

**The CIVICUS Index of Civil  
Society Project in Mexico**

**A PRELIMINARY REPORT**

Centro Mexicano para la Filantropía / Mexican  
Center for Philanthropy (CEMEFI)

WRITTEN BY

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# Part I

## *Introduction*

The Mexican Center for Philanthropy is conducting the *CIVICUS Index on Civil Society* project in association with CIVICUS: World Alliance for Citizen Participation and with financial support from the Manuel Arango Foundation. The participatory research design of the *Index* allows CEMEFI to better attain several of its goals, especially that of contributing “to the strengthening of organized participation of civil society.” For several years CEMEFI has been working on a Directory of Civil Society Organisations (CSOs); which is now one of the broadest and most reliable in Mexico, and has been a great advantage for the research undertaken under the *Index* project.

CEMEFI, as the National Leader Organisation (NLO) for the *Index* project, took part in a global NLO workshop organised by CIVICUS in February 2001 to discuss the project methodology and select common indicators for the *Index*. We were able to begin the research part of the project in April, to apply the questionnaires during May and June and to present this preliminary report for the CIVICUS Assembly. We introduce this report with a brief sketch of the historical background of civil society in Mexico. In the following sections we present the results of the survey assessing the state of organised civil society in Mexico, as well as its strengths and weaknesses.

## Part II

### *Historical Background*

In analysing civil society and civil society organisations (CSOs) in Mexico, one must take into consideration a series of historical events that contributed, both directly and indirectly, to the development of the sector in Mexico. On one hand, the Mexican post-revolutionary state was built around one predominant political party that remained in power until the year 2000, and which transformed the participation of large sectors of civil society into state institutions. On the other hand, the Catholic Church had influenced civil society's organisational models from colonial times up to the first decades of the twentieth century.<sup>1</sup> In the 1960s, however, significant events took place that established conditions for the rise of CSOs as independent from both of these institutions.

In the 1960s some sectors of society, particularly trade unions and peasant associations, affiliated with the governing party and, dissatisfied with its authoritarianism and corporatism attempted to form independent social organisations. Whereas many of these attempts were repressed and others were unable to consolidate, this movement nevertheless formed the historical basis for the creation of many important contemporary CSOs in Mexico. Likewise, at the end of this decade, the outcomes of the Catholic Church's Vatican II Council encouraged the creation of religious organisations with only marginal involvement of the Church hierarchy. These included Base Ecclesiastical Communities and Fomento Cultural Educativo groups (Cultural Educational Promotion, established by Jesuits in 1972) that were concerned with inequality and social justice, and became influential in fostering a "new associationalism" in Mexico.

The growth of these civic organisations, and the diversification of their activities, was further catalysed by the economic crisis of the 1980s, the effects of economic structural adjustment and the needs of society after the 1985 earthquake. Likewise, as a result of the 1988 election process, which many considered fraudulent, civic organisations proliferated in the struggle for political rights and democracy. In this dissatisfied environment a new left-of-centre political opposition party emerged that included many of the social demands at that time. The work of CSOs had a significant impact in the 1980s and 1990s in the areas of human rights and the struggle for democracy. The CSOs that arose during this time now focused their goals and activities on regional or national levels, as opposed to the social organisations of the two previous decades, which dealt mainly with localised community development projects.

The combination of these factors, together with the opening up of the political system, supported the political reform that began its consolidation process in 1994. This reform allowed citizen participation as election observers, established campaign spending restrictions for political parties, and made possible a widespread coverage of problems in the election process. In 1996 the Federal Electoral Institute (IFE) was granted autonomy, and electoral legislation for Mexico City was modified in such a way that for the first time its citizens elected the city's mayor in 1997.

In 1994 an alliance of more than 400 CSOs was formed to promote the citizen movement for democracy. The causes underlying the CSOs' campaigns for democratisation had gone far beyond the field of elections. Consequently, the foundations of an alternative political culture were

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<sup>1</sup> See the works of Olvera, Verduzco and CEMEFI mentioned in the bibliography.

established that placed an emphasis on society's autonomy and proposed a new relationship between citizens and the political system: "without instrumental political aims, these movements created a new moral power" (Olvera w/o date: 12).

During the same period, the promotion of human rights intensified, especially in 1994 after the government's repressive response to the Zapatist National Liberation Army [EZLN] in Chiapas. "More than 400 Mexican NGOs grouped into 11 networks and more than 100 from outside Mexico carried out activities in Chiapas" (Verduzco 2001: 99). The struggle of the CSOs influenced the government's treatment of the issue, resulting in, for instance, in the establishment of the National Human Rights Commission (Verduzco 2001: 97). Through having maintained a constant presence in the public debate on issues concerning human rights, CSOs thus succeeded in positively influencing legislative modification.

At the present time, when Mexican civil society is in the process of consolidating its strength and impact on the political system, it is worthwhile to take stock of its current state and the challenges it faces to contribute to social, economic and political development in Mexico.

## Part III

### *The CIVICUS Index on Civil Society Project in Mexico*

CEMEFI, which, since its creation in 1988, has sought to be a catalyst for civil society's efforts, is especially interested in analysing the situation of CSOs in Mexico. With this intention, CEMEFI joined the *CIVICUS Index on Civil Society* project, in partnership with CIVICUS World Alliance for Citizen Participation. CIVICUS defines civil society as:

*The sphere of institutions, organisations, networks and individuals (and their values) located between the confines of the family, the state and the market, in which people associate voluntarily to advance common interests.*

This definition offers a conceptual framework that can facilitate analysis within the Mexican historical and socio-cultural context and also allows for the involvement of a greater range of organised civil society sub-sectors.

Nevertheless, we agree with Olvera that the term civil society is controversial and contains excessive semantic association, for which reason its use constitutes a risk. Measuring civil society is an even greater risk because "civil society is not data, it is a process in constant renewal" (Olvera 2000:15). One of the main challenges we have faced throughout this research has been the lack of agreement about the most appropriate term for identifying and analysing a CSO presence in Mexican society. Notwithstanding, we see widespread acceptance of the use of the term CSO among the different groups we have included in the research.<sup>2</sup>

The conceptual framework and methodology of the *Index on Civil Society* are useful in obtaining results that can be compared to findings from other countries, while at the same time allowing for the necessary rigor in interpreting the results of each individual country.

For this reason, this project:

- Contributes to the conceptual debate on civil society's growth process in Mexico, while allowing us to learn from the experiences of other countries undergoing a similar political transition
- Facilitates self-critical discussion for a among Mexican CSOs aimed at improving the ways in which they operate
- Allows for the analysis of possible paths for strengthening CSOs and for solidifying their relationships to government and the business sector

A researcher from CEMEFI participated in the CIVICUS workshop in February 2001, and the research in Mexico started in April, when we began identifying and reviewing the bibliography on the state of civil society in Mexico and other sources of information. CEMEFI also publicised the *Index* project within Mexican civil society. Due to time constraints, instead of conducting focus groups to discuss indicators, we consulted key informants (researchers working with or about CSOs, government officials, entrepreneurs, CSO leaders and so forth) by mail or in personal interviews, and then adjusted the questionnaire according to the comments received. The

<sup>2</sup> For the research in Mexico, the following sub-sectors were considered as CSOs: Grant Making, Faith based, business chambers, professional associations, trade unions, social assistance organisations and other NGOs that promote environmental development, democracy, human rights, science and technology, art and culture, education and health.

questionnaires were administered by telephone by Consulta Mitofsky, a firm with research experience in this area. CEMEFI prepared databases for all sub-sectors of civil society, complementing CEMEFI's directory of those sub-sectors considered by CIVICUS but not included in the directory (see Appendix 2). In addition to the survey, we interviewed key informants in order to obtain more in-depth information on some specific variables. We would like to thank Hector Morales, an academic working for the Mexican Youth Institute; Antonio Sanchez Diaz de Rivero and Gonzalo Robles Valdes of the Secretariat for Social Development; Lorenzo Rosenzweig from the Mexican Fund for the Conservation of Nature, Jorge Villalobos of CEMEFI; as well as businessmen, Lorenzo Servitje and Manuel Arango.

Given the short period since completion of the research component of the project, this document can only be a preliminary report on the *CIVICUS Index on Civil Society* project in Mexico. An in-depth study of other sources of information that could allow for better interpretation of the survey results has not yet been possible, but will follow; followed by the National Goal and Agenda Setting Workshop designed for civil society stakeholders to evaluate the research results and work together to plan a way forward in October 2001.<sup>3</sup>

We therefore present the results of the analysis of survey questionnaires distributed to 362 CSO representatives and 40 individuals who are familiar with and interact with Mexican CSOs<sup>4</sup> from the academic, government, business and media fields. In the next section we refer first to the situation of civil society in the four dimensions outlined by the CIVICUS Civil Society Diamond tool:<sup>5</sup> structure, values, impact and space.<sup>6</sup> In both cases we indicate the striking differences between the various sub-groups of respondents, that is according to the scope of their organisation's work and to the sub-sector they represent.

<sup>3</sup> Appendix 1 describes the activities carried out to date and those that are pending.

<sup>4</sup> Appendix 2 describes the characteristics of the sample.

<sup>5</sup> The Diamond approach, analytical framework and methodology were developed for CIVICUS by Dr. Helmut Anheier of the Centre for Civil Society, London School of Economics.

<sup>6</sup> For more information on the CIVICUS Civil Society Diamond Tool, please see Anheier, H.K. with Lisa Carlson, *Civil Society: Measurement and Policy Dialogue*, London: Earthscan, forthcoming.

## Part IV

### *Civil Society in Mexico*

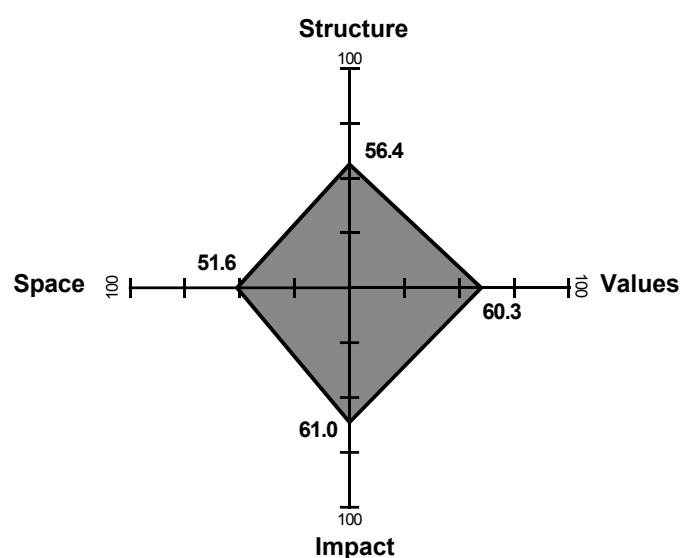
#### **The General Situation of Civil Society**

The 402 questionnaires distributed to civil society stakeholders in Mexico focused on questions concerning civil society in four dimensions:

- (1) **Structure:** What is the internal composition of civil society. How is it structured? What are its component parts? What resources does it command?
- (2) **Space:** What is the legal, political and socio-cultural space in which civil society operates? What laws, policies and social norms enable or inhibit its development?
- (3) **Values:** What values, norms and attitudes does civil society represent and propagate? How inclusive and exclusive are they? What areas of consensus and dissent emerge?
- (4) **Impact:** What is the contribution of civil society to specific social, economic and political problems? What impact does civil society have on the policy-making process?

The findings indicate a state of civil society that can be graphically represented below.

**Figure 1: The State of Civil Society in Mexico**



The Diamond figure is based on the stakeholder survey assessment as well as on several indicators from international data sources.<sup>7</sup> The impact dimension with 61.02 points comes to occupy the first

<sup>7</sup>The indicators are: membership (World Value Survey), Employment and Legal Score (Johns Hopkins Comparative Nonprofit Sector Project), Civil Liberties & Press Freedom (Freedom House), Corruption (Transparency International), Trust and Tolerance (World Value Survey).

place, followed by the values dimension (60.33). The structure of civil society obtained 56.4 points and the dimension that scored the lowest was that of space (51.02) (See *Charts 1 to 4*).<sup>8</sup> The resulting figure reflects a relatively healthy civil society.

The assessments of civil society offered in the surveys were further analysed according to a series of sub-categories: activity level, civil society sub-sector and those external to CSOs.

The analysis of CSO responses according to activity level — national, regional or local — does not show a great difference in the assessment of organised civil society. National level organisations assess the space dimension as somewhat more problematic than others; those operating at a regional level offer a slightly more positive evaluation of the values civil society is promoting; and local level organisations have the most negative evaluation concerning the impact of civil society.

The differences are more significant if we analyse responses by CSO sub-sector or category. Union representatives provided the most negative assessment concerning the state of organised civil society, giving much lower scores than average on the values and impact dimensions. It might be explained by the different background of this kind of organisation: from the 1960s to the early 1980s, unions were one of the pillars of the emerging civil society in Mexico (Olvera 2000: 12). Since then, unions have not been incorporated into the 'new associationalism'; they have rarely linked themselves up to other CSOs. While the latter have gained public recognition and influence, unions have seen the deterioration of their two main collective achievements: the value of wages and labour conditions.

Regarding the space dimension, only business associations evaluated it more negatively than unions (44.9 compared to 48.9). Representatives of social assistance and service organisations offered the most positive assessment of civil society. Those organisations that operate in the fields of human rights, gender equity, environment, development, education, health, science and technology, art and culture and specifically those considered as community-based organisations, assessed civil society similar to the average scores.

The results of surveys by individuals who do not belong to a CSO, such as representatives of business, media and academy, portray a picture of organised civil society almost as negative as that put forward by unions. Considering each group separately, the evaluation of government representatives is as positive as that of social assistance CSOs, while the responses of academics are even more negative than that of unions, especially in the values dimension. Academics in Mexico generally have a rather critical attitude towards civil society, with only a very small number of them collaborating with CSOs and these factors could contribute to the negative assessments.

The business sector gave lower ratings than those of representatives of business associations, especially in the dimension of space, which they rated much lower than all other groups. In Mexico there is no tradition of collaboration between civil society and the business sector. Business representatives have been influential in public policy issues and have been protected by the government, only recently beginning to co-operate with CSOs, especially around philanthropic activities. However, most of these philanthropists have created their own funding institutions and programmes, mostly supporting charities or social activities. We should mention the Social Union of Mexican Entrepreneurs [*Union Social de Empresarios Mexicanos* USEM], and the Mexican Fund for Rural Development [*Fondo Mexicano para el Desarrollo Rural* FMDR]; created in 1957 and 1963 respectively; both by Catholic entrepreneurs concerned about the social situation in the country, as some of the few examples of organisational initiatives from the business sector (Verduzco 2001: 83).

<sup>8</sup> Excluding the secondary data sources, the dimensional scores do not change very much, except for the structure dimension that rises by three percentage points.

It should be pointed out that there appears to be greater agreement among the groups surveyed concerning the structure of CSOs, whereas there is greater disagreement in the assessment regarding their impact. This might be a result of the more subjective character of the impact dimension and a consequence of the fact that the effects of social activities usually can only be appreciated after a longer period.

## Structure

The structure dimension received a rating of 59.31, although the rating drops to 56.42 when taking secondary data indicators into consideration. Since the boom in civil society creation and consolidation is a relatively new phenomenon in Mexico, the structure score reflects the recent growth, as well as certain inequalities and restrictions related to the political and socio-economic evolution of the country in the last two decades. The structure dimension reflects, on the one hand, the strength of civil society with regard to the number of organisations, individual members, the existence of umbrella body organisations and the ability to forge alliances and to express their interest through pacifist means. On the other hand, their main weaknesses are the unequal regional distribution of CSOs, the limitations that still exist on accessing politicians and expressing civil society's interests in the public sphere, difficulties in accessing funding resources, particularly from the private sector, and some problems of co-operation among different kinds of CSOs.

## Number of Organisations

Information from economic censuses issued by the National Institute of Statistics, Geography and Information Science (INEGI) on legally registered CSOs confirms the recent boom in activism and the creation of alliances and new organisations. This source indicates in the last two surveys of 1993 and 1998 a considerable increase in the number of CSOs both at the national level, where they practically doubled, and at the state level.<sup>9</sup> The number of organisations varies according to the definition used in different research projects, from 7,193 in the CEMEFI directory to up to 15,081 in projections for 1995 according to the Johns Hopkins Comparative Nonprofit Sector Project (Salamon *et al* 1996). Likewise, 31.3% of the CSOs registered in the CEMEFI directory are devoted to well-being activities; 15.9% to education; 17% to health; 9.8% to ecology; 9.7% to development; 6.6% to human rights and the remainder to science, culture and art. The organisations surveyed in our sample conduct their fundamental work almost equally in the local, regional and national spheres.

## Networks and Umbrella Bodies

CSOs consider the existing context for building and strengthening networks and activism favourable (See Chart #5, *network sub-dimension*). In this sense, external stakeholders, and representatives of practically all civil society sub-sectors, are aware of second level organisations (umbrella bodies) that support CSOs in their work. Close to two-thirds of those surveyed know of these "umbrella" organisations and agree that they support their members and promote the common good. NGOs in particular have been the most active in building both *ad hoc* or permanent alliances with the aim of pressuring government administrations toward greater respect for political and social rights. To a lesser degree, NGOs have also been active in protesting against the adoption of economic policy measures that negatively impact upon the living conditions of the population, such as certain trade agreements or the implementation of Structural Adjustment Policies. However, survey respondents do not fail to recognise difficulties regarding co-operation among individual CSOs, as Olvera (2001: 9)

<sup>9</sup> Nevertheless, this affirmation must be taken with reservations since it is preliminary information in which a series of filters have not been implemented to obtain the exact number of organisations that fit our definition.

points out, one particular characteristic of Mexican civil society is plurality, which can be thought of as a 'space for conflict.'

### **Geographic Distribution**

By contrast, questions relating to the sub-dimension of distribution in the public arena were rated lower than average (See Chart 5). In particular the responses to the statement that the distribution of organisations throughout regions of the country is proportional, obtained the lowest rating within the structure dimension (39.86, see Chart 1). This perception, supported by previous research, reflects a paradox in CSO growth. While the number of CSOs has increased, their distribution continues to be inconsistent with the social deficiencies of the poorest states in Mexico. According to the CEMEFI directory, close to 42.5% of all CSOs are concentrated in Jalisco, Mexico City and Nuevo Leon, with 27.6% located in the nation's capital.

### **Political Participation**

The perception of CSOs with regard to political participation, understood as access to political leaders or movements for expressing their interests, was also rated below average. This is in contrast to other responses indicating that there is greater openness on the part of government, and that organisations are creating greater capacity for dialogue, thus achieving an impact in the public sphere. While these responses apparently contradict results of other variables analysed in the impact dimension, they can be understood if we consider that in the majority of the cases mentioned in the introduction, the achievements and recognition obtained by CSOs have been the result of public campaigns and activism, rather than of lobbying efforts. Additionally, achievements in regard to human rights or the entrenching of democracy, which in one sense have been 'wrenched' away from the administration in office, cannot be exclusively attributed to CSOs, but it is the CSOs who have participated and supported negotiation processes among diverse sectors of political society.

### **Employment in the Civil Society Sector**

The ability to create and/or provide paid employment is low in the civil society sector. The Johns Hopkins Comparative Nonprofit Sector Project (Salamon *et al* 1999) counts 141,025 people employed in civil society in 1995. That is to say, only 0.66% of the non-agricultural, economically active population is employed in the civil society sector. Economic census data of 1998 shows that a very high percentage of staff in these organisations did not receive compensation for their work by virtue of their status as owners, family members or unpaid trainees: 66% in the field of social assistance; 48% in that of commercial and professional associations and unions and 64% in political, civic and religious organisations.

### **Financial Resources**

According to previous studies (CEMEFI w/o date) and economic censuses, CSOs are very weak in financing aspects, which in part explains why CSOs began to gain institutional independence barely three decades ago. Nevertheless, the sub-dimension that assesses resource utilisation and financing access receives a rating of 57.5, which shows a more positive assessment than those inferred from other studies. According to the 1993 economic census, the income of CSOs not derived from operation, that is to say income obtained through fees, contributions and subsidies, made up 32% of the budget for social assistance organisations, only 10% for commercial, professional and labour organisations and 19% for political, civic and religious organisations. By 1998, income not derived from operation represented 44%, 4% and 55% of total income, respectively. This data suggests that

dependence on outside funding in certain types of organisations has increased while among others with self-help aims (commercial, professional and labour associations), the opposite phenomenon is observed. These results are also confirmed by our survey in which respondents from business and professional associations assess the financial dependency of civil society on public sources as smaller than representatives of other organisational types.

Aside from unions who rated this aspect more favourably, various organisations, including foundations, have a somewhat negative opinion regarding the CSOs on national private financing. This could explain why, until the beginning of the 1990s, business sector participation was still undeveloped and today still lacks a culture of philanthropy that may be due to cultural and legal factors.<sup>10</sup>

The indicator concerning CSO dependence on national public financing had a higher average score than the indicator on private funding (61.62 compared to 49.94). This assessment may be explained by different events related to government action. Although national public financing has always existed, especially for assistance activities through the Patrimonio de la Beneficiencia Pública [state board charity], there has been no clear official position in this regard. As is the case of the Nacional Monte de Piedad [the national pawn shop], which started out as a private institution and later became a governmental organisation with some autonomy, and returned again a few years ago to depend on the Junta de Asistencia Privada [a government/private sector body that oversees the work of non-governmental organisations]. Similarly, at the end of the 1980s and throughout the 1990s, the federal government accepted social swaps<sup>11</sup> as a CSO finance mechanism, and provided credit terms in order to carry out operations with the goal of promoting social projects. According to officials in charge of this area, there are some government support programmes for CSO projects that have been granted to a small number of organisations for insignificant budget amounts. Legislation that allows for channelling a percentage of the public budget to financing different CSOs has recently been approved in Mexico City and Baja California and similar proposals are being debated in other states.

The evaluation of dependence on international financing was more varied than in the previous cases, ranging from a neutral position (50.0) given by business associations to a relatively positive position given by unions (72.37). Responses to this issue can be related to the degree of dependency of the organisation itself to international financing. Originating in large part from European Catholic foundations, this type of financing has been important for development, community-based, human rights and democracy-based NGOs since the 1970s. By 1985, some US foundations began to support CSOs, especially in the area of democracy, but these resources have not come to replace inflows from European sources.

CSOs face diverse problems in assuring their operation, which makes their sustainability in the medium and long term very uncertain. Almost 80% of those surveyed knew of some organisation that had ceased to operate within the last year for lack of financing. This situation imposes the risk that CSOs may turn into “professional, specialised groups that hunt for donations and bids that

<sup>10</sup> Interviews with business representatives.

<sup>11</sup> The social swap is a mechanism in which three types of financing may be combined: national private, international and public financing. CSOs that obtain these types of donations try to convince public foreign debt bondholders to sell them the bonds at a below nominal price since they will be used in different well-being projects. Once they achieve this, the Mexican government “pays” the bonds in Mexican pesos at a greater price than that for which they were purchased with the condition that the resources generated be used for such projects. Nevertheless, this mechanism was exhausted as a source of income for CSOs because of the shift the Mexican government made for another more advisable mechanism for creditors (global bond), since the possibility of exchanging foreign debt bonds in the country was conditioned on the quantity and price of Brady Bonds in the international market. Between 1998 and 1996 a nominal value of \$1.58 billion dollars created resources in national currency for the equivalent of \$1.19 billion dollars (24.4% of global discount), of which only a small amount was allocated to NGO projects and non-profit institutions, while a significant amount was allocated for the creation of educational and private health institution infrastructure. José Antonio Ibáñez (Coord.) *Mecanismos de conversión de deuda externa en asistencia, promoción y desarrollo social*. IAPS, México, 1997.

tend to develop contractual relationships for service provision more than intervention in public debate” (Canto 2000: 379). However, the exhausting of different types of financing mechanisms, which in some cases became political control of traditional institutions (state and church), can also promote the emergence of new proposals on how to sustain CSOs. While allowing operational and institutional independence, models of mixed funding succeed in combining different types of supply sources.

## *Space*

The dimension that received the lowest rating by survey respondents was the space dimension. This finding stands somewhat in contrast to a study by the Comparative Non-profit Sector Project, which claims that a favourable legal framework exists in Mexico for CSO development (Salamon 2000:14). The discrepancy might be explained by the coverage of different sets of indicators to assess the external framework for CSOs, which in the present study also included general attitudes of the state and business sector towards civil society as well as the prevalence of supportive socio-cultural norms.

## **General State Attitude**

Survey results reflect another problem that some articles make reference to:<sup>12</sup> the ambivalence in the relationship between the government and CSOs. The attitude of CSOs towards government is a consequence of their historical background and the mission they pursue. Although there are a number of CSOs that arose within a framework of business-government-civil society collaboration (Gomez 1999: 2), many were formed through a complex process of struggle against the social institutions of presidential authoritarianism and governing party co-operatives (Reygadas 1999:42). The Mexican government has shown widely differing attitudes toward CSOs ranging from repression and co-optation to acknowledgement and collaboration, and the creation of government-supported CSOs formed to function as a counterweight to anti-establishment forces. Thus, governmental concern is still focused on establishing restrictions on the actions of CSOs that promote progressive development, and those that constitute political activism (Canto 2000). Survey results show that NGO representatives and respondents from faith-based and business associations are the sub-sectors that rated the governmental context for civil society the lowest. In contrast, organisations that carry out community work perceive greater government recognition.

Survey stakeholders noted numerous times that the assessment of the government attitude would have been more negative ten years ago. According to existing research findings (Espiral 2000), and to interviews conducted for this research, there is now a greater acceptance by the government and wider society of the work done by CSOs. Analysts point out that serious CSO efforts in establishing dialogue with the government exist. For instance, since 1995 a group of CSOs has been carrying out activities to present a legislative reform initiative related to their operation. Since then they have mobilised much support and engaged in intense lobbying efforts, which are beginning to bear fruit. At present this initiative has not been approved at a federal level, but did pass in the Federal District in 2000 and this year in Baja California. It is also being debated in other states. Additionally, the work of another group of CSOs has been carried out to set up and conduct dialogue tables from July to November 2000 with the transition team of the federal government elected in July 2000.

<sup>12</sup> See several issues of the magazine *Rostras y Voces y Sociedad Civil*.

## CSO Registration

The survey indicators related to legislation and government recognition show very low ratings, especially by representatives from business and the research community. Not surprisingly, only government representatives evaluated this dimension more positively (See Chart 2). Regulations for CSO operation have been modified in the last ten years, but are still confusing and incomplete. For instance, while there are CSOs such as unions, with clear and specific legislation for their registration and operation, this does not exist for most other CSO categories. The two forms of legal entity most CSOs take, Civil Association (AC) and Institution of Private Assistance (IAP), are subject to very different regulations. While the first category is very broad, allowing for-profit organisations to register under this concept (Verduzco 2001: 120), it also provides NGOs and CSOs with a great deal of autonomy in their internal administration and in carrying out their activities. The registration process is also quick and uncomplicated. Legislation on IAPs very clearly refers to non-profit organisations that offer services to third parties, but as CSOs registered as IAPs are subject to the oversight of the Junta de Asistencia Privada (Board for Private Assistance), social assistance CSOs are generally those grouped into this category.

In the mid-1990s, the government sought to subject NGOs and other CSOs to the IAP regulations, aiming to reduce their scope of activities. Since then, and more strongly, after 1996 when the government of the state of Oaxaca (Mata 2000: 17) tried to introduce changes in the legislation that clearly violated the right of association, many CSOs grouped together in order to fight these proposals and promote regulations that allow new forms of participation and include all kind of CSOs under equal conditions. In 1994 this group presented a proposal to the Federal Congress, where a Commission for Citizen Participation was established to discuss and refine it. This initiative has not been approved at the federal level, but a similar proposal was discussed and approved in the local congresses of the Federal District in the year 2000, and in the state of Baja California in 2001; among other things, these new laws allow CSOs to participate in social development policy discussion.

## Tax Laws Affecting CSOs

Survey respondents believed legislation concerning tax issues to be a greater problem than provisions pertaining to the legal existence of CSOs; this assessment is also reflected by the Comparative Non-profit Sector Project, which indicates that the tax framework is more disabling than other legislation regarding the activities of CSOs (Salamon 2000: 15). The 1989 tax reform affected CSOs registered as A.C. as they were excluded from the category of non-profit corporations and many CSOs that operated informally were forced to register. This caused the closure of many organisations since informal operation constituted an indirect form of financing, which was many times a very important one. Fulfilling tax requirements caused CSOs technical and financial problems, including the need to hire accounting services (CEMEFI w/o date).

Recently, the registration procedure for CSOs with the Finance and Public Credit Ministry, where organisations are able to provide tax-deductible receipts, has been made easier. There are currently 5,000 organisations in existence that are authorised to provide tax deductible receipts for donations or for services provided,<sup>13</sup> but, since the law allows non-profit organisations as well as those “for economic purposes,” a high percentage of the exemptions are for private schools and hospitals. In January 2000, entities exclusively engaged in the conservation of protected or endangered species and/or the conservation of their habitat were granted these tax exemptions, too (Tax Notes International 2000). However, many CSOs devoted to promoting development, human rights, and civic associations are still barred from it.

<sup>13</sup> Interview with Consuelo Castro of CEMEFI.

## Socio-cultural Norms

The socio-cultural norms were considered by survey stakeholders more positively than the state attitude: the social environment for the development of CSOs was rated 58.9 (almost 10 points above the state environment, which was 49.19, *see Chart 5*), while the rating for the business environment was 51.25.

Even though there has been a great advance in some areas providing an enlarged space for the development of CSOs in Mexico, there are still many obstacles to its effective participation in governance and development. The survey results confirm the assessments of scholars and CSO representatives on this topic. Manuel Canto, for instance, states that what is needed is a complete redefinition of the public space, and an opening up of channels for social participation in public policies. He proposes to focus the discussion on building the institutional space for CSOs on contributing to specific themes such as social rights, participation on policy design and on the modification of the institutional framework in order to render possible the participation of CSOs in the discussion of fundamental policy issues (Canto 2000: 372).

## Values

This dimension obtained a total rating of 60.33, the second highest of the four dimensions. This indicates that civil society stakeholders believe they have thus far only moderately achieved their goals of promoting and practicing certain values and attitudes. Survey respondents consider that the main weaknesses of CSOs are weakly enshrined norms of internal democracy, accountability, and especially financial transparency, which was the indicator that received the lowest rating of all the indicators included in the questionnaire. There are no significant differences among the different sub-sectors or those who do not represent CSOs, with the exception of the responses of the trade unions, which in overall terms have the most negative perception, 54.6 compared to 60.3 on average (*See Chart 3*).

The sub-dimension that evaluates external values such as tolerance, gender equity, and sustainable development promoted by CSOs among wider society, was rated slightly higher than the general average (*See Chart 5*). It is clear that gender equity is a value CSOs actively promote internally, as well as to the rest of society. The 1993 and 1998 censuses verify the large participation of women in CSOs. Not only is there a balance between the genders in paid staffing, but also, in some cases, women even outnumber men, especially in administrative and executive tasks. The opposite trend exists with unpaid staff, where around two-thirds are men and only one-third women.

Similarly, there is a very positive perception that CSOs respect and promote human rights, democracy and labour rights both within CSOs and within the broader society. While it is in these aspects that greater impact and recognition in society has been achieved in recent years, this does not necessarily hold true for internal practices within the organisations. For example, in the case of internal democracy, survey respondents indicate that they believe CSOs involve their members and associates in the activities they carry out, but they are less optimistic with regard to the internal democratic procedure for electing leaders. As the Comparative Nonprofit Sector Project documents point out, the non-profit sector can be as discriminative or sectarian as public or private sectors.

It is interesting to note that many CSOs do not provide health care and other benefits to their members. However, according to the survey, the majority of CSOs believe the labour rights of their members are respected, even though approximately two-thirds of those employed by civil and assistance organisations receive no compensation for their work. This co-incides with some comments made by survey respondents referring to the many times they appealed excessively for

volunteer work and granted few labour benefits to paid staff.

The indicator assessing the role civil society plays in social conflicts was rated slightly more positive than average (66.67 compared to the dimensional average of 60.33). Here we see that representatives of the business sector provide the lowest ratings, holding a more negative perception of CSOs promoting conflicts within society.

The indicators receiving the lowest rating in the value dimension concern CSO accountability and transparency (See Chart 5). It is particularly important to mention that the variable financial transparency received by far the lowest rating of all the variables obtained in the survey, i.e. 34.03.

CSOs in Mexico have played an important role in promoting values such as democracy, gender equity and tolerance and in using participatory approaches with regard to their internal decision-making processes. However, some weaknesses remain, particularly regarding to internal democracy (election of its leaders), promoting and practicing labour rights, accountability and financial transparency. The opposition of CSOs to making information on their financial situation public is discomfoting; and the sector must meet the challenge of overcoming certain practices inherited from the predominant political culture of the past.

## Impact

The variables for impact dimension were grouped in three sub-dimensions: policy impact, public profile and service impact. The first refers to participation of CSOs in agenda, drafting, making, implementation and monitoring of public policies; the second has to do with public profile and media image of CSOs; and, the third includes variables that seek to measure the capacity of CSOs to provide services and to respond to the needs of their members, constituents and communities. This dimension generally obtained the highest ratings, especially by government and CSO representatives, while businesspeople and researchers do not see this as a strength of CSOs. Community-based NGOs and those that offer social assistance are the civil society sub-sectors with the highest evaluation of impact. However, unions and religious organisations rated this dimension the lowest (See Chart #4).

Comparing different sub-dimensions of civil society's impact, i.e. policy process, public image and service delivery, the highest ratings were provided for variables related to CSO public image and the impact of the services they offer (See Chart #5). In regard to civil society's image, the research documents of the Comparative Nonprofit Sector Project indicate that CSOs have been able to improve their image in the last few years despite the difficulty they still have with access to the mass media and despite campaigns that have been implemented to discredit them (Espiral 2000). Upon observing the irregularity with which articles about CSOs are published by the Mexican media, we believe that the responses of those surveyed may be overrated.

As opposed to these two sub-dimensions that obtained relatively positive ratings, the assessment of civil society's participation in the public agenda-setting and in the design, implementation and follow-up of public policies are the most negatively rated within the impact dimension. Exceptions are the responses given by government representatives, which were more positive, indicating a subjective element in providing responses. The overall assessment, however, appears in line with existing studies reviewed. For example, Assiz notes that the possibilities (of the CSOs) of penetrating all of society is conditioned because,

*they still operate from very limited sectors, from spaces that are not mass in nature and only penetrate certain groups. The main body of society still does not identify with their work...but I would note that we are at the beginning, for which reason it is still not a very influential role within public policies. (Assiz 2000: 24)*

Recently more and more CSOs have tried to practice “interest group politics,” which particularly targeted the parliament and political parties. However, in the Mexican context these two actors have very little power to influence governmental decisions. Hence, Olvera explains why civil society uses other ways to negotiate with the government, in many cases of a particularistic nature, which often depend on personal relationships of the actors involved (Olvera 2000: 17). This characteristic is part of the political arena, and we therefore do not anticipate that the creation of liaison offices in some governmental secretariats are significant measures to facilitate relationships between CSOs and the government.

Besides the sub-dimension dealing with policy impact, the variable that refers to the capacity of CSOs to mobilize the marginalised in society received a relatively low score (59.3) in comparison to the score for the sub-dimension “service impact” which rates 63.3. A case study in Mexico City points out the difficulties in the relationship between grassroots organisations and civic associations, due mostly to the differences of social status, values and needs of their members. Although both kinds of CSOs share a vision of justice and equity, they differ in regard to their priorities, methodologies and capacity of dialogue.

*The struggle for their demands (of grassroots actors) is still immersed in an authoritarian and client-patron culture, where it is more important to have a loyalty link with the authorities as, on occasion, the only way of getting access to public goods. (San Juan Victoria 2000: 19)*

There seemingly is a contradiction in the fact that on the one hand community-based NGOs give a high rating to the impact dimension, but on the other hand, CSO operating at a local level gave this dimension the most negative response. Perhaps community based NGOs believe the CSO image in the rest of the population and the impact of their specific projects are positive, since they are grassroots organisations that widely identify with stakeholders, while those that work at local level are not necessarily grassroots organisations, and thus do not have strong links with the communities they are serving. Nevertheless, those that work at local level, as well as community-based NGOs, provide a negative assessment on public policy indicators, especially that of co-operation with the government in policy implementation.

Extensive literature concerning the achievements of CSOs in working with local communities suggests that this is a field of greater encouragement and scope (ISTR 1996 and Olvera March 2000). In some municipalities CSOs have used a political party’s candidacy, without necessarily being party members, as a means of obtaining power, and they have successfully implemented and sustained community projects. Besides, many NGOs or community-based organisations succeed in implementing sustainable development projects at local level (Toledo 2000). Another example of this work is small business financing: social organisations have promoted a number of small business financing initiatives for community projects as an answer to the lack of formal popular savings and of credit support by the country’s financial institutions. These initiatives operate without subsidies or donations and with real asset and liability interest rates, as self-sufficient institutions with outstanding performance and credit recovery indicators. The excellent results these CSO projects have shown are now being used by private institutions and government programmes (Conde 2000).

Although the stakeholder survey has provided us with valuable information about the impact of CSOs, we believe that the real impact CSOs have is difficult to evaluate by this means alone. The survey does not consider activities of CSOs that are important in the Mexican context, even though they do not have any legal personality, do not provide services, and do not have among their objectives the influencing of government agencies or the legislative chambers.<sup>14</sup> The literature

<sup>14</sup>Interview with Hector Morales, Deputy Director of Aid to Youth Projects. Mexican Youth Institute.

review we have conducted appears to indicate that there are no recent studies for each one of the areas of CSO work. The review of existing studies provides a better understanding of this dimension, as well as drawing the attention of scholars and CSO representatives to the missing information and could thereby initiate a potential follow-up activity of the *Civil Society Index project* in Mexico.

## Part V

### Conclusion

In accordance with the survey results and the information used, the number of CSOs in Mexico is increasing and they currently have an active base of members. Survey respondents indicate that there are co-operation difficulties among CSOs, although this is not necessarily a weakness. It is a reflection of the plurality of civil society that manifests itself, as is natural, in the existence of conflicts among organisations. In fact, despite these difficulties, CSOs have succeeded in settling differences and consolidating networks and alliances in specific circumstances, which have even remained beyond their immediate interests. Mexican CSOs have also established alliances with organisations from other countries, especially in order to demonstrate, with relative success, their opposition to international programmes or trade agreements before institutions such as the World Bank, the International Monetary Fund, the World Trade Organisation and the Organisation for Economic Cooperation and Development (OECD).

As for weaknesses in the structure of organised civil society, those surveyed indicate that CSOs are not distributed proportionately throughout the country in accordance with social, environmental and economic needs. There is a concentration of organisations in the three main cities in the country and in some south-eastern states, while in other states with urgent needs, the number of CSOs is very limited. It is important to work towards improved distribution of CSO actions throughout the country, as well as the integration of programmes on a regional level, in order to strengthen CSO capacity for needs management without doubling efforts.

Another concern refers to CSO dependence on financing: with even self-help organisations with the possibility of generating and sharing profits among partners finding it difficult to ensure financial sustainability. In Mexico, philanthropic culture is just beginning to be promoted.<sup>15</sup> Key informants interviewed indicate that this fact is related to cultural factors but also to legislation in this regard. For this reason they have proposed some modifications to the legal framework that could encourage donations to CSOs.

Space is the dimension considered the weakest by the stakeholders. As opposed to developed countries where many governments have recognized CSO capacity for resolving particular needs and a proper legal framework for their development has been established, in Mexico independent CSOs arose in opposition to state authoritarianism and corporatism, but also by virtue of the large amount of material deficiencies that condition the living standards of the majority of the population. In Mexico, the spaces for participation by civil society have been defined more by the needs and demands of the population than by the legal recognition of their necessary participation.<sup>16</sup> In general, Mexican CSOs have achieved an autonomous space with regard to the government and political parties, with the exception of some unions or peasant groups that are still tied to political parties. Likewise, they have gained greater recognition from the rest of society and, in particular, from the population groups they work with.

<sup>15</sup> CEMEFI, created in 1998, was the first institution that included this concern among its goals.

<sup>16</sup> Interview with Hector Morales, Deputy Director of Aid to Youth Projects. Mexican Youth Institute.

Even though the process of establishing a CSO is simple under the A.C. framework, survey respondents felt that the legal space is disabling, especially regarding tax deduction regulation, member contributions and donations received. In this sense, legislation is still very restrictive, but in comparison with other Latin American countries, it can be considered advanced (Salamon 2000:14).

The National Goal and Agenda-Setting Workshop will be of great use in investigating whether the difficulties CSO representatives perceive are related to respective regulations or whether there are other types of problems such as misinformation or limited institutional capacity of the organisations in handling tax matters.

The values dimension was the second most highly rated, following only that of impact. In general terms, CSOs are consistent in the values they promote to society and those they practice, especially regarding gender equity, human rights, tolerance, participation by their members in defining activities and the promotion of sustainable development. For instance, the struggle for gender equity is currently being proposed on the legislative agenda although much remains to be done: Fifty initiatives related to gender equity were presented between 1998 and 2000, of which only nine were ruled on favourably and the rest remained pending (Muñiz and Hernández 2001).

Nevertheless, there is some degree of conflict between what CSOs uphold and their internal practices related to labour rights, leader election, co-operation, accountability and, in particular, financial transparency. The fact that the public acknowledges and supports the efforts and contributions of CSOs to the common good is of as much importance as the need for CSOs to assume positions that are more self-critical and open to the scrutiny of those they are accountable to.

It is important to mention that Mexican civil society has other positive and negative values that were not included in the questionnaire. As a reflection of political and social dynamics, CSOs unavoidably experience the characteristic contradictions of the national political culture. There are significant challenges to the achievements reached in the last few years, such as the slow elimination of many practices inherited from paternalism and corporatism under which CSOs operated for many years. Likewise, there is a strong tradition of third party aid in Mexican culture, which has penetrated CSO dynamics, although this appears on an informal level.<sup>17</sup> This explains why the term volunteer service has not been introduced in Mexico as it has in other countries, despite the fact that CSOs have volunteer support of various kinds. More than understanding these societal characteristics in economic terms, it is understood as the carrying out of a social, individual or institutional commitment ('compromiso').

Traditionally, the greatest impact of CSOs in Mexico has been in community development projects. Slowly, CSOs have become successfully involved in a broader range of activities promoting democracy and respecting human rights. In accordance with the survey results, the strongest dimension of organised civil society is that of impact, especially with regard to indicators related to greater identification of social needs, the groups CSOs work with, quality improvement and the scope of services they offer. Yet, the impact of the sector on the public policy process is very weak, since participation channels are still narrow and ineffective.

The economic crisis, state abandonment of many social tasks, and the constant deterioration of living conditions of large sectors of the population have increased the challenges of CSOs. Many times they must delay tasks of broad scope in order to support the resolution of concrete urgent needs. This is the paradox Olvera (w/o date: 13) refers to between the major activity of CSOs, their impact on a political level and the worsening of living conditions of many Mexicans, stating,

<sup>17</sup>See the work of Verduzco, mentioned in the bibliography.

*The current tension between the growth and consolidation of civil society and the expansion of the public sphere, on the one hand, and the increased social anxiety arising from the economic crisis on the other, exposes the danger inherent in the present conjuncture.*

An important challenge for CSOs, as well as for the rest of society and the government, is to allow the participation of all sectors on economic policy issues; but as long as there is no public involvement in this area, the positive impact of civil society on the day-to-day situation of the population will be mediocre.

# Part VI

## CHART 1

STRUCTURE	General	INDICATORS BY CSO CATEGORY										BY PROFESSIONAL BACKGROUND			
		TU	PA	BA	GMF	SAO	FBO	CO	NGO	O	CSO	BS	A	GR	
membership	71.44	69.74	71.62	72.92	69.23	72.67	68.42	71.67	70.92	69.64	71.74	66.67	65.48	77.27	
distribution	39.86	43.42	43.24	31.25	37.50	36.31	39.47	28.13	41.76	25.00	40.36	33.33	29.46	40.91	
umbrella body 1	67.24	63.89	66.41	65.48	71.00	67.61	64.47	71.88	64.94	76.92	67.01	75.00	72.32	61.36	
umbrella body 2	66.98	61.67	62.12	65.91	69.79	65.24	66.18	56.67	69.25	64.29	66.84	70.83	65.48	70.45	
umbrella body 3	65.52	55.00	60.61	63.64	68.75	62.80	63.89	66.67	68.68	62.50	65.59	68.75	52.08	70.45	
alliances	65.06	52.63	63.19	60.42	66.35	64.53	63.16	67.19	67.66	75.00	65.14	58.33	70.54	65.91	
links	64.74	53.95	64.29	58.70	67.00	62.20	66.67	70.31	68.68	67.86	64.35	70.00	63.10	70.45	
cooperation business	62.56	56.58	62.86	65.63	67.00	63.95	61.84	64.06	62.36	55.36	62.89	66.67	60.26	56.82	
pol participation 1	46.73	48.68	47.97	55.21	39.42	41.86	34.21	45.31	52.20	48.21	47.21	39.58	45.54	31.82	
pol participation 2	45.98	56.58	45.95	52.08	41.35	41.28	31.58	39.06	48.08	50.00	45.81	35.42	39.58	50.00	
pol participation 3 (rescaled)	78.05	68.42	78.38	71.88	79.81	87.50	84.72	84.38	78.89	80.36	77.69	83.33	87.80	72.73	
financial sustainability (rescaled)	54.53	56.58	50.00	59.52	52.00	54.88	61.11	53.13	50.55	48.08	54.22	56.25	62.50	65.63	
public funding (rescaled)	61.62	56.58	54.17	53.13	63.54	62.20	59.21	62.50	65.63	71.43	61.63	60.42	64.58	60.00	
private funding (rescaled)	49.94	63.16	51.39	53.13	51.09	46.43	43.42	48.44	47.16	60.71	48.71	47.92	63.10	67.50	
foreign funding (rescaled)	63.96	72.37	63.24	50.00	57.29	62.82	60.53	62.50	65.91	71.43	64.09	60.42	67.86	65.00	
cooperation (re-scaled)	44.71	38.16	45.95	47.92	47.00	47.73	44.44	40.63	46.35	48.21	44.54	62.50	35.71	34.09	
<b>Only questionnaires score</b>	<b>59.31</b>														
Membership (WVS)	63.90														
Paid Employment (JHU)	2.67														
<b>Dimensional Scores</b>	<b>56.42</b>	<b>57.34</b>	<b>58.21</b>	<b>57.92</b>	<b>59.26</b>	<b>58.75</b>	<b>57.08</b>	<b>58.28</b>	<b>60.56</b>	<b>60.94</b>	<b>59.24</b>	<b>59.71</b>	<b>59.09</b>	<b>60.02</b>	

TU: Trade Union;

BA: Business Association;

SAO: Social Assistance Organization;

CO: Community Organization;

O: Other

BS: Business Sector;

GR: Government Representative

PA: Professional Association;

GMF: Grant Making Foundation;

FBO: Faith-Based Organization;

NGO: Non Governmental Organization;

CSO: Civil Society Organization Average;

A: Academics;

CHART 2

SPACE	General	INDICATORS BY CSO CATEGORY										BY PROFESSIONAL BACKGROUND			
		TU	PA	BA	GMF	SAO	FBO	CO	NGO	O	CSO	BS	A	GR	
polit pressure	59.75	46.05	54.05	62.50	60.58	67.05	59.21	70.31	61.14	44.64	60.28	54.17	54.17	61.36	
policy involvement	51.50	55.26	50.68	44.79	44.23	53.41	46.05	57.81	50.27	44.64	51.25	47.73	47.32	72.73	
legislative access	50.94	48.68	50.68	40.63	50.00	52.33	47.37	56.25	51.09	44.64	50.97	41.67	50.00	61.36	
state recognition	55.53	47.37	57.64	48.91	61.54	60.47	53.95	59.38	57.07	46.43	56.35	47.92	37.20	61.36	
general state attitude	50.25	55.26	50.68	45.83	52.88	52.27	46.05	57.81	47.53	37.50	51.11	35.42	31.25	61.36	
social recognition	56.39	56.58	56.08	47.92	56.73	57.39	54.17	53.13	56.52	51.79	56.81	41.67	57.14	63.64	
public spiritedness	60.85	59.21	64.86	57.29	65.38	58.52	56.58	56.25	60.60	53.57	61.22	50.00	61.90	63.64	
business recognition	47.26	43.42	44.44	44.79	50.00	51.22	48.53	48.44	45.28	37.50	48.44	37.50	26.92	47.73	
business philanthropy	55.29	46.05	54.73	45.83	58.65	55.81	59.21	56.25	53.33	51.79	55.74	47.92	42.26	68.18	
registration (rescaled)	43.25	42.11	39.58	33.33	32.69	37.79	45.83	46.88	47.22	57.69	43.12	20.83	52.38	63.64	
tax 1 (rescaled)	38.61	47.37	37.86	30.95	42.31	37.79	57.35	39.06	34.48	36.54	39.80	22.92	45.54	27.27	
tax 2 (rescaled)	42.67	51.32	37.14	36.36	46.15	44.64	65.28	39.06	37.07	50.00	43.73	27.08	47.32	36.36	
<b>Only questionnaires score</b>	<b>51.02</b>														
Civil Liberties ) (Freedom House	50.00														
Press Freedom	54.00														
Corruption (Transparency International)	33.00														
JHU Legal Score	76.62														
<b>Dimensional Scores</b>	<b>51.62</b>	<b>49.89</b>	<b>49.87</b>	<b>44.93</b>	<b>51.76</b>	<b>52.39</b>	<b>53.30</b>	<b>53.39</b>	<b>50.13</b>	<b>46.39</b>	<b>51.57</b>	<b>39.57</b>	<b>46.12</b>	<b>57.39</b>	

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A: Academics;

CHART 3

IMPACT	General	INDICATORS BY CSO CATEGORY									BY PROFESSIONAL BACKGROUND			
		TU	PA	BA	GMF	SAO	FBO	CO	NGO	O	CSO	BS	A	GR
tolerance 1	61.65	53.95	63.19	56.25	65.38	71.02	62.50	62.50	66.39	58.93	61.90	58.33	42.86	68.18
human rights 1	71.28	57.89	70.27	67.71	75.00	74.42	69.74	76.56	74.73	75.00	71.02	79.17	66.07	75.00
human rights 2	68.01	47.37	66.22	71.88	65.38	75.58	68.06	68.75	73.08	66.07	67.86	68.75	74.11	63.64
labor rights	63.25	53.95	63.19	66.67	62.00	68.90	65.28	64.06	68.18	63.46	63.50	75.00	43.75	47.22
cultural diversity 2	66.25	61.84	61.49	64.58	68.27	69.77	60.53	67.19	69.78	67.86	66.48	75.00	49.40	67.50
gender equity 1	67.03	60.53	65.28	66.67	64.42	73.21	63.16	68.75	70.83	64.29	67.68	66.67	43.75	63.64
gender equity 2	65.26	56.58	63.51	66.67	66.35	70.45	60.53	65.63	69.44	62.50	65.57	60.42	58.93	61.36
sustainable development	59.41	52.63	55.41	61.46	65.38	66.28	61.84	59.38	58.89	62.50	59.48	66.67	42.31	55.00
public accountability	54.12	48.68	49.32	52.08	49.04	54.76	60.53	56.25	60.00	61.54	53.74	54.17	43.75	63.64
financial transparency	34.03	32.89	36.49	34.78	34.62	38.37	39.47	32.81	36.67	30.36	34.39	37.50	16.07	30.00
internal democracy 1	65.18	61.84	66.89	65.63	62.50	68.02	68.42	71.88	67.86	60.71	65.48	60.42	61.31	63.64
internal democracy 2	58.61	63.16	54.86	55.68	61.54	55.00	50.00	50.00	68.13	51.79	58.86	58.33	61.31	61.36
social conflict (rescaled)	66.67	60.53	62.84	56.25	64.42	75.57	61.84	71.88	68.61	60.71	67.21	52.08	34.82	77.27
corruption (rescaled)	64.78	52.78	58.06	57.95	57.95	69.38	70.59	64.06	65.18	71.15	64.38	64.58	61.90	72.50
<b>Only questionnaires score</b>	<b>61.82</b>													
Trust	31.80													
Tolerance	68.00													
<b>Dimensional Scores</b>	<b>60.33</b>	<b>54.62</b>	<b>59.79</b>	<b>60.30</b>	<b>61.59</b>	<b>66.48</b>	<b>61.61</b>	<b>62.83</b>	<b>65.55</b>	<b>61.20</b>	<b>60.21</b>	<b>60.83</b>	<b>49.27</b>	<b>59.83</b>

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NGO: Non Governmental Organization;

CSO: Civil Society Organization Average;

A: Academics;

CHART 4

IMPACT	General	INDICATORS BY CSO CATEGORY										BY PROFESSIONAL BACKGROUND			
		TU	PA	BA	GMF	SAO	FBO	CO	NGO	O	CSO	BS	A	GR	
policy agenda	58.65	63.16	59.03	51.04	56.73	59.66	52.63	54.69	60.44	55.36	59.31	35.42	52.68	68.18	
policy drafting	51.13	50.00	51.35	47.92	48.08	47.16	40.28	51.56	50.00	48.21	51.74	35.42	37.20	65.91	
policy making	56.88	59.21	55.41	48.96	57.69	57.39	42.11	60.94	60.05	60.71	57.78	37.50	50.89	56.82	
policy implementation	50.25	50.00	45.27	44.57	52.88	55.11	39.47	57.81	48.64	44.64	51.11	37.50	44.64	50.00	
comparative advantage	65.88	46.05	60.14	69.79	68.27	68.18	65.28	73.44	70.11	69.64	66.04	68.75	58.63	68.18	
policy monitoring	56.05	64.47	54.05	54.17	55.77	54.76	44.74	51.56	56.32	60.71	55.94	47.73	60.42	59.09	
media image	61.06	51.32	59.46	58.33	64.42	63.07	57.89	67.19	63.04	64.29	61.50	54.17	54.46	59.09	
media attention	63.28	60.53	67.57	67.71	64.42	61.93	63.16	64.06	62.23	62.50	63.64	58.33	51.19	65.91	
public profile	65.46	50.00	66.22	62.50	71.15	69.89	57.89	67.19	67.93	58.93	65.58	66.67	57.14	65.91	
conflict resolution	61.49	53.95	61.49	58.33	60.58	64.63	51.32	64.06	64.29	66.07	61.38	70.83	41.96	68.18	
responsiveness	64.17	56.58	64.86	61.46	63.46	69.05	61.84	65.63	66.76	69.64	64.36	58.33	66.37	61.36	
mobilizing marginalized	59.30	55.26	56.76	57.29	65.38	65.12	55.26	60.94	59.62	58.93	60.41	37.50	45.24	56.82	
popular support	62.34	50.00	65.28	61.46	66.35	65.24	56.58	65.63	65.11	65.38	62.68	54.55	58.97	63.64	
service impact	68.48	56.58	71.62	60.42	69.23	74.42	65.79	73.44	69.02	69.64	68.59	70.83	58.93	68.18	
public good	70.95	56.58	71.62	69.79	75.00	73.30	68.42	71.88	72.28	76.79	71.33	66.67	65.48	72.73	
<b>Dimensional Scores</b>	<b>61.02</b>	<b>54.91</b>	<b>60.67</b>	<b>58.25</b>	<b>62.63</b>	<b>63.26</b>	<b>54.84</b>	<b>63.33</b>	<b>62.39</b>	<b>62.10</b>	<b>61.42</b>	<b>53.35</b>	<b>53.61</b>	<b>63.33</b>	

TU: Trade Union;

BA: Business Association;

SAO: Social Assistance Organization;

CO: Community Organization;

O: Other

BS: Business Sector;

GR: Government Representative

PA: Professional Association;

GMF: Grant Making Foundation;

FBO: Faith-Based Organization;

NGO: Non Governmental Organization;

CSO: Civil Society Organization Average;

A: Academics;

CHART 5

Sub-dimensions	VARIABLES INCLUDED	Diamond Scores (included secondary data indicators)
<b>STRUCTURE</b>		
Networks	v104,v105,v106 (Umbrella body), v107a (Cooperation), v108 (Alliances), v109 (Links), v110 (Coop. business)	62.22
Composition Et participation	v102 (Membership), v103 (Distribution), v112,v113,v114a (politic participation), membership, paid employment	49.86
Resources	v115a (Financial sustainability), v116a (Public funding, v117a (private funding), v118a (Foreign funding)	57.50
<b>SPACE</b>		
Laws	v204a (Regulation), v205a (Tax 1), v206a (Tax 2), civil rights index, JHU legal index	50.41
State environment	v208 (Policy involvement), v209 (Legislative access), v210 (State recognition), v211 (General state attitude), press freedom index, corruption	49.19
Social environment	v212 (Social recognition), v213 (Public spiritedness), v207 (Politic pressure)	58.98
Business environment	v214 (Business recognition), v215 (Business philanthropy)	51.25
<b>VALUES</b>		
External values	v302 (Toerance1), v311 (Gender equity2), v312 (sustainable development)	62.13
Internal values	v305 (Human rights1), v310 (Gender equity1), v316 (Internal democracy1), v317 (Internal democracy2), trust, tolerance	60.31
Accountability	v313 (Public accountability), v314 (Transparency), v315a (Corruption)	50.55
<b>IMPACT</b>		
Policy impact	v402 (Policy agenda), v403 (Policy drafting), v404 (policy making), v405 (Policy implementation), v407 (Policy monitoring)	54.63
Public profile	v408 (Media image), v409 (Public attention), v410 (Public profile)	63.26
Service impact	v407 (Policy monitoring), v411 (Conflict resolution), v412 (Responsiveness), v413 (Mobilization of marginalized), v414 (Population support), v415 (Service impact),v416 (Public good)	63.30

## Appendix 1

### Project Implementation

CEMEFI is the National Lead Organisation (NLO) for the implementation of the CIVICUS *Index* on Civil Society project in Mexico. In February 2001, an NLO representative participated in the CIVICUS Workshop in Mainz, Germany, although the research in Mexico commenced only in April 2001. The activities thus far have included:

- Identification of the bibliography on the situation of Civil Society in Mexico and other sources of information
- Review of most of the bibliography identified
- Publication of the *Index* project on CEMEFI's Internet website and in printed publications.
- Translation of the questionnaire
- Consultation with key informants, either through personal interviews or by mail, to discuss and select indicators. These informants included researchers working with or on CSOs, government officials, entrepreneurs, CSO leaders etc.
- Modification of the questionnaire according to the comments received
- Administration of questionnaires by telephone, with the firm Consulta Mitofsky, conducting the survey. During this time NLO researchers prepared databases for all sub-sectors of Civil Society, completing CEMEFI's directory for those sub-sectors considered by CIVICUS that were not included in the directory. (See Appendix 2)
- Elaboration of an instruction manual for interviewers and interviewer training
- Consulta administered 402 questionnaires and compiled the report from May 25th to June 10th
- Preparation of the survey characteristics report
- Analysis of the results and elaboration of the report

Activities for the future:

- Start organising the National Goal and Agenda Setting workshop (to co-ordinate with some volunteering CSOs to support workshop logistics, to issue invitations and produce materials)
- Conduct more in-depth interviews with some CSO members and other key informants
- Review other sources of information in order to better interpret research results
- Prepare a broader report for the workshop
- Work with a facilitator to design workshop process
- Hold the workshop
- Prepare the final report and the evaluation report

## Appendix 2

### *CIVICUS Index on Civil society in Mexico*

#### Stakeholder Survey Characteristics

CEMEFI, an NLO in Mexico, co-ordinated the *CIVICUS Index of Civil Society* stakeholders survey and compiled the responses between May 22nd and June 10th, 2001. The questionnaires were administered by telephone and Consulta, a reputable company with research experience, conducted the whole survey.

CEMEFI created and refined databases for all sub-sectors of Civil Society, according to the list CIVICUS provided. CEMEFI itself has one of the most reliable and expansive databases on CSOs in Mexico. However, it was necessary to complete CEMEFI's database for some sub-sectors being considered by CIVICUS. CEMEFI provided Consulta with their database, which compiles data for 7 193 CSOs in the country: 373 working in the field of the Arts and Culture, 2 255 in Well-being, 113 in Science, 479 in Human Rights, 699 in Development, 710 in Environment, 1149 in Education and 1240 in Health. The complementary data consisted of lists of Trade Unions (2 287), Grant Making Organisations (120), Faith Based Organisations (59), Professional Associations (123), Business Associations (70), and a directory of Associated Figures. The latter included data from 38 government officials, 48 academic researchers, 34 businesspersons and 16 journalists, who have experience of CSOs. This universal total contained 9988 candidates to be surveyed.

The NLO team, along with Consulta's staff, designed and administered a training programme for the interviewers, emphasising the purpose of the Civil Society Index, characteristics of CSOs in Mexico, parts of the questionnaire and the methodology for conducting the survey. Likewise, an instruction manual was prepared for interviewer aid. Consulta conducted the administering of 402 questionnaires using a Computer Assisted Telephone Interview (CATI) method, which guaranteed random selection and respondent non-repetition. Consulta gave the NLO team all the resulting data in a compact disc, as well as a report with main frequencies and results.

Total number of questionnaires	402	100%
Civil Society Organisations	362	90%
Associated Figures	40	10%

The questionnaires were answered by 362 CSO representatives, and 40 'associated figures': 11 government officials, 12 business sector representatives, 14 academic researchers and 3 journalists. The names for this group of respondents were selected at random from the directory provided by NLO. The CSO sample was divided by states of the country in proportion to the number of CSOs and then selected at random with a similar number of questionnaires for each sub-sector. NLO and Consulta staff were very careful to obtain as representative a sample as possible, although, CSOs without telephone numbers had to be discarded.

Associated figures	40	100%
Government Representatives	11	27.5%
Business Representatives	12	30%
Academic Researchers*	14	35%
Journalists	3	7.5%

Interviewees asked to speak to the head of the organisation or some other person in charge. 51.7% of the respondents were female and 48.3% male. Most of the respondents showed interest in receiving the research report. Besides being an instrument for obtaining the stakeholders' interpretation of CSOs, the survey was a very useful way to publicise the Index and to generate interest in future activities.

Sub-sectors	Number of Percentage Questionnaires	
Trade Unions	33	8.2
Grant Making	27	6.7
Faith Based Organisations	25	6.2
Professional Associations	28	7.0
Business Associations	27	6.7
NGOs in Environment	28	7.0
NGOs in Health	28	7.0
NGOs in Education	28	7.0
NGOs in Development	28	7.0
NGOs in Science and Technology	29	7.2
NGOs in the Arts and Culture	27	6.7
NGOs in Well being	27	6.7
NGOs in Human Rights	27	6.7
Associated Figures	40	10
TOTAL	402	100

According to several studies, approximately one-third of CSOs are based in the Federal District (Mexico City), for that reason 32.8% of questionnaires were administered there. 8% were administered in the state of Jalisco, 5% in Oaxaca , 5% in Coahuila, and between 3 to 4% of the respondents were from each of the states of Aguascalientes, Baja California, Chiapas, Guanajuato, Michoacán and Nuevo León . The rest were from other states.

State	Percentage	Number of Questionnaires
Aguascalientes	3.23%	13
Baja California	3.73%	15
Baja California Sur	0.50%	2
Campeche	0.50%	2
Coahuila	5.22%	21
Colima	1.24%	5
Chiapas	3.23%	13
Chihuahua	1.74%	7
Distrito Federal	32.84%	132
Durango	0.50%	2
Guanajuato	3.98%	16
Guerrero	1.49%	6
Hidalgo	2.24%	9
Jalisco	8.71%	35
México	1.24%	5
Michoacán	2.99%	12
Morelos	1.24%	5
Nayarit	0	0
Nuevo León	3.73%	15
Oaxaca	4.98%	20
Puebla	1.49%	6
Querétaro	1.74%	7
Quintana Roo	1.00%	4
San Luis Potosí	1.24%	5
Sinaloa	1.00%	4
Sonora	2.24%	9
Tabasco	0.25%	1
Tamaulipas	0.25%	1
Tlaxcala	1.24%	5
Veracruz	2.74%	11
Yucatán	2.74%	11
Zacatecas	0.75%	3
<b>Total</b>	<b>100.00%</b>	<b>402</b>

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