

**Deepening the Roots of Civil Society
in Ukraine. Findings From an Innovative and
Participatory Assessment Project on
the Health of Ukrainian Civil Society**

**A PRELIMINARY REPORT ON THE CIVICUS INDEX ON CIVIL
SOCIETY PROJECT IN UKRAINE**

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Part I

Introduction

The issue of civil society development in Ukraine has become a priority topic among non-profit organisations and donor agencies. It is also a concern of policy makers, journalists and scientists. The focus on civil society increased with the political developments, which occurred in the fall of 2000 and spring of 2001. The uprising was caused by speculations about involvement of high-rank officials in the disappearance and possible murder of independent journalist, Georgi Gongadze.

In the public hearings held on the implementation of the former Ukrainian government's programmes, we recognise some civil society activities, when civil society organisations initiated the censure of the Cabinet of Ministers of Ukraine and contested the data presented with information supplied by independent CSOs. However, it is inaccurate to believe that civil society in Ukraine has a strong public influence. Public opinion polls in Ukraine confirm this, and show evidence of apathy and distrust in social institutions.

In order to achieve a better understanding of what comprises civil society in Ukraine, where its boundaries lie, which ethical principles it follows and how efficient it is, the *CIVICUS Index* on Civil Society Project was implemented by the League of Regional Resource Centres for NGOs and the Counterpart Creative Centre.

The project was initiated by CIVICUS: World Alliance for Citizen Participation to assess the health of civil society in various countries around the world in order to provide local stakeholders with the information necessary to improve its development in the future. The pilot phase of the Index project was implemented in 2000-2001 in 13 countries around the world. In each country CIVICUS collaborated with national lead organisations (NLOs), local CSOs which implement the project. In Ukraine, the NLOs for the Index project are the League of Regional Resource Centres for NGOs (LRRRC) and the Counterpart Creative Centre (CCC). Aside from an analysis of civil society in the selected countries, the research aims to develop recommendations for policymakers and CSOs to promote the role of civil society in governance and development.

The objectives of the Index project are as follows:

- To increase knowledge, understanding and awareness of civil society through reflecting on and assessing the strength, health and impact of the sector;
- To empower civil society stakeholders through promoting dialogue, alliances and networks;
- To develop visions of mechanisms to achieve stronger civil society through providing an agenda and goal-setting tool to help foster positive behavioural change.

The research methodology was adjusted to the particular needs and opportunities of Ukraine. The team conducted focus groups in different regions of Ukraine and presented an analysis of the data.. A global NLO Workshop conducted by CIVICUS provided an excellent opportunity for the Ukrainian team to learn and share insights with their international colleagues. Stakeholder surveys and assessment and agenda-setting workshops all over the country provided basic data on the status and helped to set the vision of civil society development in Ukraine.

The *CIVICUS Index on Civil Society* project employs the following definition of civil society:

Civil society is 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.

The definition of civil society raised many discussions among civil society stakeholders during the project implementation and led the developers to an understanding that the nature of civil society differs from region to region in Ukraine. The conclusion was based on the way civil society stakeholders define themselves, together with the data on regional distribution of CSOs. (See Appendix. Project Implementation)

On the basis this working definition, the following types of CSOs have been specified for Ukraine: faith-based organisations; trade unions; professional and business organisations; grant-making foundations CSOs active in education, development, training and research; environmental CSOs; advocacy CSOs; women's associations; student and youth associations; health CSOs; sport clubs; social-service CSOs; ethnic/traditional/ethno-cultural CSOs; culture and art CSOs; community-based and informal associations; and economic interest CSOs.

The Index project employs the civil society Diamond Tool¹ as its main methodological approach in assessing civil society. This tool divides civil society into four dimensions:

1. Structure: How large, structured and complex is civil society in Ukraine? What are its main resources?
2. Space: What space is available for civil society development in terms of the existing legal framework and attitudes of the government and business sectors toward civil activities?
3. Values: What are the values civil society represents and advocates?
4. Impact: What is the impact of civil society on government and public welfare? What is civil society's public image?

Previous research on civil society in Ukraine has been minimal. What information does exist is descriptive rather than analytical in nature. Thus the Index project has a number of additional values in the Ukrainian context:

- Its comparative nature provides an opportunity to compare the development of civil society in different countries.
- It looks at civil society through a broad range of indicators, thus capturing its diversity and dynamics.
- It involves a large number of different civil society stakeholders in the process.
- The project has the potential to place civil society issues on the policy agenda and to thus develop recommendations and strategies for further development.

This report on the *CIVICUS Index on Civil Society* project contains an extensive analysis of the findings of the project in Ukraine, and highlights the critical issues in the development of civil society and the recommendations developed by the project participants on how to tackle these challenges (Part 2). The conclusion stresses the most remarkable findings of the project and the most important activities recommended to improve civil society in the future. The report also highlights the project's contributions to the development and strengthening of civil society in Ukraine (Part 3).

¹The Diamond tool, analytic framework and methodological approach were designed for CIVICUS by Helmut Anheier, Centre for Civil Society, London School of Economics. For more information about the Diamond tool see Helmut Anheier with Lisa Carlson, *Civil Society: Measurement and Policy Dialogue*, London: Earthscan, (forthcoming).

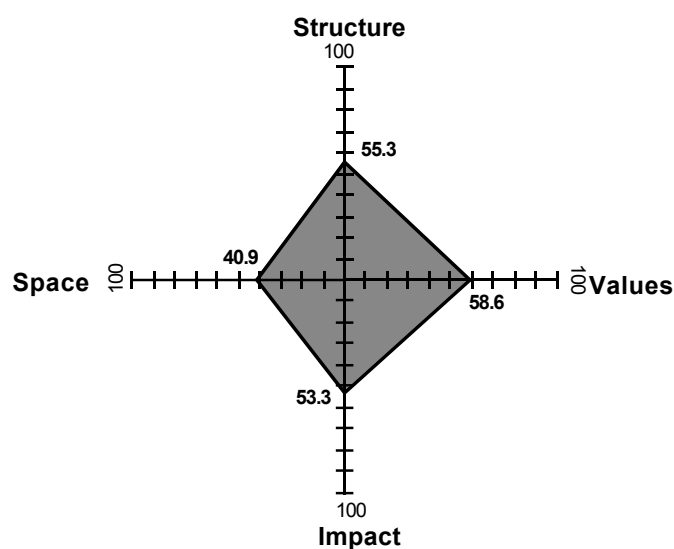
Part II

Civil Society in Ukraine

The Status of Civil Society in Ukraine

Early in the research process, we recognised that a survey of existing data on civil society was insufficient to form an unbiased picture of civil society development in Ukraine. Thus the conclusions reached in this project have relied on the knowledge of civil society stakeholders, i.e. representatives of different civil society sectors, including government and business, gained through a survey (Figure 1). The status of civil society is represented graphically by the civil society Status Diamond below. The data for this Diamond was collected using 58 indicators, both universal and specific to the Ukrainian situation.

The Civil Society Status Diamond for Ukraine



The status of civil society development in Ukraine, as the research findings show, may be defined as 'medium health.' This is because average scores were obtained from a broad number of indicators in each dimension. However, this also might be at least partially due to a moderate level of competency of the respondents. (Table 1). 'Medium health' indicates that civil society has taken root in post-totalitarian Ukraine. This is an optimistic assumption, as workshop participants recognised. In order to describe civil society in detail and to discover the challenges of its development, we have to delve more deeply into the data and look at the individual indicators, comparing their scores to the existing data sources and the results of the national goal and agenda-setting workshops held as a part of the project's implementation (*see Appendix 1*).

Table 1. Survey Respondents Level of Competency

Structure		Percent
	(very) competent	41
	moderately competent	54
	(very) incompetent	4
Space		
	(very) competent	41
	moderately competent	53
	(very) incompetent	5
Values		
	(very) competent	42
	moderately competent	56
	(very) incompetent	2
Impact		
	(very) competent	43
	moderately competent	53
	(very) incompetent	3

The most developed dimension for civil society in Ukraine is the values dimension, with a score of 58.6 out of 100. This high score comes from the dominance of moral attitudes and intentions, rather than the actual activities of civil society. This trend is also evident in the structure and space dimension. The scores in the structure, values and impact dimensions were quite high. However, in the space dimension, influenced by the poor attitudes of government, the public and business toward civil society, the scores were quite low (40.9). This is surprising, given the high scores in the values dimension. Here we may conclude that Ukrainian society does not recognise CSOs as bearers of relevant values.

The structure of Ukrainian civil society seems to be well developed, despite the unequal distribution of CSOs in rural and urban areas. The resource base of civil society seems to be problematic and this resonates in the space and impact dimensions. Effective impact of CSOs on society and government, their principal function, is largely inhibited because of the negative attitude of the public to CSOs. Limited donor support and the small number of volunteers available also impede the impact of CSOs. For the impact dimension, which had moderate scores, the data concerning insignificant impact on government was balanced with rather positive data on CSO service delivery and function.

A comprehensive picture of Ukrainian civil society and a development of appropriate strategies for its improvement can only be obtained based on an analysis of the specific indicators within each dimension. This will follow in the next sections.

Structure

The overall score for the structure of Ukrainian civil society is 55.3, indicating a civil society that has a fairly developed structure and which mirrors the ‘medium health’ of Ukrainian civil society. However, when analysing the specific indicators of the structure dimension, particular challenges emerge for civil society development (Table 2). The first challenge is the poor, uneven distribution of CSOs throughout all regions of Ukraine; the second is the poor financial sustainability of CSOs; and the third is the relatively low level of CSO membership and the public’s reluctance to volunteer.

Table 2. Indicators of Structure Dimension

Sub-Dimension	Value	Indicator	Value
Networks and Co-operation	58.80	Umbrella body1	62.12
		Umbrella body2	59.78
		Umbrella body3	59.47
		Alliances	57.29
		Links	60.38
		Co-operation with business	54.43
Composition & Activities	54.42	Internal Cultural Diversity	68.13
		Membership	58.46
		Distribution	37.03
		Political participation 1	58.57
		Political participation 2	46.30
Resources	67.14	Financial Sustainability	50.39
		Foreign Funding	61.92
		Public Funding	81.58
		Private Funding	73.91

There are approximately 25 490 associations and charities, and 8000 non-formal groups² in Ukraine. Only 8 500 associations and charities and 500 groups are actually operating. Though official statistics note a constant growth in the total number of CSOs (Sydorenko 2000), only about 50% of these are in operation. This conclusion is based on a comparison of national and regional databases on CSOs run by umbrella organisations and the official statistics data (see Table 3). The most challenging factor remains the unequal geographic distribution of CSOs throughout Ukraine, a challenge that is especially apparent when comparing the relevant indicators from different regions (Table 3). The ratio of CSOs per capita is 1:3985 individuals, with an average density of 50 CSOs per 100000 individuals. The largest number of CSOs per capita is in the capital of country (87.6 per 100000), and regional centres (60), while the smallest is in agricultural and traditionally rural areas (30-40).

²The non-formal groups are associated with the Ministry of Culture infrastructure. These are arts and music associations that are not registered as NGOs by Ministry of Justice. They are registered by Ministry of Culture and have elements of formal institutions. We consider such groups as an element of civil society. About informality see: Borocz, Jozsef "Informality and Nonprofits in East Central European Capitalism", in *Voluntas*, Vol. 11, (2) 2000.

Region	Official Data	Numbers according to data bases	Percentage	Number of NGOs per capita (official data for 100 000 of population)	Correlated number of CSOs per capita
Kirovograd region (central, unemployment)	567	377	59%	47.4	27.9
Vinnytsia (west-central, rural)	675	484	72%	36.69	26.41
Rivne (west rural)	564	53	9%	47.4	4.26
Chernigiv (north rural)	541	56	10%	41.5	4.15
Kharkiv (East, unemployment)				52.0	
Kiev (developed)				87.6	
L'viv (West developed)				67.9	
Total for 4 regions	2,347	970	41%		
Ukraine national	25,490	3,359	13%	50.9	6.61
Non-formal cultural groups	7,997	4,000	50%		

Table 3. Correlation of data of actual existing CSOs to official registries in some regions of Ukraine

Table 3 illustrates regional differences in civil society development in Ukraine. While there are low numbers of working CSOs and consequently few CSOs per capita in rural and economically underdeveloped regions, the former industrial areas show middle numbers while areas with the highest level of development include centres of political and economic activity. Examples of the latter are L'viv (67.8) and Kiev (87.6). The major conclusions about regional differences were obtained after close communication with civil society stakeholders. Participants from ex-industrialised Eastern Ukraine approached the idea of civil society as a philosophical concept, based mostly on values and perceptions. Participants from the Western part recognised in the growth of civil society an opportunity for political change and the empowerment of people. Participants from semi-private and socialist central Ukraine spoke about the social role of CSOs as the guarantors of well-being. The heterogeneous southern part of Ukraine raised issues of the efficiency and purpose of civil society. CSOs from the capital of Ukraine, especially business development associations who are experienced in lobbying for national change, believe that civil society has a part to play in changing policies and including people in the protection and promotion of their own interests.

While the total number of CSOs has increased, the active participation of citizens in their activities is still low. The relevant indicators in national surveys show that 83% of citizens have never participated in any CSO activities. (DIF 2000). Despite the fact that this data does not focus specifically on CSO membership, one can see that there is no long standing tradition of citizen

participation in Ukraine. The World Value Survey found that 8.9% of Ukrainians are engaged in CSOs while a survey by the Innovation and Development Center revealed that the number of volunteers from the total population is 15.6% (IDC 1999). These results contrast strongly with the stakeholder survey data (58.46) and make the challenges for civil society in this field evident.

There is also a small gap between two data sources, namely the stakeholder survey and the USAID NGO Sustainability Index, in the estimation of the financial sustainability of CSOs. The stakeholder survey data score on financial sustainability is 50.39, while the estimation of the 1999 USAID Sustainability Index for Ukrainian CSOs is only 34. (USAID, 2000). Here we may speculate that the financial sustainability of CSOs has grown since 1999 and that CSOs are optimistic about their future. The poor financial sustainability of Ukrainian CSOs is evident in their modest share of the GNP. This is only 0.6 % (1999)⁴ of the total amount and comes from inadequate and diverse sources of funding. International donor grants amount to 80-85% of the income of registered NGOs (Vinnikov, 2000). Umbrella organisations, a crucial element of civil society, are funded mostly by foreign donors (USAID, 2000). It remains a challenge to obtain government subsidies and funding from business. As one participant in the National Workshop said, “While civil society organisations are at a lower stage of their development, government subsidies may even be dangerous, as this might cause a dependency of civil society organisations on bureaucracy.”

The workshop participants drew special attention to the shortage of direct connections between foreign donors and civil society in Ukraine. Currently, foreign funded programmes for civil society development are managed, with few exceptions, via foreign intermediaries,⁵ which makes the public suspicious of misuse and unequal treatment of Ukrainian civil society. Because they are focused on getting funds from donor structures, the “intermediaries” often fail to take into consideration cultural, regional and other general specifics of the country. Moreover, these intermediary institutions take a portion of the funding away from Ukrainian CSOs to cover their own costs. The lack of financial transparency⁶ means that these intermediaries often become competitors for Ukrainian CSOs rather than partners. (Miroslav Ruzica et al 2000).

Currently, umbrella organisations play an important role in the structure of civil society in Ukraine. They forge infrastructure for CSOs, and their presence is of vital importance for newly established CSOs and those operating in remote regions. Survey respondents estimated the general networks and co-operation climate to be as high 58.8. However, umbrella organisations often face serious difficulties in their activities because of their weak connections to local communities and because they are subject to the impact of their foreign donors (Deichakivski 1998)

The number of umbrella organisations and coalitions is constantly growing. There are almost 10 umbrella organisations that unite CSOs according to their field of activity (e.g. Women’s Consortium, Ednania Ecological Network, Eco-Pravo network, Ukrainian National Committee of Youth Organisations, etc.). Common interest networks are the League of the Regional Resource Centres, which unites CSOs developing resource centres, Freedom of Choice 99 Coalition of 268, all of which are NGOs formed in favour of free and fair elections. It was admitted that all the networking activities are heavily concentrated around foreign donors and are supported by them. (USAID 1999). The recent example of coalition building to improve fiscal legislation for NGOs (the

⁴Data was derived from total amount of NGOs income in 1999 (Sydorenko, 2000) and GNP amount for 1999 (World Fact Book 1999).

⁵Foreign intermediaries are mostly represented by larger nonprofits from overseas countries providing technical assistance, which develop programmes in appointed areas of Ukraine development and apply to major grant-makers during tenders announced by later. These NGOs form formal and informal alliances with local NGOs, which become in their turn major recipients of assistance. Supposed that practice of escaping direct transfer of funds to Ukrainian NGOs is caused by speculations about abuse and corruption in Ukrainian society.

⁶Such agencies report to their grant-makers mostly. Local access is limited to reported facts in Annual Reports. Ukrainians complain that it is difficult to identify criteria of grant competition winners selection.

International Renaissance Foundation) testifies to the practice of donor-dependent networking procedures.

Space

The space dimension addresses the following questions: does the legal, political and socio-cultural environment promote or inhibit the civil society development in the Ukraine? Do effective CSO laws exist that are in favour of civil society development? What is the general attitude of government and business toward civil society?

The research shows a total score for the space dimension as 40.9, the lowest score of all the dimensions measured. (Table 4). This score is in line with the findings of previous studies, and reflects general attitudes within Ukrainian CSOs. The legal framework for civil society received a score of 58.93 while tax legislation was rated less positively (36.94, 38.07). In addition, government (38.88) and business (27.65) were perceived as having negative attitudes towards civil society.

Table 4. Indicators of Space Dimension

Sub-Dimension	Value	Indicator	Value
CSO laws	45.98	Regulation	58.93
		Tax 1	36.94
		Tax 2	38.07
General State Environment	38.88	Policy Involvement	46.71
		Legislative Access	41.49
		State Recognition	41.31
		General State Attitude	26.13
Societal Environment	57.07	Social Recognition	40.52
		Public Spiritedness	52.54
		Political pressure	76.38
Business Environment	27.65	Business Recognition	27.48
		Business Philanthropy	28.57

The key civil society stakeholders rated the space dimension the lowest because of certain discriminatory and unclear legal regulations, as well as poor legal protection of CSOs against bad practices. The participants of the target group believe that the laws and not administrative procedures need to be amended. These amendments should facilitate the formation of CSOs resource bases and should remove the prohibition on charging for CSOs services. They should also facilitate transparent access to public funds. Participants of focus groups in the latest corruption studies in Ukraine had the same attitude (29% believe that corruption is a consequence of inadequate legislation while 9% believe it stems from administrative procedures) (Miller et al 1999).

Legal restrictions associated with freedom of association relate to the purpose of CSOs, their compliance with laws and their minimum membership (three founders required). These restrictions are not recognised as major impediments for the development of civil society. When compared with the other problems in CSO legislation, they are the least mentioned by survey respondents.

Informal associations are permitted by law and are required only to inform the authorities of their existence. Foreign CSOs may operate through their representative offices and, as a rule, they have tax-exempted fiscal status as non-residents.

All formal CSOs must register and be approved by the Ukrainian government. Often, CSOs are forced to change their mission and/or scope of activities to avoid facing additional administrative steps in registration or being denied registration by government officials. In such cases, court claims by CSOs are usually successful, but they require excessive time, resources and legal assistance, which many CSOs cannot afford, especially those in the countryside.

As a rule, registration fees (about \$10.00 -\$20.00 for local and \$500.00 for international CSOs) are not an obstacle in obtaining legal status. The law requires CSOs to have a minimum of three members. This means that an individual may not establish an organisation without at least two additional members (the only exception is the establishment of an endowment policy, introduced in December 2000). Additionally, CSOs often face new requirements for re-registration, when the relevant laws are amended.

CSOs often complain about the political pressure to fulfil informal instructions given by government agencies and local governments about the need to restrain from 'undesirable' activities, as defined by the state. However, this pressure may be qualified rather as administrative, because it is not based on the law. In the Ukrainian political situation, when parties are distanced from direct executive power,⁷ there is scope for corruption and this limits the space for civil society's to interact with government (26.13).

Stakeholders and workshop participants have different expectations and opinions concerning the relationship between civil society, government and business. Many indicated that government and business are not willing to collaborate with CSOs, and do not treat them as equal social participants. It should be noted that the indicator dealing with this relationship scored the lowest of all indicators (27.65 for business; 38.88 for government). These conclusions by a renowned author on civil society issues confirm this.

Yet our society failed to provide free space for civic initiatives outside government due to a number of institutional and subjective factors inherent within government of any level. Lately, the power of top bureaucracy has increased in Ukraine, because of the strictly planned nature of public life inherited from the former Soviet system. It is the reason for unrestricted bureaucracy even in the areas of civic life (non-political), where common sense seeks for efficient activities of civic organisations. (Lavrinych 1999)

We may conclude here that CSOs believe that the Ukrainian government largely inhibits the positive development of civil society.

The strikingly low level of business donations may be explained by additional factors such as the lack of tax exemptions for CSOs and tax deductions for their donors, coupled with complicated procedures of state control.

The legal status of CSO donors, sponsors and volunteers is ambiguous in Ukrainian law. CSO obligation to report on grants and donations at their donors' request is a positive regulation as it will help to increase transparency in CSO operations, thus decreasing any opportunity for corruption. Volunteer status is not cleared by regulations and in terms of general employment requirements it can be defined as that of an employee. Thus it is the responsibility of an employer to ensure timely payment of social security.⁸

⁷The Cabinet was formed on the basis of parties but real power lies with the Secretaries of Ministers.

⁸In Ukraine social security of employee is obligatorily covered by employer.

Public respect for CSOs and their individual volunteers or donors seems to be higher than the attitudes of the Ukrainian government and business (57.07). However, on the whole, it is estimated as low because of widespread social apathy and an outdated understanding of philanthropy that still exists in Ukraine.

CSO transactions are subject to general regulations. Charging for services, even if the law allows it in specific fields (education, health care, etc.), is currently a pretext for excluding CSOs from the state register of non-profit organisations and depriving them of tax-exempted status. The confusing regulations determining main and secondary types of CSO activity has resulted in the exclusion of some well-known NGOs from registration.

Thus, the legal status of CSOs is ambiguous. A general legal framework for CSOs exists, but it lacks cohesion and requires the addition of a number of by-laws in order for the laws to be implemented efficiently. This situation might improve after the adoption of the new civil code, which passed the second reading on March 1, 2001) and the act on non-business corporations, which has passed the first reading. The Ukrainian government, as a rule, is not proactive. It does not gather generalised information on NGO conditions and activities, nor does it develop comprehensive strategies towards civil society. The government has no specific bodies responsible for maintaining contacts with CSOs (except churches and trade unions) or advisory bodies representing CSOs. This is one of the major obstacles in the comprehensive development of a legal framework for civil society.

Values

The values dimension received the highest score of all dimensions with 58.55. However, even with this high score, survey respondents do not indicate that CSOs play an active role in maintaining harmony between different political, cultural, religious and ethnic groups within society. They do, however, recognise the importance of CSOs in protecting human rights, maintaining gender equality and protecting the environment (*Table 5*).

Table 5. Indicators of Values Dimension

Sub-Dimension	Value	Indicator	Value
External values	57.15	Tolerance 1	54.85
		Tolerance 2	55.55
		Human Rights 2	73.25
		Gender Equity 2	54.06
		Sustainable Development	62.50
Cultural Diversity	60.30	Cultural Diversity 1	65.20
		Cultural Diversity 2	55.91
Internal Values	74.22	Gender Equity 1	58.06
		Human Rights 1	80.51
		Internal Democracy 1	79.32
		Internal Democracy 2	76.56
Accountability/Transparency	52.98	Public Accountability	66.03
		Transparency	39.89
		Corruption	48.43

The analysis of existing data sources indicates a low level of tolerance within society toward minorities and other ethnic groups. The same sources show that readiness to protest is very low in society. The analysis also highlights the dominance of apathy and public mistrust of any organised activities.⁹ (DIF 2000). Here we may conclude that the capacity of CSOs to create harmonious relationships and to break stereotypes towards minorities in society is very limited. One participant of a regional workshop has defined the relations between a citizen and the government by stating, “Authorities are indifferent to civil society development. Citizens should be aware of their duty to remind any official, that he or she is only a ‘public servant’.”

Cultural diversity in civil society is represented at a medium level - 60. On the one hand, it outlines the functioning of numerous cultural and ethnic organisations; on the other hand, it validates their peaceful co-existence, though it says little about their co-operation. Some indicators, such as the co-operation level between the different cultural groups, will be useful in providing more detail concerning tolerance levels and harmonious interaction in a heterogeneous environment. This assumption is based on the regional socio-cultural disparities and well-known contradictions amongst religious groups in Ukraine (Freedom House 2000).

The survey has confirmed a relatively advanced level of internal democracy in civil society. However, responses from civil society stakeholders might not be grounded in the reality of the functioning of many CSOs, but may rather reflect what is the most desirable situation for CSOs. Only very few Ukrainian CSOs could be praised for the existence of evolved instruments of internal democracy. These would include ethical and legal regulations for their members, documents for employee referral which describe internal rules of the organisation, as well as the rights and responsibilities of its staff and members. Many members and employees of Ukrainian CSOs prefer to terminate their membership, apply for external arbitration, or to register as a new CSO, instead of making the effort to prevent conflict situations caused by internal by-laws dealing with such issues. Usually, internal conflicts cause the emergence of new twin organisations that go on to compete for support. This phenomenon could explain decline of membership in Ukrainian CSOs, while their total number increases.

The vast majority of Ukrainian CSOs do involve their members in their activities and their governing bodies are recruited on the basis of elections, as the regulations of Ukrainian law require any organisation to elect its governing body. Unfortunately, we did not have any data other than the stakeholder survey to establish the scores of internal democracy indicators, because no research has been done in this field. CSO respect for human rights and individual freedoms, and their efforts to maintain gender equity in their internal procedures, as shown by the survey results, also explain the rather high level of internal values of CSO.

The weakest point in civil society’s values system is poor CSO transparency and inadequate reporting to the public. The survey shows that CSO financial activities are still not transparent and the cases of mismanagement and corruption are quite numerous. We would like to stress the fact that the impact and structure dimensions also indirectly confirm the somewhat negative public attitude toward CSOs.

⁹Ukrainians estimate that they lack norms and values that provide social cohesion/integration to the society and state (39%), they feel lack of stability in society (76%), lack of human rights protection (64%). The ethnic conflicts expectation is 48%, and ethnic tolerance is estimated as 24%. Family conflicts are estimated as the highest (41%) as compared to ethic and civic (4%). Readiness of people to protest unfair government decisions is 4%; 66% respondents answered that they would not be able to change the situation/lobby government decisions with positive results. (DIF, 2000)

Ukrainian people feel unprotected in most issues that influence their values and mindset in general. Civic conflicts are improbable and expected mainly on family level, which testifies to the overwhelming apathy and low trust in the government and in civil society in general. The hypothesis is proved by the research findings on extortion and bribery in Eastern Europe, which conclude, “that people in Ukraine were the passive and guiltless victims of rapacious officials”, when involved in corrupt practices. (Miller et al 1999). People do not recognise that CSOs promote values. However, representatives of CSOs estimated their inner democracy as high, which is a good sign. Greater CSO transparency and accountability is required as a prerequisite for better citizen involvement in civil society.

Impact

The impact dimension scores 53.3 out of a possible 100. CSOs received the highest scores for their professional development and quality of client-oriented services. The impact of CSOs on national and local government on the other hand received low scores (*Table 6*).

Table 6. Indicators of Impact Dimension

Sub-Dimension	Value	Indicator	Value
Policy impact	39.98	Policy agenda	54.98
		Policy drafting	34.79
		Policy making	35.73
		Policy implementation	33.80
		Policy monitoring	39.53
Public profile	66.17	Media attention	69.50
		Media image	64.93
		Public profile	64.56
		Popular support	54.98
Service impact	56.16	Comparative advantage	66.47
		Conflict resolution	45.77
		Responsiveness	70.40
		Mobilising of marginalised	59.04
		Service impact	70.43
		Public good	53.16

Public Policy

The impact of CSOs on government is generally low and needs many enhancements. (39, 98.) The public sector supports small CSOs concerned with social issues, like invalid and youth groups (at the very least, it does not hinder activities), which fill gaps in the provision of social services left by the state. On the other hand, the public sector holds a strongly negative attitude toward the efforts of CSOs to operate in the potentially profitable fields of social services like education and health, where government agencies or state-controlled business corporations perform.

The co-operation of CSOs and the public sector in policy-making and implementation has slowly

developed over the past two years, but much needs to be done for its sustainability. Mostly, CSOs may influence policy-making and implementation on the local level, but on the national level, the principal stakeholders in the political processes are influential business and political groups, not CSOs. Ukrainian CSOs have few umbrella organisations on a national level that are able to make an essential impact on government policy. Procedural infrastructure to improve civil society's impact on government was initiated under the Yushchenko (former Ukrainian prime-minister) administration: in November 2000 and in April 2001 CSOs arranged two public hearings on the government's implementation programme, while the prime-minister reported about the government's activities. Think-tanks CSOs presented their own expertise on issues in the domain of the Cabinet of Ministers, which were implemented by government. Besides, during that administration, many CSO leaders initiated co-operation with government, from consulting with the Ministry of Economics to starting projects jointly with the Ministry of Culture.

During the months before the start of the parliamentary election campaign, state authorities made efforts to seek consensus and spoke out in support of 'third sector' development. To some extent, these processes may reflect the strengthening of democracy in Ukraine and efforts to constructive dialogue between government and civil society. On the other hand, this may also testify to the growing impact and significance of CSOs, even though mechanisms of co-operation between the political sector and civil society are still underdeveloped. The quote below proves the very immature political skills of CSOs:

Unfortunately,... CSO in Ukraine never got actual instruments to make an impact on government. In several cases, too close ties with political nominees [the article describes the election campaign in late 1999] caused the essential loss of CSO independence. (Dovbach and Aarov 2000)

Public Profile

When talking about the impact of CSOs on the media, we can summarise as follows. Firstly, there is a relatively positive image of CSOs in the media. However, there is a low level of media attention to CSOs. Finally, we find a remarkable degree of unprofessional behaviour in the relationship between CSOs and the media. In general, there is large potential for improvement.

Generally, the image of CSOs in the media is rather positive. Nearly 70% of all publications have a positive tone, while a few are overtly negative and almost 20% are neutral (SCIS 2000). The most popular activities highlighted within the broad range of third sector developments are: charitable activities, well-publicised presentations of charitable foundations, civil associations and other stakeholders in the sector. Analysis of civil society issues are relatively rare in the media (especially in nation-wide ones). Such material is usually published in special publications or magazines for CSOs. The co-operation between the media and CSOs is constrained and based on a somewhat negative treatment of CSO representatives by journalists. It reflects the conclusions of the values dimension on CSOs failure to be transparent and accountable:

...it is very difficult, sometimes even impossible to 'pipe' the information that is really interesting and useful for common people. Usually they furnish non-original data, rumours about internal conflicts in CSOs...(Perchikova 2000)

The level of public support for CSOs could be qualified as neutral. The principal causes for this mixed picture are: (1) the low trust of citizens in CSOs, (2) the rather poor public image of CSOs, (3) the lack of democratic and civic traditions in Ukraine and a consequently low level of public-spiritedness, (4) the non-professionalism of many CSOs in public relations issues, (5) the

unwillingness of some CSOs to co-operate effectively with the public, and (6) deficient transparency of CSO in their public relations.

Despite an increasing number of registered CSO, public participation in civil society has declined. Public opinion surveys by the Democratic Initiatives Foundation show that the membership rate of CSOs decreased from 30% in 1991 to 13% in 1996 (DIF 2000) The nation wide survey by the Centre for Innovations and Development in 1999 found that only 7.8% of the population called themselves a member of a CSO (in comparison with only 4,6%, who are members of over 90 political parties registered in Ukraine). (IDC 1999). Fifty-nine percent of Ukrainians have never taken part in any public activities. Citizens mentioned subjective factors, such as lack of time and motivation and external factors, such as their distrust of CSOs and lack of information about CSOs as the main causes of their unwillingness to participate (Sydorenko 2000).

Service Impact

The level of professionalism in CSOs has increased significantly over the last couple of years, due to the more active co-operation of CSOs with foreign grant-making organisations and training institutions. However, much is left to be done to make valuable use of this. The major obstacles are underdeveloped and inefficient models of CSO co-operation with government agencies and business corporations.

Civil society's role in conflict solving in Ukrainian society is negligible. The reasons are: 1) a lack of nation-wide confrontation, which is a result of the stability of Ukraine, and (2) the poorly organised activities of Ukrainian CSOs. In cases of possible social conflicts, civil society's role is restricted to the local level. Lately, there have been some positive developments in mobilising the socially disadvantaged, particularly by social service CSOs initiated by disadvantaged people. However, it is not uncommon for people to set up artificial social service oriented CSOs just to raise funds from international donor organisations. As one participant of the regional workshop remarked:

Today CSOs are formed in Ukraine either for seeking grants from donor organisations or to redistribute budget funds: local governments prefer to establish their 'own' CSOs in the relevant regions.

The extent of civil society impact is still debated controversially in Ukraine: on the one hand, CSOs increase their impact through interventions in public policy, raising their professionalism and genuinely trying to strengthen their social value. On the other hand, failures to establish effective partnerships with government, low capacity and inadequate public outreach, together with remnants of the totalitarian past make the practices of some CSOs ineffective in society.

Main Challenges for Civil Society

Given the findings of the research, the most challenging areas of civil society development in Ukraine are to be found in the following fields:

Participation in Civil Society

Even though CSOs are quite numerous and involved in a broad range of activities, public participation in civil society is rather poor.

Low public participation in CSO activities is determined by poor overall support of the public and low public trust in civil society's capacity to meet social needs (Impact), the lack of transparency in CSOs operations for the larger public and poor CSO reporting on these issues (Values), quite complicated administrative procedures for establishing a CSO and deficient tax deductions for

private donations (Space), and an over-concentration of CSO supporters in large cities and inadequate density of CSOs throughout the country (Structure).

Today these institutions of the public co-operation [i.e. NGOs] fail to play an important role in civil society development in Ukraine, though they have to and must take part in the strengthening of pluralism. (Lavrinych, 1999)

It is uncommon for Ukrainian citizens to affiliate with CSOs in order to solve their common problems and promote their common interests. Public awareness of the role and importance of civil society is poor and inhibits CSOs transformation into actual 'schools of democracy', where citizens could acquire democratic values and the skills of democratic participation in public life.

Functions and Effectiveness of Civil Society

Ukraine has adopted an advanced legal framework for the functioning of civil society, which secures basic conditions for citizen's associations and allows citizens to exercise their civil rights and freedoms (Space). The public largely supports human rights protection, environmentalism and social services for the disadvantaged by CSOs, and CSOs fulfil these tasks fairly well (Values). CSOs have improved their professionalism in providing services for their clients (Impact). The types of CSO services are quite diversified (Structure).

Unfortunately, it is unjustified to conclude that the principal functions of civil society – influencing government policies in favour of citizens to improve social conditions and meet the needs of the citizens – are fulfilled in full scale. The main reasons are:

- a lack of civil society coalitions able to secure an effective impact on state policy (Structure),
- an absence of skills in coalition building within the CSO sector as well as between CSOs and government and businesses (Impact),
- limited opportunities for co-operation with government agencies (Space) and
- deficiencies in CSO transparency reflecting their vulnerability to external interventions (Values).

Consequently, at the moment Ukrainian civil society makes little impact on government in terms of civil rights protection, solving social problems and improving social well-being.

Resources of Civil Society

The research has shown that the insufficient resource base of civil society in Ukraine inhibits its sustainable development. The human resources available, in the form of paid employees as well as volunteers, as the most important resource for civil society, are in critical short supply in Ukrainian CSOs (Structure). Operating expenditures of CSOs are less than 1% of the Ukrainian GNP. The sustainability of CSOs is recognised as a principal precondition for civil society's development as a whole. CSOs access to major sources of funding – government, private philanthropic donations and foreign financing – is restricted due to lack of skills in social partnership building and general governance patterns in Ukraine (Impact). Participants in the National Workshop shared this assumption and several individuals noted that:

CSO receive funds from the government, however, procedures of distribution and a small circle of recipients rather constrain the formation of the resource base of civil society.

A sustainable resource base for civil society has to depend on indigenous funding. Business donations and business attitudes to civil society reflect strikingly low scores (Space). Concurrently, the survey shows that CSOs financing from private donations is the second most important source,

after government subsidies (Structure). CSOs revenues are limited, with low quality public benefit services (Impact), and strong suspicions by the public with regard to mismanagement and corruption in CSO governance (Values). So, civil society is caught in a vicious circle: it lacks the capacity to solve crucial social problems because of restricted resources, and the poor achievement of these functions causes public mistrust of CSOs capacity and consequently, makes CSOs an unattractive recipient of social investment from the state budget and private sectors.

The Face of Civil Society

The public does not regard civil society as a favourable environment for the implementation of civic initiatives: sixty-six percent of Ukrainians do not believe in positive results of civil society's advocacy activities on government (DIF 2000). Though public attitudes towards civil society received a fairly medium score (52.54), Ukrainian citizens have the potential to be involved in civic initiatives.

Unfortunately, the lack of public tolerance and mistrust of social institutions hamper this potential. (DIF 2000). At present, public respect for CSOs roles focuses mostly on human rights protection, social services and environmentalism (CID 1999).

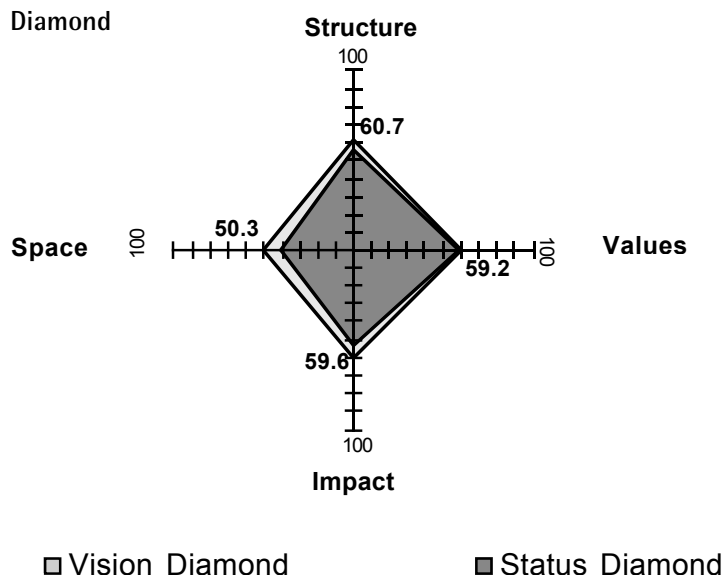
Public awareness of CSOs role is related to civil society's image in the media, where attitudes are mixed. CSOs lack a professional approach to co-operation with the media, while media attention to developments in civil society is still low (Impact).

Thus, the foundations for the positive development of civil society exist in Ukraine, if the existing potential for civic activism of Ukrainians is utilised through raising public awareness about the importance and functions of civil society.

The Prognosis for the Future Development of Civil Society

The predicted development of civil society in Ukraine is represented graphically as Diamond vision of civil society development in Ukraine.

Civil Society Vision Diamond



This picture has been developed based on the recommendations and predictions of civil society development by the research taskforce and the participants of regional and national workshops. The recommendations are structured along the four dimensions of the Diamond Tool. The tool creates a graphic vision of civil society's development in Ukraine in the next two to five years. As the challenging areas of civil society require the implementation of a long-term strategy, the prognosis should be seen as a rough estimate.

Recommendations for Civil Society Development in Ukraine

The participants of the workshops and research taskforce of the project jointly developed the following recommendations to improve the conditions of civil society in Ukraine.

Structure

1. Promotion of more equal distribution of CSO density

- 1.1. Adopting a regional approach to the strategy of civil society development (giving up strict general recommendations), based upon thorough studies of the specific situation of civil society in the different regions, their successes, available resources and practices in the formation of civil society.
- 1.2. Focusing the efforts of umbrella CSOs in small towns and district centres as well as in the regions with small number of operating CSOs.
- 1.3. Upgrading the quality of intellectual products (research, proposals, management techniques) through propagation of the most successful CSOs in the different regions of Ukraine.
- 1.4. Upgrading the quality of training provided by CSOs; more creative approach to training activities; more training programmes on legal issues.
- 1.5. Implementing a differentiated approach by donor organisations to supporting CSOs in the different regions.

2. Increasing financial sustainability of CSO

- 2.1. Diversification of funding sources for CSOs; strategic approach to fundraising.
- 2.2. Uniform approach by donors to CSO financing; establishing a donors' forum.
- 2.3. Development and implementation of special training programmes aimed at the enhancement of CSO co-operation with business and local donors.
- 2.4. Development and implementation of special educational programmes for business aimed at the enhancement of corporate charity.
- 2.5. Promotion of CSO co-operation with government in designing a strategy to redistribute budget funds through CSOs; using the experience of neighbouring countries for the elaboration of recommendations to the Ukrainian government.

3. Increasing citizen participation in CSO activities

- 3.1. Elaboration of a strategy for increasing membership in CSOs, taking into account the geographical and agenda differences of CSOs as well as the differentiation in age structure, ethnic culture, and rural/urban conditions.
- 3.2. Running consultations on how to establish a new CSO, how to manage an operating CSO, and on other functional dimensions of CSOs; these consultations should be easy to grasp by common people.

4. More active participation by CSOs in various types of civic initiatives, particularly, grassroots ones, that are legitimate and legal.

Space

1. Development of sustainable and legitimate institutions of civil society acting as social partners to other agents of social services and/or social investments (government, business and households).
2. Decentralisation of social services and social investments as a precondition for securing socio-cultural rights of minorities and easing political strains.
3. More simple procedures for CSO legalisation and legal protection from interventions in CSO missions and objectives.
4. Establishing appropriate legal regulations on the tax deductions of individual and corporate contributions, including donations, to social services and social investment activities of CSOs; these may include specific subsidies from the national or local budgets.
5. Clarifying the legal status and payment provisions for CSO volunteers.
6. Passing regulations on conflict of interests between CSO members and investors, and the indemnity of CSO losses occurred due to mismanagement.
7. Establishing legal regulations concerning the procedures for claims against the decisions of CSO governing bodies by CSO members and investors.

Values

1. Enhancement of CSOs role as a main factor in activating civic initiatives and increasing public advocacy on societal issues.
2. Propagation of the positive results of CSO activities among the public.
3. Upgrading the co-operation between different cultural groups and CSOs in the regions (given the cultural differences of the Ukrainian regions).
4. Propagation of practices in designing codes of ethics and broad discussions of democratic governance issues in CSOs.
5. Involvement of the larger public in CSO activities through volunteering, participation in specific actions and job seeking.
6. Propagation of practices in publishing annual reports on CSO activities, as well as the involvement of supervisory bodies and committees with membership representing the different sectors of the larger society.
7. Development of recommendations on transparency and a better understanding of the procedures on project applications of CSOs with regards to projects of foreign donor organisations.
8. Enhancement of public awareness of the media representatives as the intermediary link between CSOs and the larger society.

Impact

1. The development of effective instruments for CSO co-operation with government through:
 - 1.1. Lobbying for relevant legislation in the legislatures;
 - 1.2. Development of nation-wide programmes of social partnership construction .
 - 1.3. Promotion of CSO dialogue with government agencies through running meetings, roundtables, discussions and so on.
2. Raising CSOs awareness of the existing legal regulations on the co-operation with business and promotion of dialogue between business and civil society.
3. Enhancement of citizens' participation in public life and civil society via the development of a nation-wide communicative strategy to promote dialogue between civil society and the public.
4. Poverty- level reduction and increasing of human development by focusing social services and social investments on target groups
5. Strengthening social stability (including reduction of crime rate and corruption levels).
6. Increasing internal and inter-sectional organisational capacity of CSOs in order to develop a common policy concerning co-operation with the Ukrainian government and donor organisations.
7. Enhancement of CSOs professionalism in public relations to strengthen their impact on the media and the public.

Focusing activities of umbrella CSOs on more active co-operation with the media to enable journalists to get the necessary analytical skills and knowledge about civil society to highlight and comment on CSO activities.

Part III

Conclusion

From the research findings, the following aspects of civil society's development in Ukraine emerge as crucial areas:

1. It is uncommon for Ukrainian citizens to affiliate with CSOs to solve their common problems and promote their common interests. Public awareness of the role of CSOs is poor, inhibiting CSOs transformation into actual 'schools of democracy' where the citizens can acquire democratic values and skills.
2. The level of civil society's resources strongly depends on the public's attitude toward civil society, CSOs professional skills in partnership building, as well as the adoption of an appropriate public communication strategy.
3. At the moment, Ukrainian civil society has little impact on the government in terms of civil rights protection, solving social problems and improvement of quality of life in the society.
4. The foundations for a positive development of civil society exist in Ukraine, if the existing potential of civic activism of Ukrainians is utilised through raising citizens' awareness about the importance and functions of civil society.

Recommendations and Strategic Guidelines for Civil Society Development in Ukraine in the Near Future.

It makes no sense to expect to be able to improve all indicators of civil society's development, particularly those dependent on the general economic and social environment, because their dynamics are mostly independent of proactive strategies of civil society stakeholders. The improvement of some specific indicators can occur within the next 2-5 years, but changes in these crucial areas require complex strategic activities.

All the recommendations developed within this project concern the sustainable development of civil society, which is feasible, if certain activities are implemented on several dimensions. It is possible to increase the total number, actual capacity and potential of civil society organisations in Ukraine provided the following recommendations are implemented:

Promotion of a favourable environment in different regions of Ukraine for proactive co-operation of citizens and CSOs for solving the common problems and promotion of their common interests.

This recommendation concerns the involvement of citizens from remote regions of Ukraine in public life through CSOs. The strategy suggests a differentiated approach, studying the cultural, religious, geographical and other regional peculiarities of civil society development in the Ukraine . These activities include the revival of centres for CSO support in the regions, differentiated treatment of donors supporting CSOs in less advanced regions, development of focused strategies for increasing membership, decentralising of social and cultural services, promotion of co-operation between cultural and ethnic groups as well as CSOs in the regions.

Enhancement of a resource base for sustainable development of CSOs, including both material as well as human resources.

The implementation of this recommendation will allow the elimination of one of the worst problems for civil society, namely the limited resources for its sustainable development. At first sight, this problem could be solved by the diversification of CSOs sources of income . But it also requires comprehensive amendments to laws concerning the legal status of CSOs, their donors, staff and volunteers, as well as changes in the resource base for CSOs, including the legal opportunity to charge for services provided.

Building effective partnerships between CSOs, government and business.

This dimension is a crucial one, both for strengthening the resource base of CSOs as well as for enhancing partnership-building skills for the public benefit. This will impact on public advocacy, political processes, democracy development and the formation of a social economy through the redistribution of donated resources. Significant changes should occur in legislation on the procedures of social investing, development of educational programmes focused on the techniques of inter-sector partnership, training CSOs with regard to transparency and public reporting and the implementation of joint projects aimed at solving urgent social problems.

Increasing CSOs accountability to their clients, partners, volunteers and donors, as well as strengthening internal ethics in CSOs.

The accountability of CSOs to the public is a precondition to recognising the important role of civil society by government and the public. The relevant activities include the development of appropriate procedures on internal monitoring, control and reporting in CSOs. A national legal framework should include the regulations specified for the differences in CSOs economic activities and services from government and business. Advancing CSO professionalism and ensuring a better quality of service to their clients may improve the public's understanding of the importance of the social tasks fulfilled by CSOs. Resources from the public, government and business will become more available, due to CSOs improved quality of service. It is also most important to enhance the image of philanthropists as civil stewards and civil society stakeholders.

Development of an effective communication strategy by civil society in order to raise the public awareness of the activities and values CSOs advocate.

Raising public awareness of civil society's activities can be achieved through the development of a nation-wide communication strategy. This strategy should be diversified and focused on specific target groups (business, government agencies, the media and so on). One of the important elements of this strategy should be a more active co-operation with the media, raising the democratic skills of journalists, enhancing their role in the promotion of civil society's ideas . Recommendations include direct participation of CSOs in any types of civic initiatives, CSOs initiating a fruitful dialogue with the public, CSOs reporting to the communities via the local media. In this way CSOs can raise the awareness of media representatives on their practical activities as well as about the theory of civil society.

Incentives for CSOs to act as 'schools of democracy', which allow citizens to solve their problems, based on lawful and legitimate procedures for policy change.

These recommendations also depend upon the professional skills of CSOs in fulfilling their principal function, namely advocating and promoting citizen interests in the public sphere and towards government. It is of vital importance to combine the existing capacity and experience of civil society with the development of advanced techniques. Specific activities should focus on

improving networking skills, developing CSO co-operative skills, and keeping democratic basics in building and operating the coalitions of CSOs. Consequently, the internal integrity of the sector and its public recognition will improve.

The Importance of the CIVICUS Index on Civil Society Project in Ukraine

At the moment, almost 25000 CSOs operate in Ukraine. They may be categorised as religious organisations; trade unions; professional and business organisations; grant-making foundations; developmental CSOs; CSOs active in education, training and research; environmental CSOs; advocacy CSOs; women's associations; student and youth associations; health CSOs; sports clubs; CSOs for social services; ethnic/traditional/ethno-cultural indigenous CSOs; culture and art CSOs; community-based and informal associations; economic interest CSOs and others. People associate voluntarily in these organisations to solve social problems and jointly advance their common interests. Civil society stakeholders also include private individuals, irrespective of their background, who participate in CSOs by donating their time, money and talents.

During the dramatic social and economic transformations in this country over the last decade, CSOs faced the challenges of acute social problems such as the increase in poverty and consequent movement of citizens into self-survival practices (DIF 2000). Now CSOs require the development of new approaches to enhance their impact on society, government and business, as well as efficient strategies for securing social and public welfare.

The research findings of the Index project made it possible to discover and specify only the critical areas of the health, strength and impact of Ukrainian civil society. The recommendations by the project national lead organisations therefore cannot be as detailed as we would like them to be. However, the recommendations can be used as a crucial resource for both Ukrainian CSO and donor organisations, government agencies and the public.

The *Index* was implemented in its pilot phase and is planned to continue for several years. The participants in the project – civil society stakeholders from CSOs, government, business and the media – have pointed out its importance and innovative character for Ukrainian society.

We are aware of the crisis of the political, social and economic system in Ukraine. The findings on the relative health of civil society against this background impress heavily with their optimistic attitudes and are a source of certain positive sentiments.

As apathy and mistrust of social institutions dominate public opinion in this country, the optimism induced by the research findings may be used as a crucial institutional factor for the development of civic initiatives.

This is the first comprehensive research on civil society in Ukraine. We hope that the *CIVICUS Index* project is going to initiate a scientific and sustainable approach to the development of civil society institutions. The project outcomes are to be widely disseminated among CSOs, donor organisations, government agencies and the public. We presume the project will have the important impact envisaged by one participant of the regional roundtable in L'viv:

Whatever the importance of the data obtained due to this project's implementation, its greatest value is defining the indicators. We should lay the groundwork, CSOs should keep a high profile ... Whatever we can do, whatever laws are passed, the reforms may fail because the public is not ready for them ... We should choose the complex approach: promote reforms and hand-in-hand raise public awareness of the reforms. This is the strategy of civil society development.

What counts is that the project's implementation and its outcomes gave impetus to CSO participants to contemplate the problems facing civil society, potential ways to solve them, and how to initiate a constructive discourse.

Appendix 1

Project Leaders

National Lead Organisations - League of the Regional Resource Centres for NGOs

(LRRC) and Counterpart Creative Centre (CCC) have implemented the CIVICUS Index pilot project in Ukraine. The project management and the nationally recognised track record of both organisations led to the success of project. The joint capacities of two national networks, one of NGOs serving organisations and the other of a qualified group of people, has resulted in this outstanding product and national recognition of the project's value for the development of civil society in Ukraine.

League of the Regional Resource Centres for NGOs (LRRC) is a network of 16 resource centres for NGOs located all over Ukraine. The mission of the League is to promote empowerment and responsibility of citizens through development of the 'third sector' in addition to social partnership strengthening in Ukraine. The League was founded as an informal network of NGO support centres in 1998. Activities within the network include information exchange and dissemination and joint projects, which involve activities on interregional, national and international level. The League has initiated numerous projects, for example, research on regional development of NGOs, fundraising seminars and training programmes, public-private partnership projects on regional civil society development in Ukraine and so on. Currently the official representative of the League is the Center for Philanthropy, Kiev, Ukraine.

Counterpart Creative Centre (CCC), an affiliate of Counterpart International, is a Ukrainian non-governmental organisation registered in 1996. CCC grew out of the Counterpart Service Centres initiative (CSC), a USAID-funded project implemented by Counterpart in Ukraine, Moldova and Belarus from 1993 to 1996.

CCC is committed to developing civil society and solving educational, social, cultural and scientific problems in Ukraine through a variety of mechanisms, including:

- information and consulting services
- training and workshops for NGOs, government institutions, and businesses
- research, surveys and evaluations
- grant management
- public outreach and information dissemination

CCC's core capacity is invested in its nucleus of 20 trainers who serve both a training and regional representative role. CCC has the capacity to conduct training on twenty different institutional development topics, on various levels and, according to their clients' needs. This network of trainers, located in Vinnytsya, Uzhgorod, Kharkiv, Berdyansk, Zaporizhzhya, Kyiv, Lviv, Donetsk and Odessa, serves a wide range of NGOs, businesses, and local institutions in both rural and urban settings. The trainers are fully trained and supported by CCC to provide effective, responsive, demand-driven and locally appropriate training and consultative technical assistance.

Project Implementation Schedule

September – October 2000	League of the Regional Resource Centres for NGOs and Counterpart Creative Centre initiate conducting Civicus Index pilot project in Ukraine. Two organisations agreed on partnership construction during project implementation and shared responsibilities.
November 2000	The strategy and work plan of project realisation was developed. The research team was formed.
December 2000	Stocktaking of existing data sources and data base creation.
January 2001	Focus groups on selection of appropriate indicators were conducted in the regions of Ukraine.
February 2001	Representatives of the National Lead Organisations participated in the Global NLO Workshop in Mainz, Germany to clarify project implementation issues and to discuss next steps.
February – March 2001	Survey of existing data sources and preparation of the country report. Focus groups results analysis and preparation of the data collection phase by stakeholders survey.
April 2001	Stakeholders survey realisation. 600 questionnaires were distributed in the regions of Ukraine and 350 filled.
May 2001	Data base created to process survey results. Status Diamond has been developed.
June 2001	preparing the agenda-setting workshops in five regions of Ukraine. Drafting the country report.
July 2001	Five regional agenda-setting workshops were held in different parts of the country. Country report final draft prepared following the results of the workshops.

Project Implementation Core Issues

National Lead Organisations were challenged to accomplish the task to follow both the international methods described in the toolkit and recommendations of the civil society stakeholders during the *CIVICUS Index on Civil Society* project implementation in Ukraine.

The methodology of the research was developed by CIVICUS: World Alliance for Citizen Participation. It is presented in the major publication, *The CIVICUS Civil Society Diamond: Profiling Civil Society* by Helmut K. Anheier, Centre for Civil Society, London School of Economics. Methods of project realisation were developed with the involvement of more than 40 experts internationally and by conducting a number of events in Ukraine.

First, the definition of civil society has become a core discussion point among civil society stakeholders in Ukraine. The research team paid a lot of attention to defining civil society suggested by the research methods.

The concept of civil society has become more prominent in a variety of social science disciplines, it remains contested in terms of its uses and meanings. In this context, it is important NOT to reify civil society and treat it as an entity or actor *sui generis* with its own agency to act. Civil society as

used here is primarily an analytic concept that, while not being synonymous with the term ‘society’, nonetheless comprises separate component parts:

- *Institutions, e.g.*, the rule of law; institutions are structural patterns that address and regulate specific areas or tasks of society such as political decision-making (institution: democracy), social inclusion (citizenship), reproduction (family) or information and communication needs (media).
- *Organisations, e.g.*, civic groups and non-governmental organisations; civil society organisations or (CSOs) are defined as self-organised groups, based on voluntary participation and characterised by (a) autonomy from the family, market and the state; (b) capacity for collective action to advance their common interests; and (c) agreement to act within civil rules. Networks, as less formal organisations, would also be included under this definition.
- *Individuals, i.e.*, citizens and participants in civil society generally, including their values, expectations and activities” (Anheier H 2000).

From more than 60 indicators offered by CIVICUS for a basic description of civil society along a number of dimensions, the Ukrainian research team has accepted 58 for the local environment. Focus groups, which were held in 13 regions of Ukraine, completed indicator selection. Focus group participants from civil sector research community, NGOs, business, government and media also reflected on the survey format, procedures, and selection of questions. Stocktaking of existing data sources provided data on available indicators that were reflected in the Overview Report on The Present State of Ukrainian Civil Society.

Focus groups illuminated regional differences concerning the concept of civil society in Ukraine. Participants from the industrialised eastern Ukraine approached civil society as a philosophic concept based mostly on values and perceptions of people. Participants from the more traditional western part recognised civil society as an opportunity for political change and empowerment of people. Participants from semi-private and socialist central Ukraine spoke speaking about the social role of CSOs and well-being guarantors. The heterogeneous southern part of Ukraine introduced issues of efficiency and outcomes of civil society. CSOs from the capital of Ukraine, experienced in lobbying for national change, (especially business development associations), see civil society’s role as changing policies and involving people in the protection and promotion of their interests.

An international team of 13 national lead organisations (NLOs) has agreed that not all the indicators are available for civil society profiling. A civil society stakeholder survey has been chosen to facilitate data processing. One of the major issues in the preparation of the survey was the establishment of a list civil society sub-sectors, which should be clear for local respondents and should correlate with the above mentioned definition.

A stakeholders survey was carried out following the recommendations of the ICO. This was unified for all implementing countries, and used the data of stocktaking and recommendations of focus groups developed locally. Six hundred questionnaires were distributed among civil society stakeholders, sampled by personal contact in 25 regions of Ukraine. Consequently, we received 350 filled questionnaires that were analysed and these provided the basis for the country report of civil society development.

Assessment and Agenda Setting Workshops

In the framework of the Civicus Index project, the implementation team conducted five regional workshops in Ukraine. The idea to have regional workshops instead of one national workshop was to move toward civil society stakeholders in different parts of Ukraine and to feel the regional differences in the development of civil society. The idea arose after focus groups were conducted in the regions of Ukraine. On the one hand, focus groups have shown, great interest in the project’s

outcome and involvement of representatives of CSOs. On the other hand, there were differences between different regions of Ukraine in approaching the civil society issue. To enable as many representatives of civil society as possible to participate in the project, five workshops were conducted in Odessa (South) July 9, Zaporizzhia (Central) July 12, Kharkiv (East) July 11, L'viv (West) July 16 and Kyiv (capital) July 16, 2001.

The experiment turned out to be a great success: many participants were grateful for their involvement in the first participatory research on civil society in Ukraine. They expressed valuable views, enriching the country report. Local media has been attracted and has published information on the project, which is available to local communities. The project research and implementation team has proved their hypothesis on regional differences in civil society development in Ukraine.

The most vivid results of the workshops, which outline the regional differences are:

- In Odessa (South), workshop participants were very active in the sense of application of the project results. They were interested in the comparative aspect of the project and eager to learn about civil society development in other countries in comparison with Ukraine.
- In Kharkiv (East), participants concentrated their attention on the intellectual part of the project, in the data veracity, and stressed critical problems for civil society development in Ukraine. They agreed that the project is timely and needed to put civil society issue on the research agenda in Ukraine.
- In Zaporizzhia (Centre), the discussion focused on the raising social responsibility of business and social service aspects of CSOs. Again, the project was recognised as valuable and timely for Ukraine.
- In L'viv (West), aspects of civil society's impact on the state were discussed and recommended and issues of CSOs public relations were debated. Participants recommended that the research be widened and extended to have a comparative picture on civil society growth.
- In Kyiv (Capital), the discussion focused on the correlation of project data and a lot of stress was put on the people's involvement in civil society as well as on functional aspects and resource bases for CSOs development. The project's value was recognised again and a lot of concrete recommendations were provided for vision and agenda-setting.

All the workshops were similarly organised and conducted according to the agenda provided by CIVICUS jointly by the Counterpart Creative Centre and the League of the Regional Resource Centres for NGOs. The results and recommendations are included in the Country Report of the *CIVICUS Index on Civil Society* in Ukraine. The workshop presenters were representatives of NLO – Svitlana Kuts (LRRC) and Lyuba Palyvoda (CCC), who presented procedures of project realisation and research methodology. The research team of Alex Vinnikov, legal advisor of International Centre for Non-profit Law, Leo Abramov, vice-president of Kirovograd Centre for Creative Initiatives Support, Vasyl Polyiko, president of Western Ukrainian Resource Centre for NGO and Svitlana Kuts made presentations on status data and recommendations on their respective dimensions. The workshops were facilitated by trainers - regional members of Counterpart Creative Centre. Plenty of time was devoted to questions, discussions on assessment and building a vision for civil society in Ukraine. Workshop recommendations and results of the project are included in the report under 'presentation'.

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