, Parliament approved the creation of the Ministry of Social Development (MIDES). The first draft of the Bill led to a strong controversy between CSOs grouped under ANONG and government. Taking into account these claims, a set of changes was introduced in the original project. After that, umbrella organisations were called to dialogue with the government on social policies and work agreements were signed with many CSOs within MIDES' programme framework. A new conflict arose between this ministry and CSOs, when the executive branch submitted a Bill on Volunteering. Some CSOs, again grouped under ANONG, expressed their opinions against the legislation which they believed would limit the volunteers' autonomy vis-a-vis the

state and, in addition, because they had not been consulted when the bill was elaborated. Finally, the Parliament passed a Law on Volunteering (Law No. 17.885), which regulates volunteers' action only within the public sphere, setting aside the regulation within the private sphere for a separate bill to be drafted at a later stage.

Documents and information analysed indicate certain inability to generate structured channels of dialogue between the State and CSOs, with no clearly defined instances of dialogue between them. Participants at the national workshop expressed the need for more stable relations, emphasising the need for communication, which should take into account mechanisms at local government level.

2.6.3 *Cooperation and support.* With regards to the range of CSOs that receive state resources or sign contracts with the state for their activities, service organisations and those active in research, education and training seem to be the CSO types which are most strongly supported by national and local governments.

Available data confirms that most of organisations' funds do not come from the government, but from other sources. Table III.1.8 shows disaggregated data about several funding sources, percentage of organisations that receive such resources and support in relation to the total income of the institution. A quarter of organisations receive grants from contracts signed with the national government and another 26% is supported by local governments. However, it is worth pointing out that there are differences in the share of the different funding sources. About half of the organisations receiving funds from national government, gets 80%-100% from this source, whereas more than half of organisations, receiving funds from local government receive less than 20% of their total income from this source. This indicates the national government's central role as grant-maker, which has not been able yet to strengthen and decentralise this function to local governments.

2.7. Private Sector-Civil Society Relationships

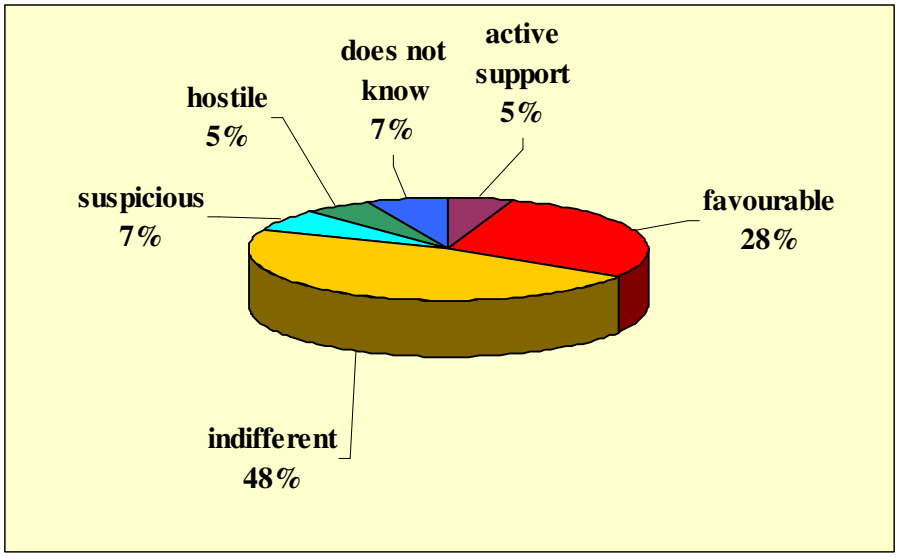
This dimension analyses in depth the nature and quality of relations between civil society and the private sector. Table III.2.11 shows indicators and their scores. Together with the subdimension related to socio-economic context this is the subdimension that obtained the lowest score in Environment dimension.

Table III.2.11: Civil society-private sector relation indicators

Ref.	Indicator	Score
2.7.1	Private sector attitude	1
2.7.2	Corporate social responsibility	1
2.7.3	Corporate philanthropy	1

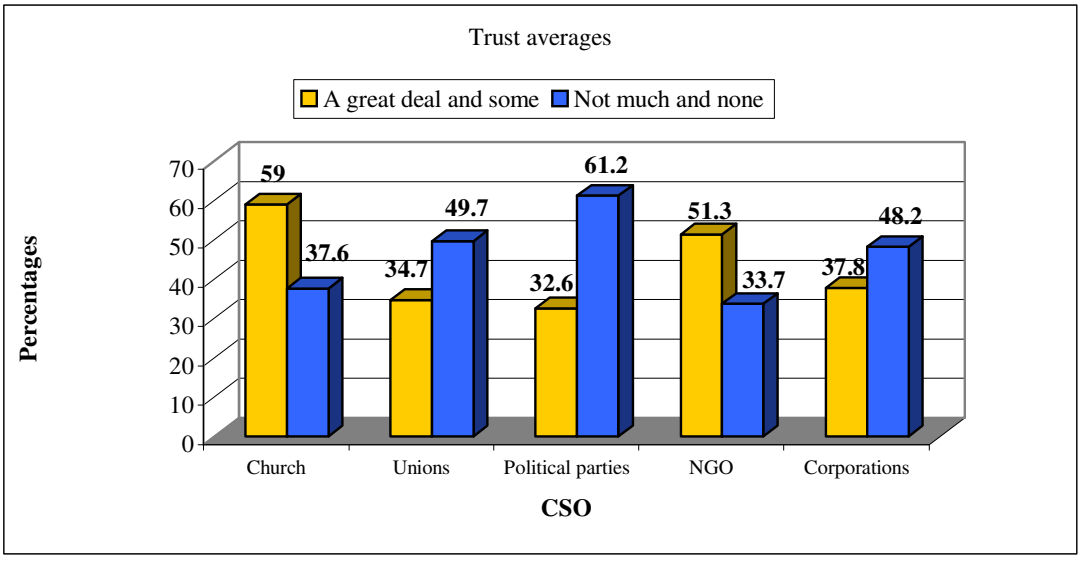
2.7.1 Private sector attitude. A relative majority of respondents regard the private sector's attitude towards civil society actors, as "indifferent" (figure III.2.6). This assessment is reinforced by the media analysis, as few articles refer to civil society-corporate sector relations (only 15 out of nearly 500). These articles focus on exchanges and agreements between business people and unions or on donations made to CSOs by the corporate sector. As regards the participation of the corporate sector in civil society initiatives there is clear unanimity among stakeholders who express that corporate associations seldom or never participate and those who say that they sometimes or frequently do.

FIGURE III.2.6: Private sector attitude towards civil society



Additionally, the analysis of citizen trust in businesses gives another hint of private sector attitude towards civil society. Community consultations show that 26.1% of the people interviewed have some degree of trust in major companies while the percentage of those who express to have no trust in said companies doubles the former. Figure III.2.7 shows a comparison among aggregated trust averages for different kinds of organisations, indicating that companies are somewhat less trusted than NGOs or churches.

FIGURE III.2.7: Trust in institutions

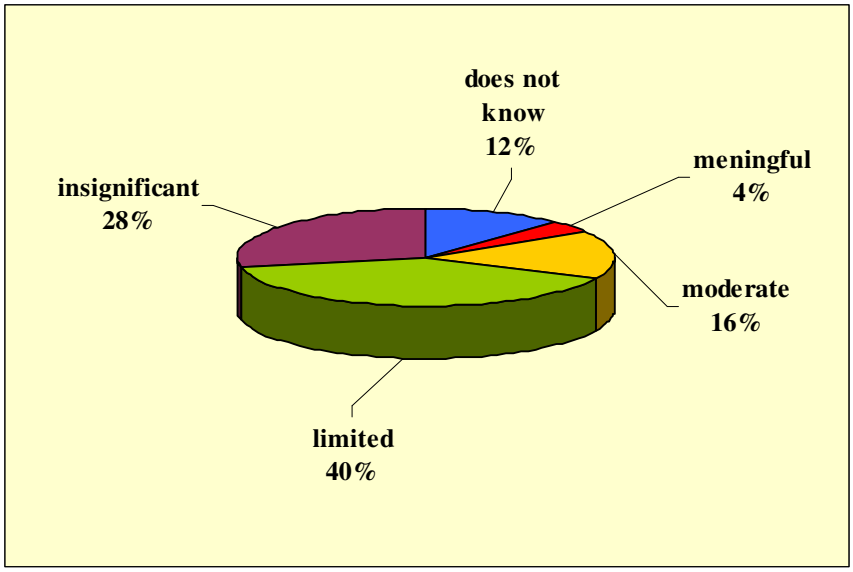


2.7.2 Corporate social responsibility. How developed are notions and actions of corporate social responsibility? Among the consulted stakeholders, 67.6% believe that practices of corporate social responsibility in Uruguay are insignificant or limited (figure III.2.8). Stakeholders expressed that major companies provide resources to CSOs, but stressed that

their contributions are still scarce and the goal of companies providing resources is purely image driven.

For CSOs, it is important that companies introduce systematic reflection of CSR, which is not shared by the corporate sector. A conceptual conflict is perceived, as to what CSR is and CSOs acknowledge little ability to influence the corporate agenda. In particular, for CSOs it is necessary that companies make a more profound reflection as to how they are developing activities in this topic.

FIGURE III.2.8: CSR perception



Over the last three years, the Christian Association of Business Leaders (ACDE) implemented a CSR Index (CSRI).[23] The CSRI was created through a survey where more than 120 companies involving 30,000 employees participated.[24] The average CSRI increased by around 5% in 2004 and 2005 in relation to 2003 survey, indicating a positive evolution of CSR actions by participating companies although they agree on the fact that there is still much room for improvement.[25]

All of this data reveals that CSR is still incipient and although some progress has been made, a great deal remains to be done as regards its conceptualisation, development and communication towards all sectors.

2.7.3 Corporate philanthropy. This indicator examines the range of CSOs that receive support from the private sector. According to data shown in Table III.1.8, 99% of organisations receive little or no financial support from the corporate sector in Uruguay.

[23] It should be made clear that when scoring this indicator, 2005 CSRI data were not taken into account as they were available later.
[24] The CSRI measures relations of companies with the community, the market and labor world (employees, shareholders, clients, competitors, providers), the State and the environment. These relations are assessed according to the effects they produce: economic, legal, social and environmental.
[25] Data collected for the study on Corporate Social Responsibility Study in Uruguay. For more details see Appendix 5.

Furthermore, CSO's general perception is that corporate sector support to civil society is of narrow scope and impact. Consulted CSOs expressed not being very knowledgeable on CSR rules and regulations but they perceive that such rules do not encourage companies to make donations. As shown in 2.5.4 there is no general legislation in Uruguay that enables legal or natural persons to make donations and receive tax deductions, except for public schools or education centres.

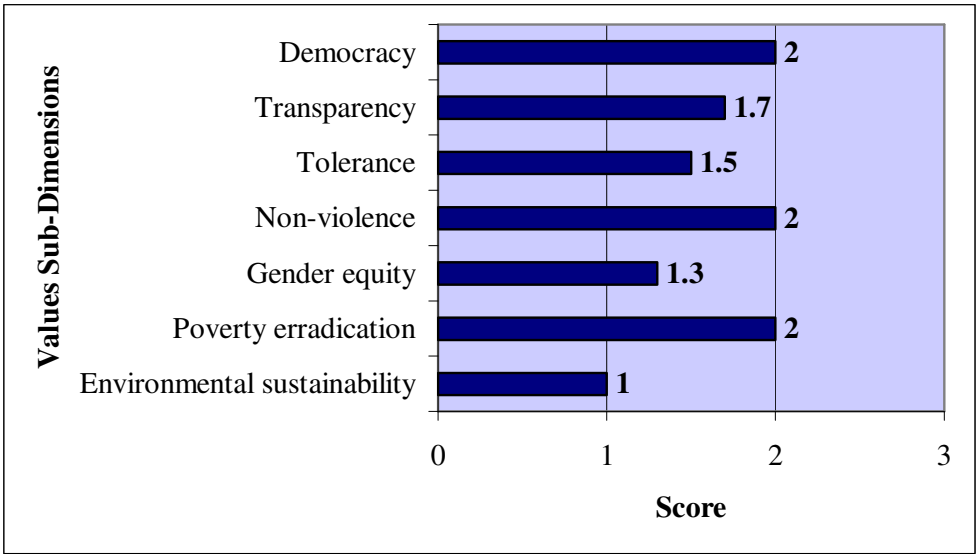
Conclusion

As a conclusion to the Environment dimension, it can be established that the political context, basic freedoms and rights and socio-cultural context do not show restrictions for civil society. However, it is worth mentioning that the socio-economic crisis in the country, between 1999 and 2002, had a strong impact on Uruguayan society as a whole, and as a result, on civil society organisations. The largest weakness of this dimension refers to civil society's weak relation with the private sector. As an example, more than half of consulted stakeholders consider that private sector's attitude towards civil society is either indifference or hostility. In parallel, dialogue with the State also appears weak though there are certain differences according to the category of organisation considered. Though the media monitoring shows that state dialogue with trade unions and co-ops is significant, more than two thirds of stakeholders consider it is limited or non-existent.

3. VALUES

This section describes and analyses the values practiced and promoted by Uruguayan civil society. This dimension score, 1.6, is the second highest of the four dimensions and reflects a somewhat positive value-base for Uruguayan civil society. Figure III.3.1 shows the scores of each of the seven subdimensions comprising this dimension.

FIGURE III.3.1: Values subdimension scores



3.1 Democracy

This subdimension analyses the extent to which the Uruguayan civil society practices and promotes democratic values. The analysis of the indicator scores of this subdimension (described in table III.3.1) shows that Uruguayan civil society practices and promotes democracy rather strongly

Table III.3.1: Democracy indicators

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

3.1.1 Democratic practices within CSOs. This indicator examines the extent to which CSOs practice internal democracy, through investigating how much control CSO members have over the decision-making process and if leaders are elected in democratic elections. Close to two-thirds of stakeholders stated that CSO leaders in their organisation are elected democratically and only 9.5% stated that elections are characterised by patronage. Additionally, 39.2% of stakeholders assess that CSO members have significant influence in CSOs. Together, these data suggest that the majority of CSOs practice internal democracy. However, as it was said for indicator 1.2.4, the report on CSO documents and unpublished data, echoes the need-already pointed out by ANONG for introspection in order to elaborate self-regulation mechanisms and implement coordinated collective actions in a transparency,

autonomy and pluralism environment. [26] This may allow for the elaboration of democratic practices, both within and among institutions.

Therefore, even though the assessments of democratic practices in CSOs show positive results, there is a need for promoting the improvement of self-regulation mechanisms within CSOs.

3.1.2 Civil society actions to promote democracy. This indicator looks at the extent to which there are CSOs with a specific mandate to promote democracy or examples of civil society coalitions or public campaigns dedicated to these issues.

The media analysis leads to the conclusion that activities undertaken by civil society, to promote democracy within society at large, are not common. The few activities reported in the press focus on actions and protests against dictatorship and on demonstrations that bring social topics of interest into the public debate with a view to involving all society sectors and the population at large, for example, the "Dignity Tent" ("*Carpa de la Dignidad*") organised by FUCVAM in 2004.

In "apparent" contradiction with these findings, 2 out of 5 stakeholders judge civil society's role as significant and another third judge the role as at least moderate. However, as many as 27% of stakeholders cannot recall any examples of actions or programmes dedicated to promote democratic actions or values during the previous year. When examples are mentioned, the most frequently mentioned are popular consultation campaigns, political campaigns, citizen participation campaigns, and campaigns to have new laws sanctioned (e.g. law-makers positions for women, and reproductive health).

Available data and the reflections of national workshop participants lead to the conclusion that even though actions to promote democracy in a broad sense are judged as significant, specific actions lack visibility or broad-based support.

3.2 Transparency

This subdimension analyses the extent to which Uruguayan civil society actors practice and promote transparency values. According to the indicator scores (shown in Table III.3.2) this subdimension has been attributed a score of 1.7, which suggests a moderate promotion of this kind of values.

Table III.3.2: Transparency indicators

Ref.	Indicator	Score
3.2.1	Corruption within civil society	3
3.2.2	Financial transparency of CSOs	1
3.2.3	Civil society actions to promote transparency	1

3.2.1 Corruption within civil society. The CSI research confirms that cases of corruption within Uruguayan civil society are not very common. During the media review period, news about corrupt behaviour were scarce and almost all focused on events related to peculation of municipal public funds within an agreement between a local government and an NGO based in the countryside, and frauds in the sphere of financial co-ops. This perception of the general

[26] For the discussions around the government initiative of *Institutional Participation Basic Act*, see ANONG (November 15, 2004): *Accounts on the workshop conducted by ANONG*, mimeograph.

absence of corrupt practices is generally confirmed by stakeholders, where almost every second respondents sees cases of corrupt behaviours as very rare or occasional, while nonetheless another third of respondents believes them to be frequent or very frequent.

3.2.2 Financial transparency of CSOs. This indicator seeks to establish the percentage of CSOs which makes their financial accounts available to the public, which is regarded as an indicator of financial transparency, 45,9% of respondents reported that their CSO makes its balances publicly available (34.9% say 'no' and 11.1% 'does not know')

When attributing a score to this indicator, NAG members especially took stakeholders' perception into account but their impression is that less than 30% of CSOs make their financial balances available to the public, and such actions are basically directed at their members and not at the general public. Finally, it is worth mentioning that this was one of the key topics addressed as a great weakness in the national workshop, where participants proposed that transparency should become an intrinsic value within organisations.

At long last, though half of stakeholders state that CSOs are publicly accountable of their finances, the evaluation of NAG members, media monitoring and evaluations provided at the national workshop all pointed to a low score.

3.2.3 Civil society actions to promote transparency. This indicator assesses how active civil society is in promoting government and corporate transparency and if there are CSOs that have a specific mandate with this purpose.

As much as 37.8% of consulted stakeholders do not recall any examples of actions specifically designed to promote government transparency. Among those who recall a couple of or many examples of this kind of campaigns, the action they mention most is "Transparent Uruguay Report". Also, a majority of stakeholders does not regard the role of civil society in promoting government transparency to be very strong..

Similarly, according to stakeholders, actions specifically aimed at promoting corporate transparency are not widespread, as the percentage of "does not know" answers is very high (47.3%). The percentage of people who do not recall any examples of actions of this kind for the previous year is also high (32.4%) while 20% recall several examples or only a couple. These findings are in agreement with the scarce importance attributed by stakeholders to CSO role in promoting company transparency; to such an extent that 56.8% express that such role is insignificant or limited.

However, the outcomes of the media review show that a number of civil society actions designed to promote transparency can be detected. The most common ones are public allegations or accusations to national or local government, for instance, around improper labour hiring or bad management. However, almost 60% of these allegations are made by trade unions and only 16% by advocacy CSOs. One of the most important weaknesses of civil society mentioned during the national workshop was the lack of visibility of civil society actions related to strengthening transparency in society.

It was concluded that even though a number of actions to promote transparency can be detected, such actions are not given much attention by civil society at large.

3.3 Tolerance

This subdimension analyses the extent to which CSOs and their actors practice and promote tolerance and respect among groups of different race, religion, culture, language, political preference and sexual orientation. According to the indicator scores (detailed in table III.3.3), this subdimension is attributed a score of 1.5 which means that the practice and promotion of these values by CSOs is average.

Table III.3.3: Tolerance indicators

Ref.	Indicator	Score
3.3.1	Tolerance within civil society arena	2
3.3.2	Civil society actions to promote tolerance	1

3.3.1 Tolerance within civil society arena. How much is Uruguayan civil society a tolerant arena? This indicator examines the existence of civil society forces that are explicitly racist, discriminatory or intolerant, as well as how the rest of civil society deals with these forces.

The media review and analysis of CSO's unpublished information not yield any items about discrimination, racism or intolerance within civil society. In the stakeholder survey, 3 out of 5 respondents believe that racist forces are either insignificant or marginal.. The most recurrent example of intolerant civil society actors mentioned were neo-Nazi groups.

Upon the analysis of available data, NAG members concluded that although some intolerant forces within Uruguayan civil society can be detected, they are to a great extent isolated from civil society at large.

3.3.2 Civil society actions to promote tolerance. This indicator looks at the existence of CSOs with a specific mandate to promote tolerance or if there are examples of civil society specific actions, programmes, coalitions or public campaigns that seek to promote tolerance.

The media review brought to light few examples of civil society actions to promote these values. The examples focused on two topics: sexual diversity and remembrance of the Jewish holocaust. Similarly, as much as 1 out of 3 respondents to the stakeholder survey could not recall any examples of campaigns with such a purpose in the previous year, while only 4.1% express to know many examples. However, opinions among stakeholders were divided with respect to the importance of civil society's role to promote tolerance at social level. Forty-three point three percent of the people interviewed believe that such role is moderate or significant while 40.5% believe it to be limited or insignificant.

3.4 Non-violence

This subdimension analyses the extent to which civil society practices and promotes non-violence. Table III.3.4 shows in detail this subdimension's indicators, along with their scores. According to these data, Uruguayan civil society practices and promotes non-violence values in a moderate way.

Table III.3.4: Non-violence indicators

Ref.	Indicator	Score
3.4.1	Non-violence within civil society arena	2
3.4.2	CS actions to promote non-violence and peace	2

3.4.1 Non-violence within civil society arena. This indicator serves to explore how widespread the use of violent actions among civil society actors is to express their interests within the public sphere, such as damage to property or personal violence.

The media review reveals that examples of the use of violence by civil society actors, to express their interests are isolated and the use of violence is strongly criticised by society at large. Slightly more than a third of stakeholders believe that civil society actors who occasionally resort to violence are isolated groups[27]. Examples appearing in the press relate to the use of violence, to marches and student protests, to the so-called "*escraches*", a modality of denunciation used by some human rights advocacy organisations. The most frequent examples mentioned by stakeholders are football hooligans (groups of sport institution fans), neo-Nazis and street gangs.

The NAG concluded that only some isolated groups within civil society occasionally resort to violence but they are widely condemned by civil society at large.

3.4.2 CS actions to promote non-violence and peace. This indicator analyses how much civil society supports the non-violent resolution of social conflicts and peace. It also examines the existence of specific civil society actions to promote these values.

During the time in which the media review was conducted some childhood and human rights CSOs denounced situations of mistreatment and torture occurring in the premises of a state agency devoted to the confinement of youth offenders. This action had great impact on government, the public and international agencies. Also, the frequent cases of domestic violence denounced by women's organisations are another recurring topic on the press.

A third of stakeholder survey respondents did not recall any examples of non-violence campaigns in the previous year. When evaluating the importance of civil society's role in promoting the peaceful resolution of conflicts, again, a third of stakeholders believe it to be of limited importance. The shade worthwhile introducing is that, when considered aggregately, percentages which value the importance (44.3% moderate or important) against those who underestimate it (41.9% insignificant or limited) are very similar[28]. However, it should be pointed out that despite how much it is valued, the largest percentage of consulted stakeholders does not remember any examples. The most frequent example of actions or campaigns mentioned, either expressly or in combination with others, is the "A treat for good treatment" campaign jointly launched by CSOs, international agencies and local governments.

The conclusion is that a substantial number of Uruguayan civil society activities to promote non-violence can be detected. However, broad-based support and public visibility of such initiatives are lacking.

[27] Of the remaining stakeholders consulted, 33.8% say the use of violence is rare, un 17.6% does not know, 10.8% say there are isolated groups which regularly resort to violence and only 1.4% say that groups resorting to violence are mostly civil society actors.

[28] Additionally, it is worth pointing out that 24.3% value as significant the role of CS in promoting non-violence.

3.5 Gender Equity

This subdimension analyses the extent to which civil society practices and promotes gender equity. Table III.3.5 shows indicators and their scores. The average score of this subdimension is 1.33.

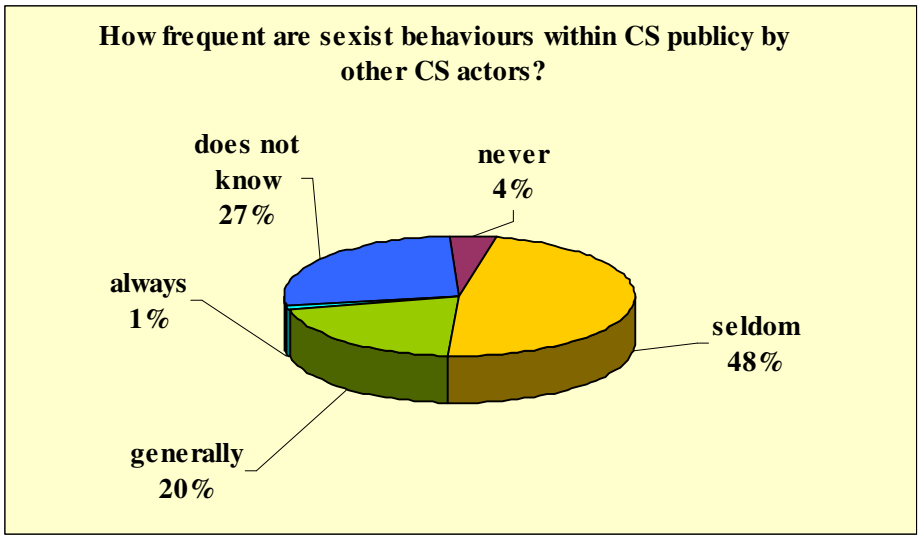
Table III.3.5: Gender equity indicators

Ref.	Indicator	Score
3.5.1	Gender equity within CS arena	2
3.5.2	Gender equitable practices within CSOs	1
3.5.3	Civil society actions to promote gender equity	1

3.5.1 Gender equity within CS arena. To analyse the extent to which civil society is an equitable arena, the CSI methodology suggests taking a look at women's representation in management positions within CSOs. A third of the consulted stakeholders believe that women are moderately underrepresented and another third consider them to be equitably represented, indicating that women seem to be rather well represented in CSO leadership positions..

Figure III.3.2 shows stakeholder assessments about frequency of sexist denunciation on civil society (expressed in percentages).

FIGURE III.3.2: Condemnation of Civil Society sexist practices by Civil Society actors



It is interesting to note that almost every second respondent considers that civil society sexist practices are rarely denounced by other civil society actors. The question should be asked whether in Uruguayan civil society some of the difficulties of gender topics are not be expressed, marked by Laurnaga y Celiberti, "i) difficulty for an adequate political representation of their interests, added to the weakness of public spaces of debate and political agreement; (...) iv) the broadening of women's citizenship in a context of institutional weakness of organisations implementing it implies risks of "formalization" of agendas and their emphasis, or directly, a questioning/ refusal of their proposals." (De Sierra, 2001:291).

3.5.2 Gender equity practices within CSOs. The analyses of these practices is carried out by examining the number of CSOs that practice gender equity and the percentage of CSOs with paid employees that have explicit policies in place to ensure gender equity. Forty-two point nine percent of stakeholders hold that there is no written policy about equal opportunities and equal pay for equal work for women. Thus, less than half of the CSOs surveyed have gender policies in place.

3.5.3 Civil society actions to promote gender equity. The media review shows that civil society's actions to promote gender equity are entirely performed by women's groups. It is worth highlighting that all news on the issue appeared on two newspapers, *Brecha* (weekly tabloid) and *La República de las Mujeres* (entirely devoted to this topic), supplement of *La República* (newspaper). This might suggest that public visibility of these issues is low and that they lack broad-based support.

That allegedly scarce public visibility that media review seems to suggest is also reflected in the results of the consultations. A third of stakeholders only recall a couple of examples of civil society campaigns to promote gender equity within society, while another quarter recalls none. There is seemingly a positive evaluation of the civil society role in promoting gender equity as half of stakeholders believe it to be moderate or significant against 40.6% who hold that civil society role is insignificant or limited. Regardless of the fact that civil society's role in this issue is seen as positive, the NAG concluded that only few civil society actions to promote gender equity can be detected which -in addition- are of low public visibility.

3.6 Poverty Eradication

This subdimension indicator score (detailed in table III.3.6) shows that Uruguayan civil society promotes anti-poverty values in a moderate way.

Table III.3.6: Poverty eradication indicator

Ref.	Indicator	Score
3.6.1	Civil society actions to eradicate poverty	2

3.6.1 Civil society actions to eradicate poverty. As pointed out for the socio-economic context subdimension (2.3), Uruguay does not have high levels of poverty, although the situation has become worse in the past few years. NAG members thought it more appropriate to talk about actions to reduce or mitigate poverty.

Actions aimed at reducing poverty have low visibility according to the results of the media review. Even though poverty appears to be a key issue for many CSOs, only some initiatives explicitly relating to the topic can be detected; moreover, such initiatives are of low visibility and lack broad-based support. Of stakeholders, as many as 36% cannot recall any examples of civil society programmes to mitigate poverty for the previous year. Nevertheless, opinions about the role of civil society on this issue are equally divided: 47.7% believe that civil society role is limited or insignificant and an equal percentage believes it to be moderate or significant.

Therefore, the conclusion is that although the importance of civil society role in reducing poverty is acknowledged, there is no visibility of these actions.

3.7 Environmental Sustainability

This subdimension analyses the extent to which civil society practices promote environmental sustainability. Table III.3.7 shows this subdimension indicator score.

Table III.3.7: Environmental sustainability indicator

Ref.	Indicator	Score
3.7.1	Civil society actions on environmental sustainability	1

3.7.1 Civil society actions to sustain the environment. The analysis of the information provided by the stakeholder survey and consultations about this topic, suggests scarce public visibility together with a relative importance attributed to the role of civil society in promoting a good environment. Two out of five respondents could only recall a couple of examples of public campaigns launched by civil society to promote the environment in the previous year. Thirty-eight percent of stakeholders assessed civil society's role as limited, 23% say it is not significant, 18.9% that it is moderate, 14.9% significant.

Finally, it is worth pointing out that the examples most frequently mentioned by stakeholders are the demonstrations organised by ecological groups, as well as campaigns against the installation of cellulose plants or for the constitutional reform plebiscite on water supplies[29]. The media review shows that actions to protect the environment have a low impact and relate mainly to local news appearing in the local press.

Upon the analysis of the information available on this issue, NAG members concluded that only few activities in this area can be detected and that they are of low public visibility.

Conclusion

With reference to the **Values** dimension, it can be said that in Uruguayan civil society, democratic values, non-violence, tolerance and gender equity have a strong presence, though actions to promote them are scarce or of low visibility. As an example, approximately two thirds of stakeholders consider civil society's function to promote democracy to be moderate or significant, but 27% do not remember any examples of actions or programmes to promote democracy. This indicates the existence of a generalised perception, which does not correspond to visible examples.

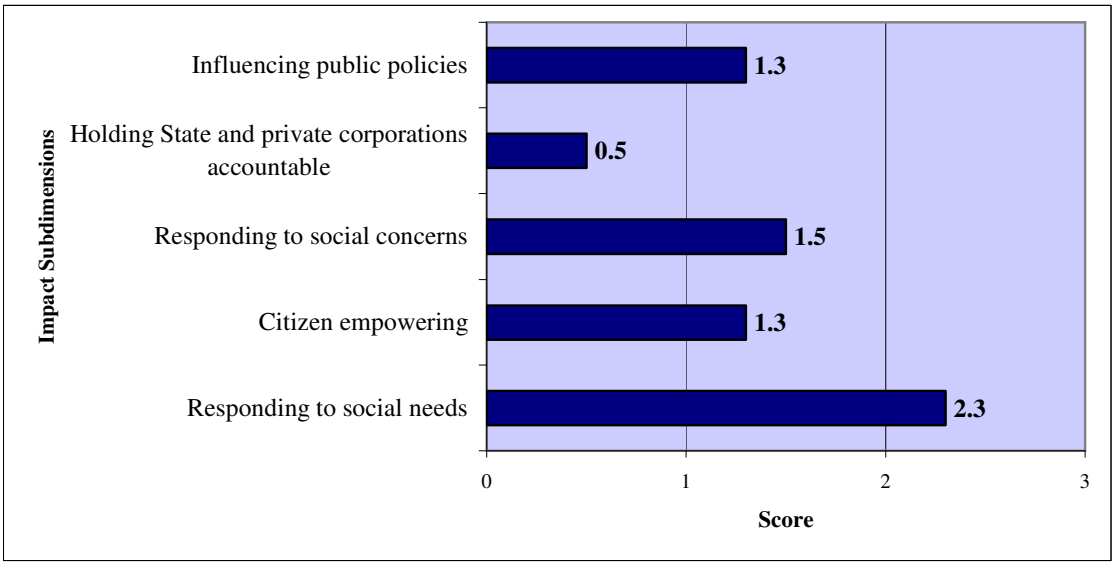
Transparency, as a value within civil society, is strong and cases of corruption are not commonplace, but financial transparency is not an extended practice. According to data collected, only a small minority of CSOs are publicly accountable, to their members, not to society as a whole. The shortage of accountability and transparency mechanisms are a concern stated by stakeholders and national workshop participants.

[29] The plebiscite was conducted in order to determine whether water-related services would become public services, provided exclusively by the State.

4. IMPACT

The purpose of this section is to describe and analyse the extent to which civil society is proactive and successful. This dimension was attributed the second lowest score (1.4) of the four CSI dimensions for Uruguay. Figure III.4.1 shows the subdimension scores comprising this dimension.

FIGURE III.4.1: Impact subdimension scores



4.1. Influencing Public Policy

The score attributed to this subdimension (1.3) shows that Uruguayan civil society activity and success in influencing public policy varies between limited and moderate. Table III.4.1 shows this subdimension indicator scores.

Table III.4.1: Influencing public policy indicators

Ref.	Indicator	Score
4.1.1	Human rights	2
4.1.2	Social policy impact study	1
4.1.3	Civil society impact on national budgeting process	1

The data used for these indicators is based on stakeholders consultations and in three fact-finding studies about public policies: 1) human rights in prisons 2) sexual and reproductive health and 3) reorientation of public expenditure. Actions performed by CSOs on these three issues lead to the conclusion that in terms of impact, CSOS were able to have certain issues included on the public agenda, sensitise public opinion, serve demands to political decision-makers (forcing them to adopt positions regarding these issues) and influence public policy-making process. However, with reference to actions in areas such as health, housing, education and national budgeting process, the level of activity and impact were lower. Particularly, it could be stated that, though civil society is seen as rather active, it is rarely assessed as successful. As a whole, as it can be seen in Table III.4.1, there are certain imbalances in the three indicators which make up this subdimension.

4.1.1 *Human rights.* This indicator analyses how active and successful Uruguayan civil society is in influencing human rights policies. According to the fact-finding study on civil society's influence on human rights in prisons, civil society has succeeded in raising public awareness and made an impact on the development of the public agenda. Specifically, the issue has been a priority for the Minister of the Interior, since he took office on 1 March 2005. CSOs, such as IELSUR and SERPAJ, have led demonstrations to denounce the situation within prisons. Functions fulfilled by SERPAJ are comptroller, denouncer and generator of public opinion about prison conditions in Uruguay. SERPAJ does not have direct intervention in the problem, but has influence and power to take the issue to the media and therefore place it in the public agenda and public opinion. This government intends to develop dialogue, encourage bonds and interaction with CSOs, internees and their families, to design the imprisonment policy. In the words of national government representative, these actors "have the doors open," since there is common thinking and a consensual solution is needed.[30]

Additionally, the media review reveals that most of Uruguayan civil society initiatives to influence public policy focus on human rights issues. Almost half of the new initiatives focus on this topic and to a less extent on childhood, health and labour issues.

Based on the analysis of this data, NAG members concluded that civil society is active in this area but impact is limited.

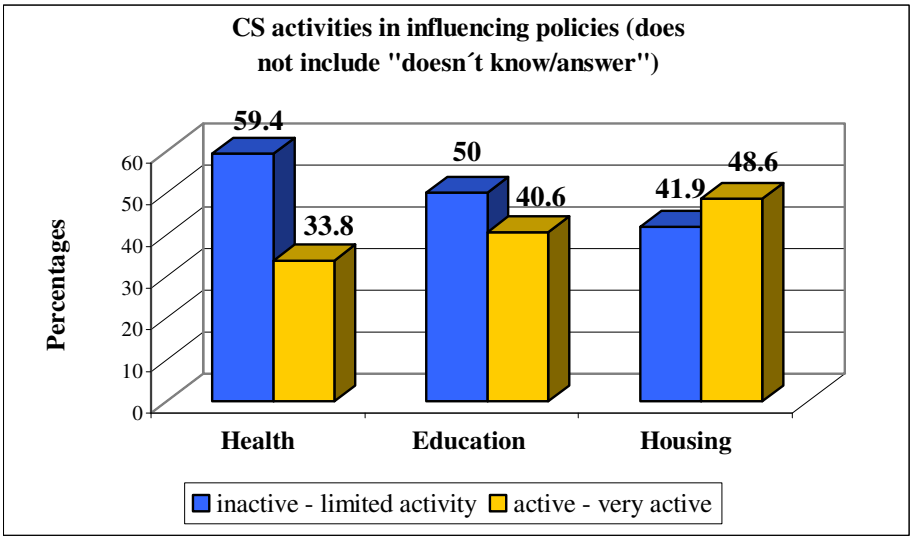
4.1.2 Social policy impact study. This indicator examines the existence of CSO actions and campaigns to influence public policy in specific areas. It also looks at how significant these actions or campaigns have been and what impact they have had.

According to the fact-finding study on social policies, civil society's impact on reproductive health is significant, with a strong presence of groups representing diverse and opposing positions. A group of women MPs, in coordination with civil society women's organisations, encouraged the parliamentary debate of sexual and reproductive health law, which included, among others, legalisation of abortion. The draft law was submitted early 2004 and was passed in the Chamber of Deputies by a few votes. A large CSO mobilization managed to have the topic placed in the public agenda and public debate. Also antiabortion social forces made their voices heard, mostly the Roman Catholic Church and Pentecostal churches movements and organisations. Finally, on 4 May 2004, the Senate rejected the draft law, whereas public opinions polls at the time showed that 63% of the population were in favour.

In other policy areas, civil society actions do not appear to have the same level of impact. In this respect, stakeholder consultations inquired how much active and successful civil society initiatives have there been in three policy areas: health, education and housing. Figures III.4.2 and III.4.3 below provide data on activity and success for each of the policies inquired ("does not know" answers are not included).

[30] As a consequence of this efforts, after the period of data collection for this study, a law of humanization and modernization of the prison system was passed, which intends to improve the prison system and conditions.

FIGURE III.4.2: civil society activity in influencing public policies

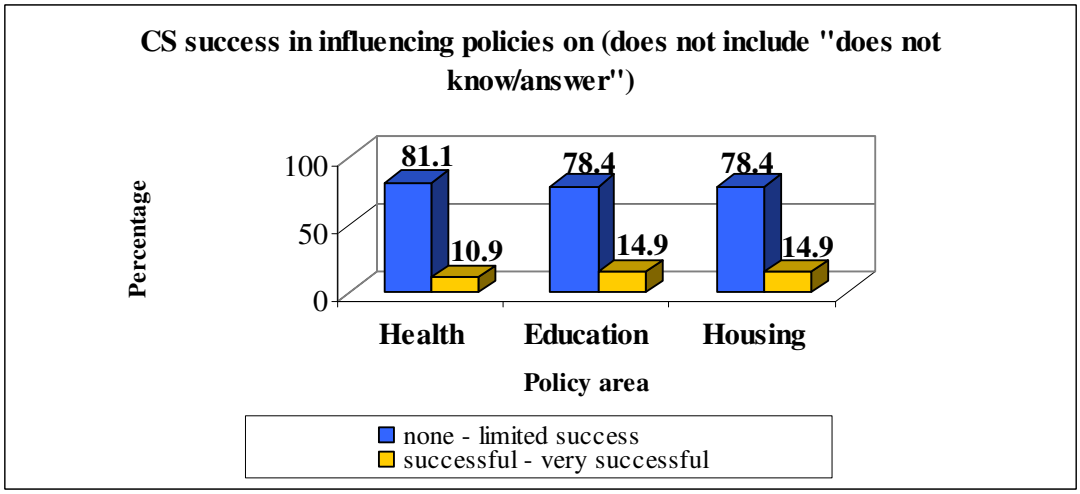


With regards to health policies, 45.9% of opinions show that civil society activity has been limited in this area and 54.1% believe it has achieved very limited success.

With regards to educational policies, 41.9% of those consulted expressed that civil society's activity has been limited and 50% hold that it has achieved a very limited success. Civil society's influence on housing policies appears to be greater, with 37.8% expressing that civil society has been active in this issue.

However, the assessment of success reaches the same levels as the two previous cases, with 54.1% of those interviewed believing that success was very limited. If the three policies are considered together, it can be concluded that CSOs are acknowledged to have an acceptable activity level in influencing policies but the perception of results is negative.

FIGURE III.4.3: Civil society's success in influencing public policies



Based on the information available, the members of the NAG concluded that CSO activity is limited and lacking a significant impact. As mentioned above, the national workshop pointed

out the need for a wider dissemination of CSO actions which would result in a greater legitimacy and wider participation in the policy making process. To achieve this purpose, emphasis was placed on the urgent need for the development of communication strategies and improvement of networks in order to allow for a better communication with the media to attain the goal of better disseminating CSO accomplishments.

4.1.3 Civil society impact on national budgeting processes. In Uruguay budgets are drawn up every five years, and may be submitted to an annual review through the so-called "Account rendering" laws, which review the annual budget. In the last two years, no changes were introduced in the Account rendering so the impact on the budget could be considered to be low. However, it is important to highlight the activities undertaken by AEBU (Association of Uruguayan Bank Employees), which played an important role in the Bank System Strengthening Act, Financial intermediation, Bank savings protection and Unemployment subsidy for Bank Pension, and Retirement Fund affiliates (Law Nº 17.613).[31]

The formulation of the law nr. 17.613 led to a negotiation between actors with different viewpoints that were obliged to find solutions for the crisis. The political parties cooperated among each other; and similarly the union of bank employees was able to negotiate its demands. It was possible for AEBU, through mobilization and lobbying, for the law takes into account several of the union affiliates' demands. Furthermore, through a parallel negotiation process, with the state and private banks, AEBU settled an agreement with dismissed employees, agreeing to reincorporate them into the national banking system. The socio-political circumstances enabled this union to take advantage of the window of opportunity during which it was able to have its demands taken into account. The mobilization and lobbying efforts enabled them, within the given framework, to achieve their objectives. This change within the public spending framework was implemented through the adoption of a law and not through the usual mechanisms.[32]

Civil society activity in influencing the national budgeting process has been limited and focused on specific budget components.[33]

4.2. Holding State and Private Corporations Accountable

This subdimension score (0.5) shows that Uruguayan civil society has from insignificant to limited levels of activity and success in holding state and private corporations accountable. Table III.4.2 shows this subdimension indicator scores.

Table III.4.2: Holding state and private corporations accountable indicators

Ref.	Indicator	Score
4.2.1	Holding state corporations accountable	1
4.2.2	Holding private corporations accountable	0

[31] Law No.17.613: Bank System Strengthening Act. Financial intermediation, Bank savings protection and Unemployment subsidy for Bank Pension and Retirement Fund affiliates
http://www.parlamento.gub.uy/Leyes/Ley17613.htm

[32] Through this law a review of the former budget is carried out.

[33] The term "specific budget component" refers to a single issue or sub-section of the budget, such as the defence budget or welfare grants.

4.2.1 Holding state and corporations accountable. This indicator examines how active and successful civil society is in monitoring state performance and holding the State accountable. Among others, it examines the existence of CSO attempts to monitor state performance and hold the state accountable.

According to the media review, civil society plays an important role in monitoring state performance and holding the state accountable. Ninety news pieces, on the issue, were analysed in the media review, which provided information about several mechanisms such as strikes, demonstrations, denounces and information requests questioning the state mainly on health, municipal management, bank and privatization issues. Two thirds of CSOs leading these actions are labour organisations of public health, public and private banking workers, supported by a number of umbrella organisations.

A more general assessment of CSO performance is provided by the stakeholder survey, which is clearly negative, with regards to making the state accountable, both in terms of activities and success. Seventy-eight point four percent believe that no civil society activity of any consequence in this area can be detected or that such activity was limited, while 85.1% believe that civil society was not successful or achieved a very limited success in holding the state accountable. Figures III.4.4 and III.4.5 show percentages of several answer categories for perceptions of civil society activity and success in making the state accountable.

FIGURE III.4.4: Civil society's activity in making the state accountable

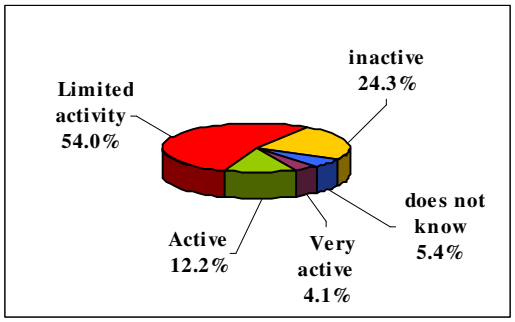
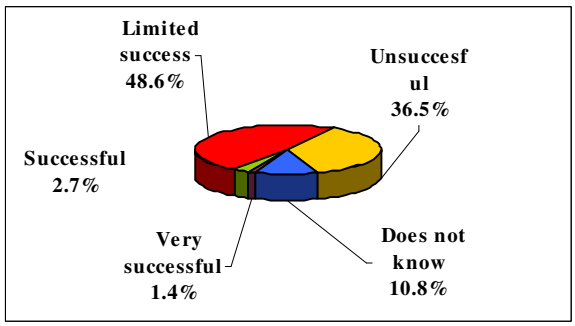
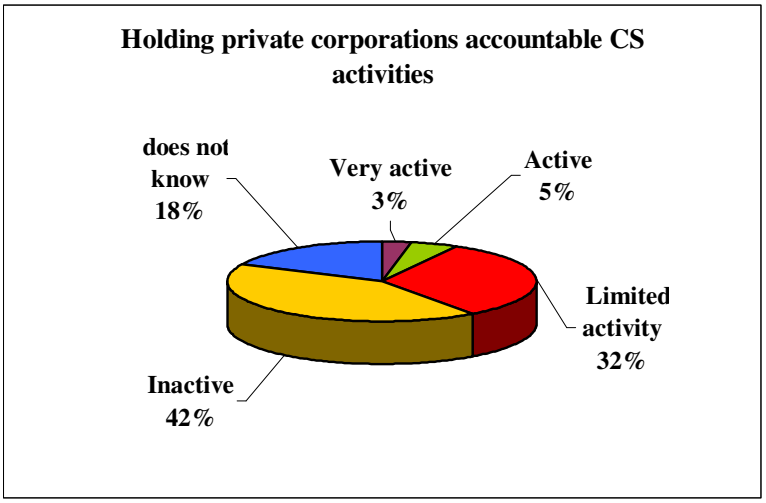


FIGURE III.4.5: Civil society's success in making the state accountable



According to the available information, even though some level of civil society activity in holding the state accountable can be detected (shown mainly by media review), stakeholder consultations reflect that such activities are seemingly not widespread within civil society at large. For this reason, NAG members concluded that civil society activity is very limited, with no discernible impact. At this point it is worth pointing out that national workshop discussions focused on making civil society accountable (see figure III.3.2). Many CSOs make their accounts available within the organisations themselves and to their counterparts in agreements, but the necessity of making the accounts available to all citizens and other CSOs was highlighted. This would lead to the improvement of transparency and legitimacy for activities related to holding the state accountable.

FIGURE III.4.6: Holding private corporations accountable Civil Society activities



4.2.2 Holding private corporations accountable. According to the information gathered on the topic, it can be concluded that public assessments of the activities related to the promotion of state and corporate accountability and their success in holding private corporations accountable are negative. The press shows little involvement and actions are performed almost exclusively by unions.

At the same time, 41.9% of interviewed stakeholders believe that civil society is inactive in making private corporations accountable. If the categories of "inactive" and "limitedly active" are grouped together, 74.3% of stakeholders believe that civil society registers low levels of activity. Figure III.4.6 shows these percentages. Assessments of civil society's success in making private corporations accountable match the low levels of activity. Of the stakeholders consulted on this issue, 50% say it was not successful. Taken aggregately, 75.7% express that civil society was not successful and that it achieved limited success in these activities.

Available data show that practically no example can be detected of civil society effort to monitor the activities and impacts of private corporations. The only ones detected are the efforts made by trade unions, in general within industrial action.

4.3. Responding to Social Interests

This subdimension describes the extent to which civil society actors effectively respond to priority social concerns, and the extent to which public trust is placed in civil society. This subdimension score (1.5) shows that Uruguayan civil society has limited to moderate levels of responsiveness to priority social concerns. Table III.4.3 shows the indicators for this subdimension, together with their scores.

Table III.4.3: Responding to social interests indicators

Ref.	Indicator	Score
4.3.1	Responsiveness	2
4.3.2	Public trust	1

4.3.1 Responsiveness. This indicator analyses how effective civil society actors are in responding to social priority concerns. In part it examines the existence of examples of priority social concerns that have not been taken up by CSOs.

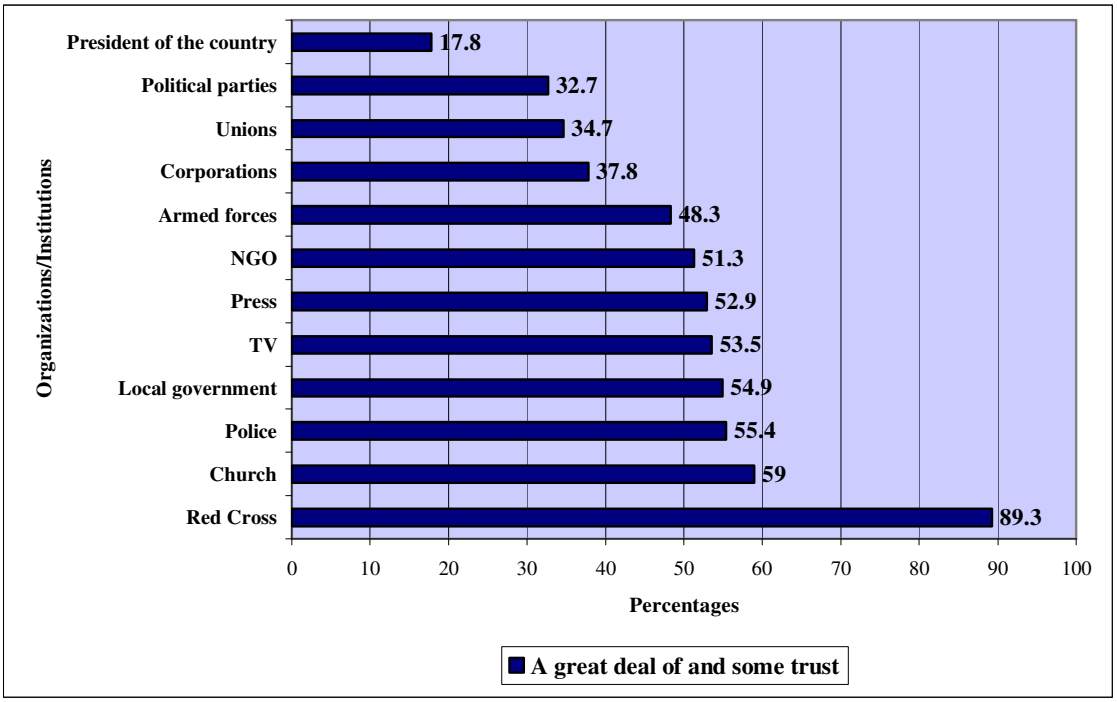
Stakeholders were consulted about three big public campaigns launched in the past two years: derogation of Law No. 17.448 of ANCAP (National Administration of Fuels, Alcohol and Cement) de-monopolisation and association, reproductive health bill and constitutional reformation plebiscite (*referendum*) in order to avoid privatization of water supplies. These campaigns were used to check the responsiveness of civil society to priority social concerns, due to the enormous impact they had on the public. As expected, the gathered opinions are in accordance with the final results of these initiatives. The initiatives achieving a positive result (regarding demands made from civil society) are in areas where people consulted believe civil society has been more successful. Of those consulted, 71.6% say that civil society has been successful in the public campaign for Law No. 17,448 of ANCAP (National Administration of Fuels, Alcohol and Cement) de-monopolisation and association (finally derogated) and 72.9% considers the campaign for the constitutional reformation plebiscite on water supplies, which was finally approved, to have been successful. Finally, opinions about success reverse when it comes to assess the frustrated reproductive health bill: 66.2% of the people consulted believe that civil society was not successful or had limited success.

In order to analyse the extent to which civil society actors respond to social interests, through an analysis of press coverage, the national index team in Uruguay selected five issues considered to be a priority for the population: health, education, housing, work and childhood. The media review showed that civil society is effectively responding to population concerns, mainly about health followed by education and childhood issues, to a lesser extent. However, no actions aimed at solving work and housing problems appear on the press. It can be concluded that civil society takes up some of the priority social concerns but issues such as unemployment and housing are not dealt with or do not have not enough visibility in the press, beyond actions performed by trade unions.

For all the above reasons, it can be concluded that there are isolated examples of crucial social concerns that did not find a voice among existing civil society actors.

4.3.2 Public trust. The CSI methodology suggests the use of level of trust in civil society actors as an indicator of their responsiveness of public interests. A community sample survey was conducted to assess the level of trust in the Church, the press, the armed forces, television, unions, the police, local governments, the President, political parties, NGOs and corporations, and as a special case the Red Cross. Figure III.4.7 below shows the answer percentages grouped in “a great deal of” and “some” categories on the one hand and “not much” and “no” categories on the other hand. Every second respondents expressed to have a great deal of and some trust in NGOs while 9 out of 10 express to have a great deal of and some trust in the Red Cross.

FIGURE III.4.7: Trust levels (a great deal of and some)



After the Red Cross, the Church comes in second place with 59% of trust. Unions and political parties come after the President as the levels of trust they enjoy are only 34.7% and 32.6% respectively, and at the lowest end is Jorge Batlle, President of the Republic at the moment this survey was conducted.[34]

Finally, it should be noted that of the surveyed organisations and institutions, only those that are part of civil society are taken into account[35], for which the average trust is 2.81. According to this data, there would be a low level of trust in the adequacy of work done by CSO to give an answer to priority social interests.

4.4. Citizen Empowerment

This subdimension analyses and describes the extent to which civil society is active and successful in empowering citizens, especially those in traditionally marginalised groups, to shape decisions that affect their lives. According to this subdimension score (1.3), Uruguayan civil society is moderately successful in empowering citizens. Table III.4.4 shows in detail the six indicators comprising this subdimension together with their scores.

[34] It is worth remembering that the community sample survey was carried out in January 2005 (see Project Methodology, Appendix 3, letter C) and that in March of the same year another President took office.
[35] That is: NGOs, the church, trade unions, political parties and the Red Cross.

Table III.4.4: Citizen Empowerment indicators

Ref.	Indicator	Score
4.4.1	Informing and educating citizens	1
4.4.2	Building capacity for collective action	2
4.4.3	Empowering marginalised people	2
4.4.4	Empowering women	1
4.4.5	Building social capital	1
4.4.6	Supporting livelihoods	1

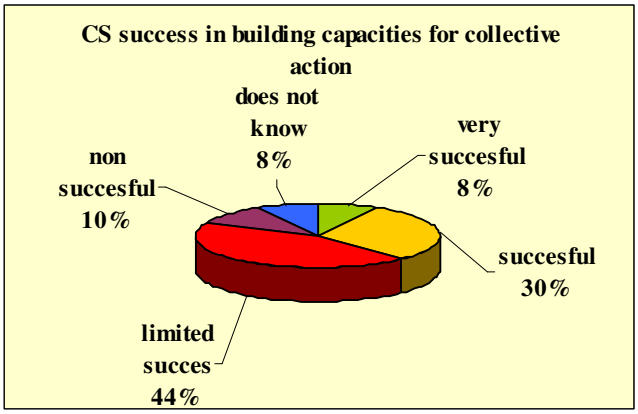
4.4.1 Informing and educating citizens. According to the media review, civil society is relatively active in informing and educating citizens on public issues, but the impact of these activities is limited. The most remarkable actions are public demonstrations on given topic, workshops, conferences and seminars. To a lesser extent, dissemination of documents or information through the press are also examples of actions by civil society. However, these actions do not produce a substantial impact on the population at large. Actors in civil society with the specific function of educating citizens on government policies and programmes that could affect them, their rights and responsibilities are not visualised, as per their effects in the media surveyed.

In accordance with this information, 50% of stakeholders believe that civil society public information or education activities in general are limited and 47.3% express that their success is limited as well. The examples provided by stakeholders are so diverse that it is not possible to recognise the most outstanding actions. At the same time, it is worth remembering that barely 5.7% of the people interviewed express to have participated in community actions to inform about an important topic. It is worth pointing out that the national workshop remarked on the lack of CSO action dissemination, which results in lower levels of participation and citizenship building, and in addition a way of citizenship building is wasted. The national workshop considered that the dissemination of CSI findings would contribute to strengthen some of the weak points already mentioned.

4.4.2 Building capacity for collective action. This indicator analyses how active and successful civil society is in building the capacity of people to organise themselves, mobilise resources and work together to solve common problems. Whereas 51.2% of community survey respondents knew about actions to unite people around a specific problem or need in their community, only 1.8% engaged in this kind of activities.

Even though stakeholders seem to acknowledge the activities undertaken by civil society on this topic, their assessments of success are not positive. In this respect, 41.9% of the people consulted believe that civil society was moderately active in strengthening local or community capacities while 31.1% say it was very active. Therefore, considered aggregately, more than three quarters of the population assess positively the activity levels of Uruguayan civil society. Regarding success, as shown in Figure III.4.8, 44.6% of the people interviewed believe it was limited and if taken aggregately, 54% say that civil society has achieved a limited level of success or has not been successful at all in building community capacities for collective action. At this stage, it should be remembered that (as stated in section II) Uruguayan civil society comprises a complex weaving of organisations, many of them with invisible actions and, probably, perception about them is not clear.

FIGURE III.4.8: Civil society's success in building capacities for collective action



According to media review, civil society has proved to be active mainly in formal education and work areas. These actions translate in joint demonstrations and protests that may arise from smaller groups but that make an important impact due to the support of other sectors, e.g., local parents' associations claiming for better education conditions which are supported by national labour unions or federations. There are no examples of organisations which specifically support building of capacity for actions.

The above data lead to the conclusion that Uruguayan civil society is active in this area but its impact is limited.

4.4.3 Empowering marginalised people. This indicator attempts to examine the actions performed by civil society to assist and empower marginalised people. Of people interviewed within several communities, 19.4% mention that actions to improve life quality of marginalised people were undertaken, although only 4.4% actively participated in such activities. Of the stakeholders consulted, 83.8% recall some specific example of services provided by civil society to the population and 44.6% express that such service was addressed to poor communities Popular dining-halls, nursery schools and family support centres, and orientation actions for specific groups of the populations outstand among the activities performed by CSOs to achieve empowering of marginalised people.

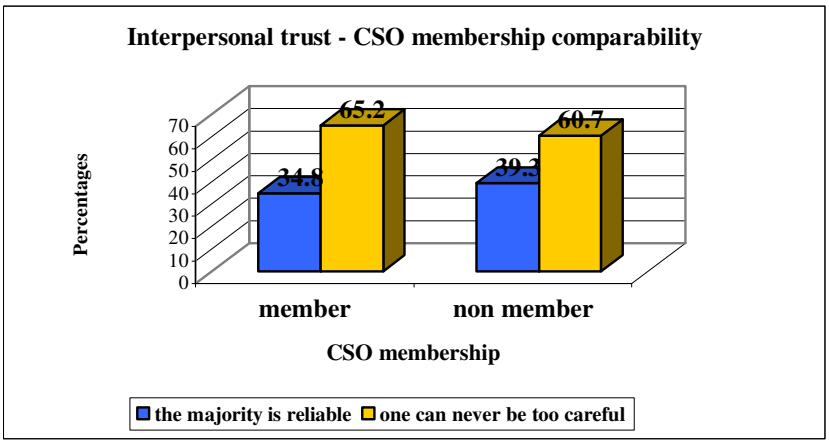
However, no discernible impact of these actions is reflected in the press. Few examples of programmes to help marginalised people, to give them real choice and control over their lives can be found. The conclusion is that, even though there are important levels of civil society activity in empowering marginalised people, they exert a limited impact.

4.4.4 Empowering women. This indicator attempts to evaluate actions performed by civil society to build women's capacities. As in the case above, actions to empower women do not have a discernible impact in the press. At the same time, 83.8% of the people interviewed recall some specific population-oriented activity, but only 2.7% express that such activity was addressed to women. Finally, in accordance with the above, 11% felt that activities to help women were undertaken in their communities, but only 2% took part in these activities. Therefore, Uruguayan civil society activity to empower women seems to be very limited, with no discernible impact.

4.4.5 Building social capital. The production of social capital is a primary role of civil society, mainly because of the important contribution it can make in this respect. This indicator seeks to measure the extent of such contribution by comparing levels of trust of civil society members to those of non-members.

Interpersonal trust percentage expressed by CSO members (34.8%) is slightly lower than that expressed by non-members (39.3%), based on community survey data.[36] Data shown in figure III.4.9 can be interpreted as stating that civil society is not building social capital among its members. It would be necessary to further explore the depth and features of social capital that Uruguayan social organisations are building up, since it is not possible to investigate the conclusions any deeper based on the available data.

FIGURE III.4.9: CSO membership and interpersonal trust



4.4.6 Supporting livelihoods. This indicator examines how active and successful civil society is in supporting employment and/or income-generating opportunities, especially for the poor and women.

When consulted about this issue, 38.7% of stakeholders recalled a couple of examples of civil society actions aimed at reducing the unemployment rate or creating job opportunities, and 28.4% did not recall these activities. It is possible that the percentage of people who do not recall any examples of these actions, or remember just a couple, explains the minimal amount of importance attributed to civil society's role in this area. Of those interviewed, 66.2% say that civil society's role is insignificant or limited. Examples mentioned are varied, outstanding actions are in the sphere of training conducted by the programmes of government agency National Board of Employment (*Junta Nacional de Empleo*); some of these programmes executed by CSOs, as well as actions by co-ops and some trade unions.

In conclusion, Uruguayan civil society activity in supporting and creating employment is very limited and there is no discernible impact.

4.5 Meeting Societal Needs

This subdimension analyses how active and successful Uruguayan civil society is in meeting social needs, especially those of poor people and other marginalised groups. This high score,

[36] Measured through the question if he/she thinks that most people are reliable or that one can never be too careful.

(2.33) shows that civil society enjoys moderate to significant levels of success in this area. Table III.4.5 shows the subdimension indicators together with their scores.

Table III.4.5: Meeting social needs indicators

Ref.	Indicator	Score
4.5.1	Lobbying for state service provision	2
4.5.2	Meeting pressing societal needs directly	2
4.5.3	Meeting needs of marginalised groups	3

4.5.1 Lobbying for state service provision. This indicator assesses how active and successful civil society is in lobbying the government to meet pressing social needs. According to the media review, civil society appears to be active, with pressure exerted by groups or associations seeking a solution to specific problems. Approximately 25% of news analysed are examples of this type of actions. In particular, the outstanding ones are claims from parents associations in secondary schools and students who demand sanitary and building improvements for schools, government employee unions and specially health workers unions. Furthermore, 27% of consulted stakeholders can recall some example of civil society initiatives in this area, but it is worth pointing out that there is a high percentage of "does not know" answers (50%). Actions which are more mentioned refer to campaigns to improve potable water services. With regards to the assessment of civil society's success in exerting political pressure, 30% of people consulted believe it has been successful[37].

It can be observed that Uruguayan civil society is active in this area but its activities are of limited impact.

4.5.2 Meeting pressing societal needs directly. Fifty-four percent of consulted social actors believe that civil society role in providing social services is important or moderate and 40.6% express that civil society role in this area is limited and insignificant. The main identified actions focus first on people of scarce resources and then on the general population. Consulted about these actions, 31.1% believe that civil society success has been limited. As it can be seen, civil society actions to meet social needs are valued by more than half of the population surveyed, what corroborates the impressions supplied at the national workshop about the important role of CSOs. In particular, it is important to mention the many actions aimed at covering food needs (community dining-halls, popular pots, etc.) of the most deprived sectors of the population. The explanation for the limited impact in meeting urgent social needs might be, despite the relatively high levels of activity, that civil society by itself cannot modify an extremely complex social reality.

The conclusion is that Uruguayan civil society is active in meeting pressing social needs but its impact is limited.

4.5.3 Meeting needs of marginalised groups. In order to assess the extent to which civil society is successful in meeting the needs of marginalised groups and poor people, the magnitude and service quality of CSOs were analysed. People within the communities express clear opinions about which type of institution provides better services for poor people: voluntary organisations or government agencies. Seventy-one point five percent say that voluntary organisations are the ones that deliver better services for the poor. At this stage, two questions should be asked that might be influencing the perceptions recorded for

[37] 23,3% thinks that CS had a limited success, 16,7% considers it was not successful, the same percentage does not know, and finally 13,3% thinks that CS was very successful in lobbying governmental activities.

this indicator. On the one hand, it should be taken into account that at community level the closeness to CSOs may favourably influence opinion about the services they provide, compared to more distant State institutions, or as the question said "government agencies". On the other hand, certain negative perception might be influencing at citizen level about the quality of services provided by part of the State..

The above findings lead to the conclusion that CSOs are believed to be more effective than the state in meeting the needs of marginalised groups.

Conclusion

For the **Impact** dimension, it can be established that actions to achieve accountability, for both state and private companies, is one of the most significant weaknesses. Though both actions received low scores, the lower level of impact is found in relation to companies. Almost three quarters of stakeholders consider civil society to have levels of activity and more than three quarters thinks it was not successful or had limited success in its activities to achieve accountability of companies. Another civil society weakness is the low influence in public policies and in national budgets. All investigations made show this low level of influence, except in the area of Human Rights, where organisations have more presence in decision-making spheres and have more achievements. Also civil society appears with a strong response to social needs and is perceived by a large majority as providing more effective services than the State to care for marginal groups. An example to mention are the actions aimed at covering food needs of the most deprived sectors of the population, though the complex problems prevent higher levels of impact achieved.

IV. WEAKNESSES AND STRENGTHS OF CIVIL SOCIETY IN URUGUAY

Each of the four dimensions reveals particular weaknesses and strengths whose identification can be used to develop strategies and potential actions for civil society to undertake. The main weaknesses and strengths identified in the CSI research, along with the opinions and discussions of the NAG, civil society representatives and stakeholders at the national workshop, are presented below.

Weaknesses

- **Socio-economic context:** The impact of a long downturn in the country's economy was felt throughout three years of steady recession, from 1999 through 2001, ending in 2002. Throughout 2002, production, employment, exports, international reserves and wages (real wage decreased almost by 20% between 2001 and 2002) plummeted, all of which had a dramatic impact on society at large and, therefore, on civil society. The extremely bad socio-economic situation lead to alarming levels of poverty and marginalisation, which caused that human and economic resources from financial and State organisations were dedicated to cover urgent needs, and the flow of support to some sectors of civil society was weakened.

- The society mapping exercise shows a remarkable **segmentation of civil society**, with low levels of relations and cooperation. Within some civil society sectors, particularly those pertaining to NGOs, the limited number of, or lack of, incidence of umbrella organisations stands out.

- **Low levels of citizen participation** in civil society's activities, as far as breadth and depth are concerned, can be observed. Low levels of citizen participation in collective actions, which were designed to solve community problems, and the low levels of organisation membership were also registered. However, even though a number of people carry out volunteer work and make donations, depth of actions, in terms of hours devoted to the task as well as the money donations-income relation, is low.

- **Lack of communication channels** between CSOs and other sectors, which translates into low levels of cooperation, network and inter-sectoral coordination activities.

- **Poor relations** with the private or corporate sector for social action development. Corporate Social Responsibility actions are incipient and no legislation fostering or promoting such activities is in place.

- **Lack of financial transparency and accountability.** Transparency is a strong value within civil society and cases of corrupt behaviour are not common. However, only a small minority of CSOs make their accounts publicly available and when they do, they only make it available to their members.

- **Actions to hold both the state and private corporations accountable** represent one of the biggest weaknesses of Uruguayan civil society's impact. Although both actions score low, the more significant weakness relates to actions designed to hold corporations accountable, which are practically non-existent.

- Another civil society weakness is its **minimal influence in public policies** and in the national budgeting process, which might be due to political parties' centralist tendencies , which are not interested in working with civil society.

- Y**outh and poor people are less represented** within CSOs. Additionally, similar to other spheres of Uruguayan society, young people are the most absent or underrepresented within CSO leadership.

- **Environmental sustainability actions** are scarce or have very low visibility. It is worth pointing out that, due to the installation process of two cellulose plants in the western region of the country (province of Río Negro), actions undertaken by some Uruguayan CSOs, opposing the plants and in defence of the environment, have had significant visibility since April 2005.

Strengths

- CSOs **have sufficient economic, human, technological and infrastructure resources** at their disposal to accomplish their goals.

- The **political context, basic rights and freedoms and the socio-cultural context** do not impose restrictions on the development of Uruguayan civil society. Specifically, civil liberties, political rights and public honesty levels are assessed as positive.

- **Democratic values, non-violence, tolerance and gender equity** are strong values within civil society. However, as was pointed out as a weakness, civil society's value-promoting actions have low visibility.

- Civil society appears to be **very strong in responding to social needs**. The research reveals that civil society achieves "good to very good" levels of impact on the direct delivery of services, lobbying activities and in **accomplishing more effectiveness than the state** in responding to pressing social needs, such as providing food services in dining-halls.

- Cases of **corrupt behaviour are not common** within civil society.

- Civil society is a **non-violent** action arena where the use of violent means, such as damaging property or personal violence, to publicly express its concerns is practically non-existent. Moreover, if cases of violence arise they are strongly rejected by society.

V. RECOMMENDATIONS AND GUIDELINES FOR FUTURE ACTIONS

In view of the research outcomes as well as the weaknesses and strengths, some strategies can be outlined with a view to strengthening civil society. In this respect, some suggestions or possible actions that arose throughout the project, from the interaction between CSOs and other related sectors, such as national and local government, private corporations, international agencies, academic sector and the media are presented below.

- There is a need to **foster participation** within organisations to encourage democratic practice. To this end, it is crucial to train volunteers and organisations to analyse, reshape or supplement the Volunteer Work Act that was passed in August 2005.

- **Access to information** among CSOs should be facilitated through strengthening networks, generating new communication channels, disseminating information about the activities undertaken by organisations and by devising communication and marketing strategies.

- Greater **public visibility** of civil society actions is needed so that its issues and activities will find their way onto the public agenda. Coordinated action of organisations, and training in communication skills, as well raising media awareness in this area are considered to be of great importance. Agreements on this issue could be reached with the media throughout the country, Uruguayan Press Association (APU), or communications schools at public and private universities. Promotiong "good practices" would provide CSOs with more legitimacy to achieve better levels of structure and impact of its actions.

- In order to accomplish higher levels of impact, it is necessary to devise new strategies and **mechanisms to facilitate the exchange among organisations and the strengthening of network and umbrella organisations,** since they appear to be segmented and with low levels of cooperation. Thus, it would be necessary to generate institutional strengthening programmes of this type of organisations.

- Foster **self-assessment practices** within organisations, and encourage the **involvement and participation of project beneficiaries** from the beginning.

- Promote **transparency and accountability** within CSOs. Transparency should become an intrinsic value within organisations. This will contribute to better participation, greater support and therefore better CSO performance. It is becoming increasingly vital to make accounts publicly available at three levels: among CSO, to donors and to common citizens. Thus, assessments will be used as a means to learn and not as a means to punish or to "advertise" civil society actions, which is how evaluations are currently carried out.

- Promote **Corporate Social Responsibility (CSR)** and relations between private corporations and civil society. A review of existing legislation on tax exemptions for private corporations' social actions would also be desirable.

- Review and reformulate the existing **rules and regulations** related to nonprofit civil associations, with a view to differentiating the types of institutions and concerns which currently fall under the same law.

- There is a need for improved **state-civil society relations** through more constant contacts between both sets of actors, where special emphasis is put on communication through decentralised administration, and where local realities are taken into account to a greater extent.

- **Dialogue with the state and private sector should be enhanced,** both in seeking solutions to the country's problems and in the implementation of social policy.

- The **outcomes of this research should be widely disseminated**, both at national and international level. The CSI in Uruguay has raised a great deal of interest, and, therefore, the Institute for Communication and Development shall distribute the results widely through press campaigns, presentations and workshops with CSOs and stakeholders, as well as the publication of articles in specialised magazines. A large part of these actions shall have national and international outreach.

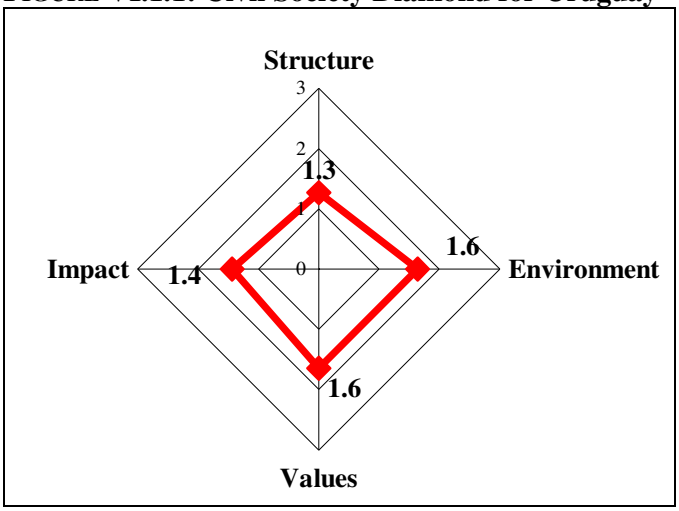
VI. CONCLUSIONS

The following conclusion seeks to pull together the main findings and recommendations of the CSI project in Uruguay and to provide a comprehensive interpretation of the current state of civil society in Uruguay, as depicted in the Civil Society Diamond.

CIVIL SOCIETY IN URUGUAY (2004 - 2005)

The four dimensions comprising the diamond that represent civil society in Uruguay are relatively balanced and moderately developed. Broadly speaking, it means that no remarkable contrasts exist between the four dimensions and the sector is balanced even though a number of weaknesses persist in Uruguayan civil society.

FIGURE VI.1.1: Civil Society Diamond for Uruguay



An in-depth analysis of the graph reveals that civil society is operating in a slightly enabling **environment,** encouraged by a favourable political context, but limited by the socio-economic context, and civil society's relations with the private sector and to a lesser extent the state. Though civil society practices relatively well developed positive **values**, it only moderately promotes these values to society at large. Civil society's greatest weaknesses emanate from its weak **structure, which is** strongly characterised by low citizen participation, and its limited **impact** on society, characterised by an inability and low level of activity to hold the state and private sector accountable, as well as its poor influence on public policy.

Civil society's **structure** in Uruguay is weak, expressed in low participation, membership and affiliation to CSOs, low dedication of voluntary working hours and a low amount of donations. This low participation may be the basis of the minimal impact of their actions, since human, financial and technological resources seem to be adequate. According to the CSI data, Uruguayan citizens prefer spontaneous non-partisan political actions or ad hoc collective community action, as opposed to formal participation and activity within CSOs. The low level of communication, excessive concentration of CSOs in and around the capital and centralised Uruguayan public expenditure, contribute to this type of participation. The low level of charitable giving is another distinguishable weakness within the structure dimension, due to the lack of tax benefits for individual philanthropy in the country.

The external **environment** in which civil society operates is assessed as slightly enabling for its activities. The political context, including basic rights and freedoms, as well as the socio-cultural context, are not detrimental to the functioning of civil society and the legal environment is conducive to CSOs. However, the negative consequences of the considerable social crisis that shook the country between 2000 and 2002, strongly affected society as a whole and are still being felt. Relations between the private sector and civil society remain weak and do not nurture civil society's growth.

The positive **values** practised and promoted by civil society are moderate. According to the data collected, democratic values, non-violence and poverty eradication have a strong presence in civil society. These are followed in importance by transparency, tolerance and gender equity. Nonetheless, though these values are present and practiced by civil society, value-promoting actions by civil society are scarce and have poor public visibility.

The findings reveal that civil society's **impact** on the State and society at large is limited. As far as CSOs' access to the policy process is concerned, there are varying dialogue channels, according to the type of organisation. There are only a few CSOs that impact public policy. These CSOs typically have greater standing, a strong technical profile and a higher degree of professionalism (e.g. trade unions, co-ops and some NGOs). The limited ability to influence policy is closely linked to the expertise in collecting and analysing information, since this allows CSOs to enter the policy process as experts on a specific topic. In this regard, most CSOs show a lack of experience and capacity, since they tend to focus on their own needs. In addition, civil society networks and umbrella bodies, which could play a crucial role in aggregating and presenting civil society's voice in the policy process, are also rather weak.

The tendency among CSOs to focus on their own needs also leads to a lack of activities to monitor the State and companies, a monitoring which should be systematic and sustained. Even though there are some limited initiatives, there are large deficits, which are mainly the result of a lack of state transparency and lack of accessibility to public information, which is not yet ensured by the existing legislation. Also, the low levels of trust in public institutions point towards the need for greater monitoring of the public administration and government. Likewise, the corporate accountability initiatives promoted by civil society are in their infancy. Historically, CSOs have focused on democratising and influencing the political system, rather than encouraging corporate responsibility. The limited communication and cooperation among CSOs also contributes to their limited impact, since efforts are very dispersed. This atomization also leads to a doubling of efforts, with geographical areas with an important number of CSOs working and areas where there is no single CSO.

Issues of CSO transparency and accountability mechanisms are another problematic area, since many organisations do not publicly report on their activities and finances. At the same time, CSOs are also weak in promoting transparency in society at large, which is partially due to the low public visibility of CSOs' actions. Overall, the CSI study showed that, while civil society receives rather positive scores for its values, it has weaknesses in the area of promoting these values in society. Thus, there is a gap between what civil society practices internally and what it promotes in society at large.

However, the key weakness of Uruguayan civil society remains its weak structure. Thus, the question should be asked whether such a weak structure existing in a relatively supportive environment does not indicate that Uruguayan civil society could draw on certain strengths

which are currently not adequately used to achieve better impact. The CSI study highlights some of these strengths, such as an enabling political and legal environment and adequate internal resources. It is hoped that the specific recommendations, which were considered and discussed by all actors involved, will lead to actions and policies aimed at strengthening Uruguayan civil society internally and increase its links with other sectors, in order to contribute to national development.

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Name	Position*	Organisation
María Elena Martínez	President	National Association of NGOs (ANONG)
Fernando Berasaín	Trade Union representative to the MERCOSUR Social and Economic Consultative Forum	PIT-CNT (Inter-Union Plenary - National Convention of Workers
Fernando González Guyer	General Coordinator	MERCOSUR Economic Research Network
Cecilia Zaffaroni	Dean	Human Sciences School of the Uruguayan Catholic University – UCU
Fabio Guerra	Journalist	Brecha (Weekly newspaper)
Soledad Izquierdo	Chief of Foreign Relations	Montevideo Refrescos S.A. (Soft drinks bottler company, Coca Cola)
Silvia Vetrale	Representative in Uruguay	Ashoka – Uruguay
Ana Agostino	Programme Analyst	United Nations Development Programme
Virginia Varela	Programme Analyst	United Nations Development Programme
Manuel Bernales	Director of the Human and Social Sciences Programme	United Nations Organization for Education, Sciences and Culture (UNECSO)
Andrea Tejera	Programme Coordinator	CAIF (Family and Childhood Care Centres)
Mercedes Hegoburu	Programme Coordinator	International Relations Department of the Municipality of Montevideo
Claudia Romano	Director	Family and Childhood Programme (Presidency of Uruguay- IADB)

* Positions mentioned are those held by NAG members at the time the CSI was carried out, many of them have different positions now.

APPENDIX 2. LIST OF CONSULTED STAKEHOLDERS

Alternativa Chuy	Training and research CSO
Asociación Cristiana de Jóvenes de Rivera-Livramento (ACJ)	Recreation CSO / sports club
Asociación de Empleados Bancarios del Uruguay (AEBU) (Durazno)	Trade union
Asociación de Funcionarios de URAGUA (AFURAGUA)	Trade union
Asociación Manos Artiguenses (AMAR)	Association of poor people
Asociación Nacional de Grupos de Mujeres Rurales del Uruguay (AMRU)	Networks / Federations
Asociación Nacional de Organizaciones No Gubernamentales (ANONG)	Networks / Federations
Asociación para la Atención de los Discapacitados de Florida (APADF)	Networks / Federations
Asociación Sindical Uruguaya (ASU)	Trade union
Cámara del Pueblo San José	Community Organisation/ Association
Casa de la Mujer de Florida	Women's Organisation
Centro Comunal Zonal 1 (Montevideo)	Local government
Centro Dalmanutá	Service CSO
Centro de Atención a la Familia de Forma Integral (CAFFI – Paysandú)	Service CSO
Centro de Educación Popular (CEP – Canelones)	Training and research CSO
Centro Latinoamericano de Economía Humana (CLAEH – Montevideo)	Training and research CSO
Daniel Cal representante del Centro Latinoamericano de Economía Humana (CLAEH – Regional Norte)	Academic Sector
Centro Interinstitucional Colaboración Adulto Mayor (CICAM)	Service CSO
Centro Interdisciplinario de Estudios sobre el Desarrollo (CIEDUR)	Training and research CSO
Club Atlético River Plate	Recreation CSO / sports club
Club Paysandú Wanderers	Recreation CSO / sports club
Club Tacuarembó	Recreation CSO / sports club
Comisión de Fomento de la Unión	Organisation/ Association community
Comisión Nacional de Seguimiento de los Compromisos de Beijing	Networks / Federations
Comité Nacional del Plan CAIF (Centro de Atención a la Infancia y la Familia)	National government
Complejo la Lanera (Ayuda Mutua de Durazno)	Community Organisation/ Association
Cooperativa de Ayuda Mutua (COVITO)	Association of poor people
Cooperativa Agrícola Dolores (CADOL)	Economic interest CSO
Cooperativa de Vivienda por Ayuda Mutua – Aduana	Community Organisation/ Association
Cooperativa de Viviendas Olimar (COVIOL)	Community Organisation/ Association
Cooperativa Municipal de Colonia (COMUCO)	Economic interest CSO
COVINUVI (Durazno)	Economic interest CSO
Diario El País (Carina Novarese)	Media

Diario El Telégrafo de Paysandú (Juan José Oberti)	Media
Diario La voz de Castillos (Lic. Uruguay Vega)	Media
El Abrojo	Training and research CSO
El Tejano	Community Organisation/ Association
Empresa Forestal Colonvade S.A.	Private Sector
Federación de Funcionarios de OSE (FFOSE)	Trade union
Fundación Friedrich Ebert Stiftung - Uruguay (FESUR)	Cooperation agency
Fundación ACAC (Asociación de Cooperativas de Ahorro y Crédito)	Cooperation agency
Grupo "Gandhi" Ecologistas en Acción de Toledo	Environmentalist CSO
Grupo Ecológico de Young	Lobbying CSO
Grupo Eto-Ecológico Durazno (GEED)	Environmentalist CSO
Grupo H2O	Environmentalist CSO
Grupo Raíces (Tacuarembó)	Lobbying CSO
Gurises Unidos	Training and research CSO
Instituto Nacional de Investigación Agropecuaria (INIA- Tacuarembó)	National government
Iniciativa Latinoamericana	Training and research CSO
Instituto de Mejoramiento Lechero (Paysandú)	National government
Instituto del Niño y el Adolescente del Uruguay (INAU - Rivera)	National government
Instituto Nacional de la Juventud (INJU)	National government
Intendencia Municipal de Artigas	Local government
Intendencia Municipal de Colonia	Local government
Intendencia Municipal de Durazno	Local government
Intendencia Municipal de Río Negro	Local government
Lic. Abel Oroño (Canelones)	Academic Sector
Liverpool FC (Canelones)	Recreation CSO / sports club
Movimiento Tacurú	Service CSO/ Association of poor people
Movimiento Uruguayo de los Sin Techo	Association of poor people
Mujeres pequeñas productoras rurales de Treinta y Tres	Professional and corporative organisation
Obra Padre Cacho	Service CSO
ONG Crearte (Maldonado)	Training and research CSO
Organización Mundo Afro - Canelones	Lobbying CSO
Plaza Sacramento Hotel y Casino	Private Sector
Plenario de Mujeres del Uruguay (PLEMUU)	Women's Organisation
Programa de Atención a la Mujer Artiguense (P.A.M.A.)	Women's Organisation
Programa de Ayuda Social (ONG - P.A.S. - Artigas)	Service CSO
Red Acercándonos	Networks / Federations
Semanario San José Hoy (David Rabinovich)	Media
Servicio de Paz y Justicia (SERPAJ)	Lobbying CSO
Sindicato Único de Trabajadores ANTEL (SUTEL - Treinta y Tres)	Trade union

Ing. Agr. Rosendo García Rebollo representante de la Universidad Católica del Uruguay (Cerro Largo)	Academic Sector
Vida Plena - Discapacitados físicos	Service CSO

APPENDIX 3. DESCRIPTION OF CSI RESEARCH METHODS IN URUGUAY

As established in section I of this report, the proposed investigation methods for the Civil Society Index include: (a) revision of existing information, (b) regional consultation of stakeholders, (c) community sample investigation, (d) media analysis and (e) fact-finding. In this section, details are provided of the employed methodology in this set of research studies.

a) Revision of Existing Information

To have a thorough knowledge of the whole sector, an information survey and revision was performed which attempted to collect documents, reports, directories, enquiries and other unpublished material, to provide basic information for the development of the CSI project. This survey tried to broaden the knowledge base of all CSO categories, with reference to the four CSI dimensions, and became an essential production item while planning the different research stages.

In Uruguay, though there is substantial civil society information, it is not systematised. Research and document production on the topic has been developed basically by civil society, and with very little input in the university spheres.

First, from numerous research, mapping and articles by the ICD, an approximation was made of civil society's historic development and the definition of civil society. In an effort to reconstruct past and present features of Uruguayan civil society, books and research reports produced by umbrella bodies were mapped out; research centres; universities, donor agencies and foundations; national government and local government bodies, which link up with civil society were also studied. At the same time, articles from academic and CSO magazines were reviewed, as well as surveys performed by market research companies, databases or CSO guides and internet websites (Uruguay Solidario, Choike, Uruguay Total, Puente al Sur, Portal de Uruguay, among others). To carry out this research, a list of universities, institutes, CSOs, networks, international organisations, internet websites and researchers to be contacted was developed.

The specific task of collecting grassroots information and grey literature (unpublished documents and reports) was carried out by three volunteers -Social Sciences students at the Social Sciences School of the Uruguayan Catholic University. They performed the following tasks:

- information survey in the 19 CCZs (Zonal Community Centres) in Montevideo, about grassroots working in their area of influence. Data collected constituted essential production items at the time of selecting the organisations in the different Montevideo regions, to carry out stakeholders consultation.

- grey literature survey (unpublished reports, white papers and documents) about civil society in Uruguay. Graduation thesis research was done at UCU (Uruguayan Catholic University), UDE (Business University), and UDELAR (Schools of Accountancy and Administration; Law; Social Sciences; and Communications Sciences of the Uruguayan State University).

Finally, to complement this wide variety of surveyed sources, consultation was made with key informants, to select the organisations to be consulted and to complement data from some of the CSI indicators. These interviews were also useful to determine and adjust collection methodology of primary information.

Most of the surveyed sources are keyed in the present report, and in the Bibliography section in greater detail.

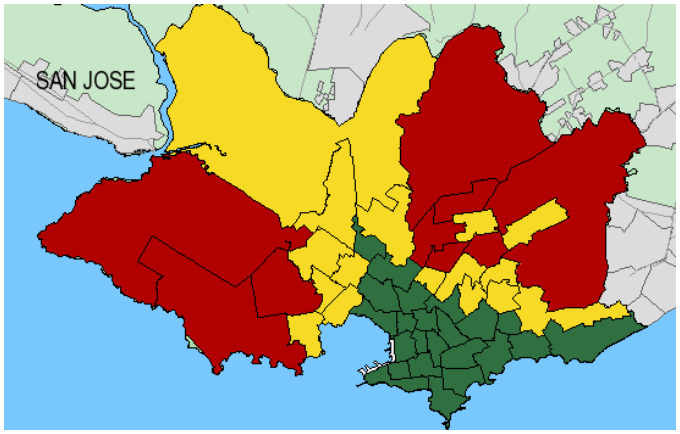
(b) Regional Stakeholder Consultations

As set forth by CIVICUS, regional stakeholder consultation was performed throughout different regions of the country. First, a group of stakeholders was selected, who responded to a questionnaire. Then, some of the identified individuals took part in face-to-face consultation meetings.

Pursuant to the NAG's guidelines, a two-region-division of the country was put forward (Montevideo and the countryside) and a subsequent division of Montevideo and the countryside into sub-regions was made. The result was a division of the country into seven regions where consultation was to be implemented.

For the division of Montevideo, the Exclusion and Inclusion map plotted by the Municipality of Montevideo was used.[38] Bearing in mind the different inclusion and exclusion indicators studied by the map, three basic zones can be established, as shown by the following figure:

FIGURE A1: Montevideo, three basic zones



Source: Municipality of Montevideo, Decentralization Department (2005): www.montevideo.gub.uy

The three basic zones are: periphery (in red on the map), southeast (in green on the map) and central (in yellow on the map). Periphery comprises neighbourhoods in the west and northeast zones, (though some downtown neighbourhoods are included), where low social indicators are concentrated (60% of the poor, 75% of the extremely poor, for example) and 30% of the population live. Southeast zone has high social, economic, and environmental indicators (Municipality of Montevideo / Decentralization Department 2005)

[38] Municipality of Montevideo/ Decentralization (2005)

For the countryside, a four-zone, or sub-regional, division was used, established in the 1999 by the Human Development Index (UNDP 1999) The zones comprise the following provinces:

Table A1. Provinces in the 1999 Human Development Index zones

Central Zone	West coastal zone	Northeast coastal zone	Coastal zone
Flores	Salto	Treinta y Tres	Canelones
Florida	Paysandú	Rocha	Colonia
Durazno	Río Negro	Rivera	San José
Tacuarembó	Soriano	Artigas	Maldonado
Lavalleja		Cerro Largo	

Table A2. Individual zone data for 1998[39]

	Central Zone	West coastal zone	North-Northeast coastal zone	Coastal zone
School attendance	0.3	1.1	0.9	0.3
Overcrowding	4.6	7.7	7.1	5.0
Precarious housing	1.9	3.5	3.6	1.4
Access to potable water	8.9	7.9	9.4	4.1
Access to electricity	1.1	1.9	2.3	0.3
No health insurance	4.8	11.9	10.1	8.6

Note: Data on this Table simply justify the regionalisation proposed by the 1999 HDI: they should not be taken to mean a real characterisation of each zone. To that effect, see 2005 HDI (UNPD 2005)

From this regionalisation, and as proposed by international methodology, 12 civil society representatives were selected and four other individuals from other sectors (national and local government bodies, private companies, academic institutions and the media). Among civil society representatives, the intention was that all organisation categories working at different levels (provincial, national, etc.) would be represented, as well as gender, age and ethnic group balance. No civil society sector was to be excluded from the consultation.

With reference to CSO selection, it should be pointed out that there are multiple categories (e.g. one social service or health organisation can be at the same time a faith-based organisation). As a result, non-inclusion of some categories did not mean that some type of organisation was excluded. Taking into consideration such multiplicity and the list proposed by CIVICUS, the following categories were chosen to be represented in the seven regions:

1) Association of poor or socially and economically marginalised people, (e.g. homeless movement)
2) Community organisations (e.g. village associations, neighbourhood committees, parent associations, etc.)
3) CSO active in education and research (e.g. think-tanks, academic centres)
4) CSO networks/federations/support organisations
5) Economic interest CSOs (e.g. cooperatives, credit unions, mutual saving associations, etc.)
6) Environmentalist CSOs
7) Lobbying and advocacy CSO (social justice, human rights, or consumers)
8) Professional and business organisations (e.g. chambers of commerce, professional associations, etc.)

[39] From UNDP 1999: 46.

9) Service CSOs (e.g. CSOs supporting community development, health, social services)
10) Social/recreational CSOs and sports clubs
11) Trade unions
12) Women's associations

With reference to the selection of participants from other sectors related to civil society, the following categories were contemplated:

1. Academic/research sector representative, expert in civil society issues
2. Local government representative
3. National government representative
4. To be chosen among the three following:
   - Cooperation agency, organisation which provides funds to civil society activities
   - Journalist with expertise in civil society issues
   - Private sector representative (with links to civil society)

The methodology of consultation included a previous telephone contact with informants from different organisations, and subsequent delivery of the form by email, fax or land post. When there was explicit refusal or a delay in answering, an alternative contact list was used to complete the sample. When errors or incomplete forms were confirmed, a second consultation was made, and in some cases a third consultation took place. Given communication difficulties in some situations, personal and telephone interviews were made. It was always stressed that representativity of different categories and regions in the country should be respected.

The survey began on 10 December, 2004 and was completed on 10 April, 2005. Questionnaires were sent to a total of 190 organisations, institutions and actors related to civil society and a total of 74 responses were obtained.

Table A3. Questionnaires sent and answers obtained per region

Region	Sent questionnaires	Completed questionnaires	Percentage of answers
Montevideo- southeast zone:	23	9	39%
Montevideo- central zone	21	11	52%
Montevideo- periphery	27	4	15%
Countryside- Coastal	31	15	48%
Countryside- Central	17	11	65%
Countryside coastal west	24	8	33%
Countryside North-Northeast	23	12	52%
Networks, associations or national organisations[40]	24	4	17%
Total	**190**	**74**	**39%**

It is important to make some considerations of the level and type of answers received. Initially, a brief comment on the lack of response by some categories of organisations and related actors (4).[41] None of the 'large' trade unions (e.g. AEBU- bank employees- and the central union PIT-CNT) answered the consultation, nor did some of the thematic NGOs and

[40] Networks, federations and other umbrella organization are considered as a separate group in regionalisation because they have national influence.

[41] After unsuccessful efforts, direct and indirect, implicit or explicit negative continued and therefore no answers could be obtained

federations (as it can appreciated from the table above, only 17% of answers were obtained in this category). With reference to the private sector, none of the chambers or business associations answered the questionnaire. From the decentralised centres of Montevideo municipal government, which were contacted, only one Zonal Community Centre (ZZC) returned the answered questionnaire. Last, as it can be seen on table A3, the area with the least percentage of answers is Montevideo periphery with a 15%. It is worth mentioning, with regard to this low percentage, that this is a Montevideo area with the lowest human development in the province, and concomitantly, with higher communication difficulties. In parallel, many organisations working in the area have their headquarters in another area of town, where they were surveyed.

The questionnaire used in the survey has for the most part closed answers, and those open-ended questions were typically targeted at collecting examples of different activities performed by CSOs. It is divided into six sections: the first section is exclusively targeted at CSO members; the second to the fifth sections explore infrastructure, external environment, values and impact of civil society. Last, the sixth section collects the interviewee's profile. The examination of opinions obtained through this consultation was presented in the body of this report.

The second stage of consultation consisted of four face-to-face meetings with stakeholders from different regions, to study in depth information given in the survey, civil society definition and different CSI analysis dimensions. The representatives engaged to these face-to-face consultations were selected from the organisation which answered the survey, taking into account diversity of categories and selected zones for the initial consultation. Employed methodology in these meetings follows CIVICUS recommendations.

(c) Community Sample Research

Community consultation is a crucial component of the CSI, bringing in the voices and realities of civil society and 'ordinary citizens' on the ground. This public opinion survey enquires people of their participation in civil society and their experience with community organisations.

To carry out this research, CIVICUS understands "*a community is a locality sharing approximately the same socio-demographic profile*". In this case, to contemplate dissimilar realities of the capital and the countryside, two communities were selected in the capital city and three in the rest of the country. Having examined a large list of communities and considering NAG's recommendation to prioritise national border areas, the following were selected:

- ✓ For Montevideo, a southeast community and a city periphery community were selected. Each one of them comprises three neighbourhoods, namely: *Sur, Palermo* and *Parque Rodó*[42] for the southeast community, and *Colón Sur*, *Colón Centro* and *Conciliación* for the periphery. Selected communities allow two distinct realities, since the periphery has the largest concentration of poor people, in contrast to the southeast zone with the smallest number[43]. In any case, due to possible inconveniences in the field work

[42] The artificial limit Bulevar Artigas was established to respect basic demographic features od the other two neighbourhoods.

[43] Periphery comprises neighbourhoods in the west and northeast zones, (though some downtown neighbourhoods are included), where low social indicators are concentrated (60% of the poor, 75% of the

development, no extremely polar neighbourhoods were selected in regard to their socio-demographic features.

- ✓ For the countryside, Quebracho (Paysandú province), Juan Lacaze (Colonia) and the provincial capital Rivera (Rivera) were selected. Typical variables of the communities were the geographic area where they are placed, and the categories small, medium and large were established, both in terms of population size and infrastructure level.[44] It was understood that this selection offered a sample of small districts Quebracho, with 2,337 inhabitants in 1996-, medium sized -Juan Lacaze, with 12,988 inhabitants in 1996[45], and large -Rivera, with 62,859 inhabitants in 1996(8). Concomitantly, their geographic locations allow the representation of different countryside realities, since Quebracho is in the north-northeast coastal zone, Juan Lacaze in the coastal zone and Rivera is in the northwest zone[46].

The sample is 100% representative of the surveyed communities (defined as such for the purposes of this study), with a margin of error of 4.38% for a 95% confidence[47]. The total 505 cases were put together from 8 to 26 January 2005. The universe considered was the total of communities and the individual universe was the total of people aged over 14, on 1 January 2005.

The type of constructed sample had quotas and was multi-staged, with a final stage in the random selection of one individual per household within those covering the fixed sample parameters. The first stage was the selection of communities already described. Sampling in the different communities was made by systematic selection of blocks, according to the maps of the National Institute of Statistics (INE). Following INE's population projections for 2005, age and gender quotas were established as sampling parameters for each community. Quotas were: 50 men interviewed and 50 women; 30 to people aged between 14 and 29, 25 interviewed aged 30 to 44, 20 interviewed aged 45 to 59 and the rest 25 to people over 60. (INE - National Institute of Statistics 2005).

Data collection was carried out through a personal interview in the homes of those interviewed. Interviewers had clear directions to carry out the interview and to select interviewees.[48] Data were recorded in writing by the panel of interviewers and were monitored at different stages. Interviews lasted 25 minutes on average, and in their course, six auxiliary cards were handed in with complex questions options.

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extremely poor, for example) and 30% of the population live. The southeast has the best social, economic and environmental indicators. Data from Municipality of Montevideo, Decentralization Department (2005): Observatorio Montevideo de Inclusión Social: http://www.montevideo.gub.uy/sit/mapserv/urbal10/entrada.php

[44] Typical variables determined by CIVICUS International.

[45] Data taken from the National Institute of Statistics (1996)

[46] Classification belongs to UNPD (1999)

[47] The margin of error corresponds to the total of communities. It should be mentioned that each has a specific margin of error, as they were considered independent sampling units. Total is taken because analysis is made for the total of communities. Juan Lacaze, Rivera and southeast Montevideo communities (Sur, Palermo and Parque Rodó) have a 9.79% margin of error for a 95% confidence, as the cases studied correspond to an infinite population universe (i.e. more than 10,000 inhabitants). Quebracho community has a 9.58% margin or error for a 95% confidence (2,337 inhabitants) and finally, periphery community (Conciliación, Colón Sur and Centro) neighbourhoods have a 9.74% error for a 95% confidence (8,210 inhabitants). Population totals were extracted from INE and correspond to 1996.

[48] Instructions are part of Interview and Interviewee Selection Guidelines of the Council of American Survey Research Organizations (2004).

The form has mainly closed questions and open-ended ones basically aimed at collecting names of organisations. The questionnaire had the comments of the NAG members and underwent a pilot testing to analyse thorough understanding of the questions.

The survey focuses in nine main points: membership and activity in organisations, volunteering, charitable donations, community actions, citizen participation, socio-cultural rules, public confidence, activities of CSOs and justice or equity. In like manner, questions are included to determine the socio-demographic profile of the interviewee, household characterisation, level of involvement with the community and attitude towards interviewer.

(d) Conduct Media Review

A media review was conducted between 14 June and 15 August 2004. The departing point of this investigation was the selection of media to be monitored. To carry out the selection, a brief analysis of the media in Uruguay was made. On the basis of this panorama, a representative sample of national media was elaborated, with a balance between leftwing and rightwing political bias, in their news approach, and prioritising media with large distribution or audience. As a result, a group of six exponents of mass media emerged, which included press, radio and open television: *El País* daily newspaper, *La República* daily newspaper, *Búsqueda* weekly newspaper, *Brecha* weekly newspaper, *El Espectador* AM radio, Channel 12 (open television).

Dailies and weeklies were monitored in their entirety, including their magazines. In the case of radio and television, one of their main news programmes was chosen for each. Main news at 8:00 pm, *Telemundo*, was chosen for Channel 12; and news report *Índice 810* at 8:00 am in *El Espectador* radio.

According to the methodology established by CIVICUS, monitoring comprised the following stages: a) daily revision of the written press and radio and television news programmes, b) selection of news to be processed, c) analysis of each of the selected news according to established guidelines, d) manual recording on cards, e) entering into a data base and f) subsequent analysis of data and preparation of the final report. This process was followed under a strict follow-up, control and cross-checking of information.

When analysing the news, the following information was recorded: general particulars (date, time, name of communication medium, page, place, type of news) summary, topics, geographical outreach, type of CSO appearing on the news, CSI indicators covering the news, sources of information, if shown on a conspicuous place, manner in which CSO was presented.

(e) Fact-finding Studies

Through fact-finding studies, information and civil society data are collected, which might not be officially published. To carry out these studies, a bibliographic revision was made as well as interviews to qualified informants. Information search included internet sources such as portals and web pages, national records of nonprofits taken by the Ministry of Education and Culture, passed or draft laws, and materials produced by organisations such as ANONG and FESUR. To complement the information obtained in the internet, personal consultations took place with members of CSOs, international foundations and representatives of Montevideo local government.

Documents and information analysed indicate a relative lack of systematic reflection by CSOs in regard to collaboration with the State, and their participation in designing and implementing public policies. At the same time, certain inability to generate channels of dialogue between CSOs and the state is revealed, the forms of articulation not being clearly defined. In particular, this topic joins public agenda with more emphasis due to the change in government.

As set forth by CIVICUS methodology, specific fact-finding studies were performed about the importance of corporate social responsibility and civil society's influence in three priority policy areas.

1. CSR is taken as an approximate indicator to look upon institutional environment where CSO activities area performed. This study, presented fully in Appendix 5, was aimed at tracing the importance of CSR in Uruguay. In this study, conceptual divergences are shown and CSR outreach held by identified actors (corporate sector, CSOs and public opinion).

2. Within public policy areas identified by CIVICUS, in the Uruguayan case, civil society incidence in the following topical areas was analysed: reorientation of public expenditure, sexual and reproductive health, and human rights in jails.

In the first topic, a general observation was attempted, of the impact of civil society in the national budgetary process. The second topic, sexual and reproductive health, generated large public opinion debate, and became one of the most important social policy topics in the country. In the CSI process, large publicity had the reports made by CSOs about prisoners' rights, and the third study was thus circumscribed to this area. The three studies are fully presented in Appendix 4.

APPENDIX 4. URUGUAYAN CIVIL SOCIETY IMPACT IN THE FIELD OF PUBLIC POLICIES

This report attempts an assessment of the impact that different CSOs had in public policies. These shall be understood here as designed lines of action, agreed upon and effectively implemented by public authorities in their sphere of action. (Cf. Mancebo 2002).

In this report, following CIVICUS recommendations, it was decided to analyse topics impacted by or through the influence of civil society over the past two years (2002 – 2004). For the study of political impact, three topics were selected, all relevant to the areas of public policies proposed by CIVICUS: 1- in the area of social policies, the discussion process of mental and reproductive health law was chosen, given its high level of public debate; 2- in the field of human rights, the topic of human rights in jails was taken, for the above mentioned reason; and 3- in the national budgeting process, the analysis was focused on accountability law.

CSI foci are the explicit civil society objectives when they influence the topic in question, whether the impact aspects are substantive or procedural, structural or sensitising.

1. CIVIL SOCIETY'S IMPACT ON THE NATIONAL BUDGETING PROCESS: REORIENTATION OF PUBLIC EXPENDITURE: LAW OF BANK SAVINGS PROTECTION

Introduction

In Uruguay, budget is set up every five years, so the analysis of its approval process fell outside the time frame of this study. Alongside, budget can go through an annual revision with the so-called "*Rendición de Cuentas*" laws (Reporting laws). Over the past two years, there were no modifications to these laws, since they did not have Parliament approval. For that reason, draft law No. 17,613 was studied (Bank system strengthening. Financial intermediation, Bank savings protection, and Unemployment benefit for the social security system and pension funds of bank employees) as it has items for civil society incidence analysis. This law is the result of the political negotiation made in a situation whose centre was the July 2002 crisis. At that time, the economic crisis, which meant the closure of banks, severely affected Uruguayan society. National currency devaluation was accompanied by poverty increase, and at the same time the deepening of social exclusion, more unemployment and a growing sensation of political instability. Within this context, the bank employees union managed to influence the decision making process conducted in parliamentary arena to solve the problem posed by the liquidation of some banks. This union played a corporate pressure game to achieve differential benefits for its members; and this occurred at a time of resource reallocation within the crisis.

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Background

In December 2002, law No. 17,613 was passed with the approval of all political parties in Parliament. Liquidation and merge of banking institutions affected by the economic and financial crisis of that year was set forth with the law.[49] This law conferred additional powers to the Central Bank in the process of bank liquidation. An unemployment benefit was also established for bank employees who had lost their jobs.

[49] Banco Comercial, Banco de Crédito, Banco Caja Obrera and Banco de Montevideo

The situation provided opportunities for AEBU (Uruguayan Union of Bank Employees) whose mobilizations in 2002 had been important. These mobilizations, together with its lobbying capacity, allowed this union to influence in the drafting of the law, which intended to be a vehicle of solutions for the financial system crisis.

Main Findings

A state of permanent mobilization and off-the-record contacts among AEBU leaders and members of parliament were registered together with the presence of trade union delegates in parliament commissions: Inland Revenue, Constitution and Legislations. AEBU put pressure with mobilizations and lobbying activities to achieve the inclusion of a set of demands in the text of the law. This trade union actions were clearly corporative, defending the interests of bank employees and specifically bank jobs lost or jeopardised as a result of the financial system crisis. They linked their demands to the need to strengthen a financial system, and give security to their own affiliates. AEBU was a leading actor, acted firmly and with clarity in the law drafting negotiation process, even with a different position to that of PIT-CNT (Inter-Union Plenary - National Convention of Workers).

Solving the crisis generated a synergy which drew together actors around law 17,613 with disagreeing points of view but who needed solutions to the crisis. Political parties mutually cooperated for the construction of a solution and so did the bank employee union, which in some way negotiated their demands. AEBU achieved, with lobbying and mobilizations, that the draft law would contemplate an "Unemployment Subsidy" in section III, a set of demands made by the union, in defence of the interests of their affiliates. Besides, AEBU managed the reincorporation of their laid-off members to the national banking system, in a parallel process of negotiation with private and state banks.

Conclusion

In summary, AEBU was very active in the process of drafting the law, carried out mobilizations and lobby by way of their leaders, with part of the political group which formed the decision making nucleus in this issue. In terms of impact, the union managed to have an unemployment benefit included in the law, higher than that normally provided for in the law. During the law drafting process, AEBU directly participated in the parliamentary commission which treated the subject. This reorientation of public expenditure was made by means of a law and not by means of the normal Reporting process (*Rendición de Cuentas*). The economic, political and social situation enabled this union to use an opportunity to make their demands effective. Lobby and mobilization were elements that allowed the fulfilment of their aims, within this context.

Despite the fact that this law is not part of an instance of National Budget elaboration, or part of a possible reorientation of public expenditure (Reporting Laws), this instance was at a key time of resources redistribution (scarce resources), in one of the most profound crisis of the Uruguayan history.

2. CIVIL SOCIETY'S IMPACT ON SOCIAL POLICY: SEXUAL AND REPRODUCTIVE HEALTH

Introduction

This study tried to expose the debate generated by the discussion of the Sexual and Reproductive Health Law. The standpoint and opinion of some relevant actors in such process is presented herein. Debate and actions were intense, and extremely divergent

opinions and viewpoints were recorded. Within the social policies arena, this policy was chosen as it covers a controversial, current and still unsolved issue in Uruguayan society.

Over the past administration, women members of parliament, from all political parties with a voice in parliament, formed the "Network of Political Women". This group encouraged, in coordination with women's organisations, the parliamentary debate of sexual and reproductive health law which included, among others, the legalisation of abortion. The draft law was submitted early 2004 and was passed in the Chamber of Deputies by a few votes.

Background

On 16 April, Interconsult published a document called "Divided Opinions in abortion,"[50] where this consultancy organisation presented the results of a survey where, among others, they asked one question as if it were a referendum: "Are you in favour or against the law?" Fifty-five percent of surveyed people were in favour of abortion legalisation, even without specific knowledge of the legislation. Forty-one percent expressed they were against the law, the rest abstained. Those in favour of abortion legalisation were mostly women (60%), young people (66%), middle class and upper middle class people (68%) and non believers (68%). If a fine observation of opinion segments is made, tendencies are not so pronounced, what shows a fragmentation of citizen opinion.

The same study showed that, among those against the law, there was a male predominance (51%), a large percentage of countryside residents (44%), of people over 60 (58%), of people with low socio-economic level (64%), and people with a religious faith (55%). This confirmed the opinion division in the Uruguayan society.

Main Findings

When the topic of sexual and reproductive health was being discussed in the Senate, an important mobilization of women's CSOs took place. As Diana Mines[51] recalls, ".. there were mobilizations around Parliament, there were vigils, women paraded in front of Parliament with banners for hours on end." There was a long discussion in Senate, with opposed argumentation and supporting views which touched ethical issues and principles such as individual freedom and the right to live. A note signed[52] by a leftwing Senator and opposing the law had a negative effect, according to gender CSOs which supported the law, and they responded in the press. On 4th May, Senate rejected the draft law, whereas public opinion polls at the time gave a 63% of the population supported abortion legalisation.

CSOs managed the topic should be placed in the public agenda and generated public debate. Also antiabortion social forces made their voices heard, mostly Pentecostal churches and Roman Catholic Church movements and organisations. CSOs with Catholic links mobilised with fliers around Parliament, ACUPS (Uruguay Christian Association of Health Professionals) made a presentation before the Parliamentary Health Commission and the Evangelist Church collected almost one hundred thousand signatures against abortion in campaigns downtown. Whereas gender CSOs defended women's right to decide over their own bodies, churches defended the embryo's right to live and the topic attained large public importance in a struggle of tensions and strong arguments.

[50] See http://www.interconsult.com.uy/marco3.htm

[51] Gender issues and sexual diversity activist of the social organization "Grupo Diversidad", interviewed for the purpose of this study

[52] Note signed by Frente Amplio Senator Eleuterio Fernández Huidobro, in *La República*

Nicolas Cotugno, the Catholic Archbishop of Montevideo, campaigned against abortion. In his own words, abortion would be an "*abhorrent crime*"[53], its legalisation would be "*playing with the truth*" and Catholic politicians should be "*consistent when the issue is a law against life, because a Catholic person cannot vote for it*." He also stated. *"What is the difference between a 15, 20 or 30-year-old who is blown up in Madrid by several pounds of dynamite, and a creature in his or her mother's womb with 2 or 3-month-gestational age, smashed with an iron stick, destroyed to pieces, his or her head shattered, sucked out by an aspirator and disposed of in the trash?"* The paradigm suggested by the archbishop was the following: a woman with an advanced pregnancy who had to chose between her own life and her baby's life due to health problems. The election of preserving her baby's life even at the cost of her own life, for the archbishop, is an example of Christian conviction, because Jesus Christ "*came to give his own life to others, not to take our life to defend his own.*"

In terms of campaigns and mobilizations, when the law was being promoted, Diana Mines expressed "*there was an important mobilization but unfortunately there were no multitudes surrounding Parliament.*" And "…women's mobilization put the issue at stake, actually there were some publicity stunts with the little hand saying I voted for the law; there were promotional strategies by the women's movement."

In the process many social organisations participated as individual entities (*Mujer Ahora, Cotidiano Mujer, Católicas por el Derecho a Decidir, Mujer y Salud*) and also coordinating commissions like the National Follow-up Commission to the Beijing Conference. Other CSOs such as the Uruguayan Medical Association stated their position in favour of the draft law and other spheres of action like UCU (Uruguayan Catholic University) and ACUPS were against the approval of the law.

With divergent points of view, civil society discussed the issue. Opinion polarization among those in favour and against was clearly visible. Those who stood against the law, had their demands satisfied by the parliamentary process, as the law was ruled out. Those who supported the law managed to place the topic in the public agenda and contributed to placed it in the political agenda. The issue does not have a final judgement yet.

Conclusion

With the change in political arena and a new administration, there is renewed interest to resubmit the project and go through all democratic instances in Parliament to obtain its approval. The President of Uruguay has stated he would veto the law if it were passed, whereas legislators of the ruling party have stated the approval of the project is politically inconvenient; conflicts between the Executive Power and Parliament should be avoided. At the present time, gender CSOs are having meetings to assess the possibility of launching a popular initiative, even without a collective decision. According to Diana Mines, some CSO members believe that *"should a plebiscite have a negative result for such an initiative, it would be very difficult in future to override the opinion and resubmit a draft law. The weight of popular sanction is very high in a democratic system. We don't believe it should be solved in a plebiscite, but it is responsibility of legislators. When they leave the final decision to popular consultation, they are washing their hands and declining a burning responsibility."* Besides, our present parliamentary context does not seem to envisage three fifths of votes needed to overrule a presidential veto.

[53] All quotes of Archbishop Cotugno's declarations were taken from Brecha: "Uruguay: el aborto en debate. Que la gente decida", 17/04/2004, Montevideo: Brecha.

Civil society impact in reproductive health issues is strong, with groups promoting contrasting and opposite positions, and even leading the President to make statements vis-à-vis.

3. HUMAN RIGHTS POLICY ISSUE: HUMAN RIGHTS IN JAILS

Introduction

This study analysed the incidence of CSOs in a specific arena of public policies: human rights policies. In particular, and due to the emerging issue, human rights problem in the prison system was selected. In this area, an important activity deployed by CSOs is observed, who interact with the political party system, the government, the State and the citizenship.

The problem is made evident in that the number of internees in jails increased from 3500 internees in 1995 to 7500 in 2005. Prisons are absolutely overfilled to capacity with overcrowding situations.

Background

From 1st March, 2005, the issue of human rights in jails has been outstanding in the agenda of the Interior Minister, José Díaz. At parliamentary level there were opposed views, as an example the Socialist MP Guillermo Chifflet pointed that many times he has been told his concern are the offenders and not the victims, and has received comments from other lawmakers such as "you expect five-star hotels." But, "when the real situation came to light, when people realised jails were real concentration camps, the situation changed and the reality in jails outraged public opinion." According to Chifflet, "for decades in this country the only prison system policy was having a deposit of human beings." But the change in government and Minister Díaz' action programme in this area are an opening to advancement of CSO claims.

The issue has provoked reports and mobilizations by CSOs in Uruguay, e.g. IELSUR (Uruguayan Institute of Legal and Social Studies) and SERPAJ (Service for Peace and Justice). The latter institution monitors the human situation of prisoners and building conditions of jails. Ariela Peralta, SERPAJ solicitor and in charge of Prisons and Human Rights Department, stated: *"We carry out a monitoring of prisons. It means we control, assess and report on the conditions of buildings, services and elementary needs of the human being (food, medicines, clothing, etc.) and the physical and mental conditions of the inmates. Once or twice a year, -depending on whether the authorities allow us to do our job- and the specific situation, we visit the prisons, tour the facilities, observe the infrastructure, interview inmates and prison authorities."* (Pérez Bruzzone 2004: 30).

Subsequent to the monitoring, reports are made which are printed in publications and they circulate in conferences and seminars, with a target audience which includes the general public and criminology professionals. SERPAJ has functions as a comptroller, reporter and generator of public opinion, with reference to imprisonment conditions in Uruguay (through reports and presence in the public sphere). SERPAJ does not have direct intervention in the problem, but has influence and power to take the issue to the media and therefore place it in the public agenda and public opinion. When they publicise the topic and put it to consideration of civil society, they generate a relative pressure on the authorities, since they are supposed to report to the citizenship.

The institutional aim of SERPAJ is to influence the reform of the prison system, from its legal basis. Ariela Peralta stated that: *"Our objectives are long term .We aim at a comprehensive approach and reform of the prison system. Among the macro objectives, we think our prison system needs a reform"* (Pérez Bruzzone 2004: 35). The impact evaluation of the actions carried out by SERPAJ, from the academic standpoint, states that "*its scarce presence is surprising, and it gives the impression that while 'awaiting' the necessary steps to the reform of the criminal legal system, it does not take the initiative consistent with its potential in international organizations to improve, or at least minimise, the prison effects -so clear in the discourse of the organization- in the inmates."* (Pérez Bruzzone 2004: 38). This judgement is based upon the fact that despite material resources and international status to perform or support direct action initiatives on the issue, they do not mobilise decisively in this respect. SERPAJ has become a communicator of this reality to the rest of civil society, so in this issue they are a generator of very important public opinion.

Main Finding

Regarding this topic, Guillermo Chifflet[54], a socialist member of parliament, pointed out that public opinion has advanced in knowledge but has not sensitised fully on the issue of jails. He sustains that the media plays a role, as they generate social alarm while they isolate the treatment of security. For him, CSOs and relatives of prisoners have a disseminating role of the reality in jails. Mobilizations and reports took the President of the Supreme Court of Justice to form a three-party group with representatives of the three branches of power to make more direct decisions on the issue.

Consultations are being made by the government to CSOs, and the Human Rights Commission of the Chamber of Deputies is analysing projects with a direct approach of the issue. Government intends to develop dialogue encouraging bonds and interaction with CSOs, internees and internees' families, to design a policy for detention centres. In the words of Chifflet, these actors "have the doors open," since there is a common thinking and a consensual solution is needed.

Conclusion

CSO actions with reference to human rights in jails have had a sensitising impact in public opinion and in the elaboration of the political agenda. Present context gives the expectation of a consultative role of CSOs, relatives and internees in the design of a new policy for detention centres. The controversy of insecurity leads to differences in public opinion.

> **Note:** This study was completed in April, 2005, before the "Law of Humanisation and Modernisation of the Prison System" was passed, the drafting and discussion of which generated a hard political debate. It attempts to improve the prison system and conditions in detention centres. It also includes a system of parole for first-time offenders who committed lesser criminal acts or misdemeanour. Besides, the National Patronage for Prisoners and Released Convicts (through its employment office) and CSOs working in this area have doubled their efforts in the task of reinsertion of released convicts in society.

[54] When this study was carried out, Guillermo Chifflet was a member of the Human Rights Commission of the Chamber of Deputies. He was interviewed for the purpose of this studty on 11 May, 2005. He later resigned to his seat in Parliament.

4. A GENERAL SUMMARY

The actions of CSOs enable us to say that, in terms of impact, they managed to include topics in the political agenda, sensitise public opinion, transfer demands to political decision makers (to the extent that they required their views and position on the subject), and also managed to influence public policy elaboration process.

> **Note:** It is noted that these reports were written in April, 2005 and later the scenario of the state and civil society has experienced a change, and we can even perceive a starting reconfiguration of the actors. An example is the approval of the law regulating voluntary work with regard to social services provided by the State, and the opening of Social Dialogue Setting within the newly created Ministry of Social Development, where CSOs participate, both umbrella bodies and federations. These examples depict a reconfiguration stage of the relationship between civil society and the State, what implies a reconfiguration of actors in public policies, in particular in social public policies.

APPENDIX 5.CORPORATE SOCIAL RESPONSIBILITY IN URUGUAY

1. DIVERSE ACTORS AND DISCOURAGING RULES

The concept of Corporate Social Responsibility (CSR) shall be herein understood as the companies' commitment to develop a proactive attitude and consider the consequences of their own attitudes, both in social and environmental areas. In the CSI case, CSR can be taken as an approximate indicator to observe the institutional setting where CSOs develop their activities.

The aim of this study is to show CSR outreach in Uruguay. Discrepancies with regard to CSR concept and outreach among actors are pointed out.

To more precisely observe CSR outreach in Uruguay, actors are divided in three big blocks: 1) corporate actors, 2) CSOs and 3) public opinion in general.

At international level, the Organization for Economic Cooperation and Development (OECD) was a pioneer in the CSR issue. The United Nations Organization (UNO) specifically mentioned the issue in the UN Global Pact (1999), where dialogue among corporate actors, environmental and labour and activists is encouraged. The Inter-American Development Bank has supported initiatives about CSR, and conceived it as a strategy to improve competitiveness and efficiency in the search of more profitability by companies. As it will be shown hereinafter, this conception of CSR is essentially the same as the corporate one.

In Uruguay, CSR legislation is still scarce and does not yet suffice the level of the UN regulations for corporations, both with regard to its dissemination and to its application. Amnesty International (AI) promotes this type of legislation and highlights its need to be supported by governments, Human Rights advocates and corporations. AI considers these regulations are an integral declaration, with authority over corporate responsibilities and which brings in clarity and legitimacy. (see Amnesty International 2004).

There is no general legislation which provides tax deductions to legal or natural persons who may donations to CSOs.[55] Liberalising reforms in the 1990s allowed a transfer of functions. The delivery of public services was passed on to private companies and CSOs, but the change in relations among state, market and civil society was not followed by the elaboration of concomitant institutional arrangements.

2. ACTORS FACING CSR: THE DIFFICULT CONSTRUCTION OF A SHARED CONCEPTION

Different actors have their own conception of CSR, and this shapes up how they value CSR outreach. There follows CSR definition of each actor, as well as their perception of its outreach in Uruguay.

[55] Art 15 Title 4 of the Structured Text of Tax Laws sets forth that no tax deductions may be made by way of money donations or inkind contributions. art. 13 b) provides the exception for donations to public organizations (with the specification of: Primary and Secondary Education Councils, Technical Education Council, Teacher Training Centres, State University and mental health services. See Olivera 1997.

2.1. Corporate Actors

This group of actors conceive CSR from a market and competitiveness standpoint. They understand CSR as fitting the corporate organisation, as a means of improving management and competitiveness. CSR activities have diverse aims, among them the construction of a positive corporate image. These practices had significant emphasis in the 90s. Some Uruguayan companies understand that "*good actions are profitable*" (ACDE 2003a: 17) and that it means "*conciliating the company's productivity, competitiveness and profitability aims with the development of its workers, promoting quality of life improvement in their community, and helping to preserve the environment*." (ACDE 2003b: 13).

The main corporate actors in the field of CSR in Uruguay are the associations: DERES (Development of Social Corporate Responsibility), ACDE (Christian Association of Corporate Leaders), and CEMPRE (Corporate Commitment Towards Recycling). DERES has a membership of more than 60 companies, though it cannot be determined if all of them have systematic strategies of CSR activities in the medium and long term. In 2003 and 2004, ACDE elaborated a corporate social responsibility index (CSRI), conceived primarily as a tool to improve corporate profitability and efficiency. The CSRIwas built upon the basis of a survey, both in 2003 and 2004.[56] In the first survey, 45 companies participated, whereas 72 companies participated in the second one.[57] The CSRI measures the relations of companies with the community, market and labour forces (employees, shareholders, clients, competitors, and suppliers), the state and the environment. These relations are dimensioned in different types of effects: economic, legal, social and environmental effects. The 2004 medium index of CSR increased 5.05% in 2003. This makes a positive judgment of the advancement of CSR actions by participant companies, with the recognition that the road ahead is not yet fulfilled.

2.2. Civil Society Organisations

In the sphere of CSOs, the network *Red Puentes* (made up by CEADU [Studies, Analysis and Documentation Centre], ICD [Institute for Communication and Development and IDEAS [Initiatives for Democracy, Education and Social Action] is developing a project to carry out studies and actions in the CSR field, from a civil society standpoint.

A responsible management profile gives companies better results in the market logics, but this is not the aim of CSOs when they require responsible actions from companies. The conception of CSR expressed by CSOsemphasises that companies are part of society.[58] CSR is understood as the company's duty to assume society problems, i.e. repay society with actions and services, a part of which they obtain from the community. CSOs expect companies to have a commitment with the situation and problems of civil society, and thereby share their wealth, resources and profit. They also state that these actions should be planned for a considerable period of time, with aims and objectives, coherence and a clear logical sequence, not only limited to the economic contribution or in terms of relations to the benefit of the community.

CSOs think it is important that companies address the situation and problems of civil society, but this is not materialising as would be desired. Some companies transfer CSR activities to

[56] An agreement was signed on 2004 with the State University.
[57] There are many large companies among them, both public and private, and also multinationals.
[58] For the purpose of this study, CSO leaders with expertise on the issue were interviewed.

foundations and these become separate entities. CSOs confer importance to companies' introduction of a systematic reflection of CSR. But the corporate world does not conceive CSR the same way as CSOs. A struggle in the field of symbols is perceived, as to what CSR is and CSOs acknowledge their lack of ability to influence corporate agendas.

From the CSOs' point of view, companies contribute in short term project to improve their images and do not commit themselves with medium or long term projects. They consider there is low visibility and communication of CSR actions. Thus, CSOs have no clear picture of outreach and impact of CSR activities. The general perception is a limited or varied outreach and impact, through concrete and bounded actions, generally at community level.

Besides, CSO representatives who were interviewed expressed they did not know the regulations covering CSR in depth, but their perception is that such regulations do not encourage companies. They state that the problem of who should care for social problems in Uruguay is influenced by the "*Uruguayan state-minded approach*", reflected in a legal framework made for the state and not the CSOs.

2.3. Citizens

Using the community consultations data, variable crossings were made which can help to observe civil society perception of CSR in Uruguay. The consultation gives a 26.1% of those surveyed with some confidence in larger companies, whereas the percentage who express no confidence at all double the first one. If we observe with a geographical distribution criterion, in the countryside those who express plenty or some confidence in large companies are 26.5% of the sample, whereas in Montevideo, people with this perception are 11.3%.- In this zone, percentage of people within the levels of not much or no confidence is higher than in the countryside (25% and 23.2% respectively). When we observe the levels of confidence in each segment of public according to income, it is worthwhile mentioning that those with a highest 'plenty or some confidence' in larger companies (20.7%) have an income below 5,000 Uruguayan pesos (approximately 200 US dollars). But this segment, at the same time, has the higher percentage of people who express 'not much or no confidence' (25.6%). These data give a picture of important levels of little or no confidence in larger companies, from the perspective of civil society.

With respect to public opinion perception of CSR, the consultant *Equipos-Mori* implemented a "Corporate Social Responsibility Monitoring", in December 2003. It was made with a universe of people over 18 from all parts of the country, the same as in the 21 other countries from the five continents.[59] The main conclusions of the study show significant levels of expectations about a social responsible performance of companies (53%), though their performance in this field is considered insufficient or inadequate (55%). Additionally, most of the surveyed persons cannot clearly identify which companies have CSR practices. Forty four percent cannot identify one and 19% pointed out that no company does better than the rest. Besides, over the past year 78% never considered selecting a company in reward of their CSR actions. It must also be mentioned that public recognition of rewarding or penalising a company with their preference increases proportionately to education and socio-economic level. There is an open window with respect to CSR, since 42% of those surveyed expressed specific interest on the subject and be willing to receive more information. Public opinion areas registering higher interest in CSR actions are *poverty* (31%), *health* (24%) and *training*

[59] It was carried out with a face-to-face personal interview and a structured and pre-codified questionnaire. It was a random 1,000 case sample, age and sex controlled. Confidence level was 95%,and a maximum margin of error was +/- 3.1%

and education (13%). In opposition, low interest is registered in areas such as *environment* (5%) and *art and culture* (1%).

3. A BALANCE IS MADE

As was pointed out, different actors have diverse conceptions of CSR. This leads to a different assessment by each with regard to CSR outreach in Uruguay. They all agree that the road to broadening CSR is still under debate. There is also coincidence in that the regulatory framework is not the most desirable yet. But different conceptions lead to a difficult inter-relation among actors, what impedes an agreement on the issue and a uniform development.

Actions and reflection around CSR are currently emerging. Efforts with reference to the issue are scattered in a set of diverse actors. Companies carrying out CSR actions or participating in associations which promote such actions are a minority of the total number of companies in the Uruguayan domestic market. Though it should be mentioned that among companies participating in CSR actions, public and private companies, large companies and even multinationals can be found. However, companies' CSR concepts are not yet adequate. Therefore, it can be said that CSR outreach in Uruguay is still scarce, since it is still an emergent topic.

> **Note:** In December 2005, ACDE presented the results of CSRI-2005. According to these results, from 10th December, 2003 to 20th December, 2005, CSRI increased by 5.74%.- Among the areas with CSR actions, community and environment stand out; their growth was 4.06% compared to last year and 13.97% compared to the first measurement. In the three surveys, more than 120 companies participated which comprise a total of 30,000 employees.

APPENDIX 6. THE STUDY OF CIVIL SOCIETY IN THE MEDIA[60]

1. INTRODUCTION

From 14 June to 15 August, 2004, media monitoring was carried out within the research work of the CIVICUS Civil Society Index in Uruguay. This study was made to gather information of civil society activities, attitudes and expressed values, and to identify the image of this sector, transmitted by the media. A sample of the media was chosen keeping in mind a balance of political bias in the type of news approach, audience and larger circulation. As a result, a group of six exponents of mass media emerged, which included press, radio and open television: *El País* daily newspaper, *La República* daily newspaper, *Búsqueda* weekly newspaper, *Brecha* weekly newspaper, *El Espectador* AM radio, Channel 12 (open television). Over two months of monitoring, 456 news concerning civil society were gathered and analysed, with qualitative and quantitative information related to specific indicators of the four CSI dimensions, in particular with reference to Values and Impact. Employed methodology is described in Appendix 3.

This document presents a summary of the main findings of this research work.

2. CIVIL SOCIETY IN THE MEDIA: MAIN FINDINGS

Over two months of monitoring, 456 news concerning civil society were gathered and analysed. It must be mentioned that to this effect, news collected were linked to the 21 CSO categories dealt with in the CSI, but no news dealing exclusively with political parties were recorded, on account of the unending discussion whether political parties belong to civil society or not; sports clubs news were not collected if they were not related to social issues.

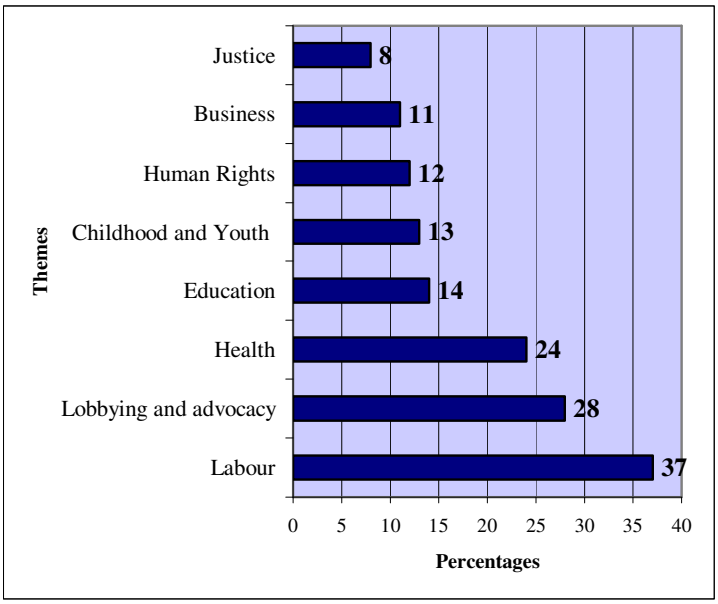
Eighty three percent (83%) of the selected news appeared on the written press, 11% on the radio and 5% on television. From the newspaper articles collected, more than 60% appeared on the *La República* daily paper. Half of the news (50%) have national outreach.

One of the most important pieces of data to evaluate the presence of civil society in the media is the analysis of the types of organisations mentioned in the news. Almost 40% of the civil society news are related to trade unions or guilds; service organisations (community support organisations) come second with almost 12%, followed in importance by lobbying and advocacy CSOs, umbrella bodies and coops, but their percentages have little significance and do not go over 10%.

Which are the topics that are given most attention in the media? Of the 36 categories of topics used for the monitoring, most recurring topics are those related to labour in the first place; those related to advocacy and lobbying (strikes, protests, petitions, demonstrations, etc.) in second place; news dealing with health and health policies in general, in a third place; and in a fourth place news dealing with childhood and youth. Less impact have news dealing with education, human rights, corporate or business issues, and justice. (Graph 1)

[60] The CSI National Team thanks the collaboration of Sam Navarro of Davidson College (North Carolina, USA) and Elvire Jurgensen -Science de Po- of the Political Science College of the Sorbonne University (Paris, Francia) in their internship with the Institute. Their collaboration made this research possible. Also, the support given by Búsqueda weekly tabloid, who donated their publications during the monitoring period

FIGURE 1. Main topics mentioned



3. MAJOR FINDINGS

With reference to the four CSI dimensions, more than half of the news analysed give information of the impact of civil society actions, and a very low percentage of the Values they deal with. There follows the data from the monitoring, with reference to the four dimensions and subdimensions. The following table shows the percentage of news analysed for each CSI dimension.

Table 1. Percentage of articles per dimension

CSI Dimension			
Structure	**Environment**	**Values**	**Impact**
15.4%	**21.0%**	**11.4%**	**51.9%**

There follows the data and evaluations of each dimension and subdimension.

3.1 The Structure of Civil Society

According to the 142 articles collected about Structure dimension, it can be said that the cooperation of CSOs round a common issue is an ordinary action. Twenty examples of inter-sectorial cooperation were found, mostly of support among unions and coops, surrounding campaigns, strikes or mobilizations.

3.2 The Environment of Civil Society

Two hundred and thirteen articles related to this dimension were found, and thereon it can be said that a fluent dialogue is seen between CSOs and the State. In like manner, CSOs act

freely and interference or objections to their actions by the state are only occasional. Seventy-eight (78) news dealing with dialogue situations were found, where 12 organisation categories are represented. More than half of the organisations mentioned in the news (56%) are trade unions and 20% are coops and umbrella bodies.

Very few media items refer to the links of civil society and companies (only 15 of the total). These focus in the interaction between company owners and trade unions, or in donations made by corporations to CSOs. CSR actions are minimal and limit to donations of a narrow range of CSOs.

3.3. The Values of Civil society

Civil society activities to promote democracy in all spheres of society are unusual, or lack visibility in the media, according to the 115 news analysed related to this dimension. On the contrary, there are diverse examples of actions to promote the State's transparency, mostly through public accusations or reports. Most recurrent activities are public accusations or reports to local and national government with reference to wrongful hiring or outsourcing, or bad management. Almost 60% of these reporting actions come from trade unions and 16% from advocacy CSOs.

Within civil society, corruption cases are not commonplace. No news of discrimination, racism, or intolerance situations in the sector appear, and neither of promotion tolerance all over society. Examples found are focused on two topics: defence of sexual diversity and remembrance of Jewish holocaust.

Use of violence within civil society is not recurring and strongly criticised by society as a whole. Examples mentioned in the press refer to the use of violence in students marches and demonstrations, and to "*escraches*" (modality of public denouncement used by some organisations, with a concentration of people in front of the domicile of someone they wish to repudiate).

All actions promoting gender equity come from women's groups and organisations. It is worth mentioning that all collected news appeared only in two newspapers: *Brecha* weekly paper, and the Women's magazine (specialised on the issue) published with *La República* newspaper. This would show that public visibility of the issue is low and that it has no massive support.

Actions for the eradication of poverty and for protection of the environment have low visibility. Despite eradication of poverty appears to be one of the central topics within civil society, only a few initiatives are detected and they have low visibility or no massive support. In environment issues, impact is even lower and mainly shown in local news in the countryside areas.

3.4. The Impact of Civil Society

In the Impact dimension, the study gathers more information, with 525 articles collected. No important efforts to influence public policies are perceived in civil society. Identified actions focus primarily on Human Rights. On the other hand, civil society is organised and might efficiently respond to some priority issues of the population, such as health, and health and

education to a lesser extent, but social priority problems, such as housing and unemployment, remain unanswered.

Civil society appears with an important role as a state performance watcher and State's accountability. Ninety (90) news dealing with the issue were found, which show that through diverse mechanisms –strikes, mobilisations, reporting, and investigation requests- the state is made accountable, mainly in the areas of health, municipal government, banking (due to the liquidated banks situation after the 2002 crisis) and privatisations. Two thirds of CSOs which promote these actions are unions of civil servants, public health workers, state and private bank employees, with the support of an important numbers of umbrella organisations.

Civil society is relatively active in informing and educating citizens in public issues, but with a limited impact. No actors are detected with an role of educating citizens about government programmes and policies affecting their rights and responsibilities. With reference to capacity-building for collective action, self-organisation, mobilisation and joint work to solve problems, the sector has been active mostly in the area of formal education and labour.

4. Principal Conclusions

From the above analysis and taking into account the aim of this research, the following main conclusions may be drawn:

- Regarding the presence of CSOs in the media, trade unions are society organisations which take over the attention of the press. Almost 40% of news, to some extent, make reference to actions performed by unions. In second place come service organisations (community support organisations) with 12%, then in lower percentages come lobbying and advocacy organisations, umbrella organisations and co-ops.
- In close connection with the above, the topic appearing more frequently is employment (mainly from an industrial action standpoint but not from a perspective of actions to fight unemployment); in second place advocacy and lobbying actions and in third and fourth place health and childhood, respectively.
- Promotion of gender equity seems to have a strong drive from civil society, though this is limited to women's groups or organisations, but attention given by the press is very low.
- Regarding civil society actions to inform and educate citizens in public issues, this is relatively active but its impact is limited, and no actors are detected with an role of educating citizens about government programmes and policies affecting their rights and responsibilities. In like manner, actions of empowering marginal sectors and women have little visibility.
- With reference to relationship with other sectors, it can be established that there is a fluent dialogue between CSOs and the State, and these act freely, the objections or interference to their actions from the State are only occasional. Relation with the private sector is minimal. Civil society plays a very important role as performance watcher and making the State accountable, a role not played with companies, where the field of action is limited to the relation of companies with the unions.
- No important efforts made by civil society are perceived to influence public policies and these initiatives are primarily focused in human rights issues.
- On the other hand, civil society is organised and might be efficiently responding to some priority issues of the population, such as health, and education to a lesser extent,

but social priority problems, such as housing and unemployment, still remain unanswered.

- Civil society plays an important role as a watcher of State performance and State accountability. Two thirds of CSOs which promote these actions are government employees unions, with the support of an important portion of umbrella organisations. In relation to the private sector, this action is unimportant, with the exception of private banking which had important impact.
- Media with a leftwing orientation would tend to publicise more civil society actions. But it is important to mention that all media, beyond political orientation, on the whole treat civil society news with neutrality.

APPENDIX 7. THE 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 membership

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
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 - Communication

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	Score 1

examples of cross-sectoral CSO alliances / coalitions can be identified / detected.	
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 goal.	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
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 - ENVIRONMENT[61]

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

[61] 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.

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

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 and 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 context[62]

[62] This sub-dimension/indicator is not broken up into individual indicators to facilitate and simplify scoring. The sub-dimension/indicator consists of 8 socio-economic conditions which are of importance to civil society. The scores for this

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?

Social and economic conditions represent a serious barrier to the effective functioning of civil society. More than five of the following conditions are present: 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
Social and economic conditions significantly limit the effective functioning of civil society. Three, four or five of the conditions indicated are present.	Score 1
Social and economic conditions somewhat limit the effective functioning of civil society. One or two of the conditions indicated are present.	Score 2
Social and 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 spiritedness[63]

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

2.5 - Legal environment

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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.

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

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

2.5.1 - CSO registration[64]

Description: How supportive is the CSO registration process? Is the process (1) simple, (2) quick, (3) inexpensive, (4) following legal provisions and (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, 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

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

[64] 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 sub-dimension 3. The indicator scores are defined by how many of these five quality characteristics are existent/absent.

Description: To what extent does the state dialogue with civil society? How inclusive and institutionalised 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 philanthropy[65]

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
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	Score 2

[65] 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 and (2) the range of CSOs supported by the corporate sector. Both elements are combined in the indicator score descriptions.

significant control over decision-making; leaders are selected through democratic elections).	
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 – Civil society actions to promote democracy

Description: How much does civil society 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 – Civil society actions to promote transparency

Description: How much does civil society 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 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 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 civil society arena

Description: To what extent is civil society 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 *all* viewpoints is actively encouraged. Intolerant behaviour is strongly denounced by civil society at large.	Score 3

3.3.2 – Civil society actions to promote tolerance

Description: How much does civil society 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	Score 2

of such initiatives, however, are lacking.	
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 civil society arena

Description: How widespread is the use of violent means (such as damage to property or personal violence) among civil society 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

3.4.2 – Civil society actions to promote non-violence and peace

Description: How much does civil society 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 civil society 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 – Civil society actions to promote gender equity

Description: How much does civil society 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 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 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 – Civil society actions to eradicate poverty
Description: To what extent does civil society 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 – Civil society actions to sustain the environment
Description: How much does civil society 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 policy

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

4.1.1 – 4.1.2 - Human Rights and Social Policy Impact Case Studies
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.[66]	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

[66] 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.

4.2 - Holding state and 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?**

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 marginalised people

Description: How active and successful is civil society in empowering marginalised 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 capital[67]

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 civil society 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

***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

[67] To score this indicator, we make use of the measure of trust (see sub-dimension 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 and 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).

CSOs are slightly more effective than the state.	Score 2
CSOs are significantly more effective than the state.	Score 3

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