

# Civil Society in Uruguay: Crucial Challenges and Vast Potential

A PRELIMINARY REPORT ON THE CIVICUS INDEX  
ON CIVIL SOCIETY PROJECT IN URUGUAY

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### *CIVICUS Index on Civil Society*

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# Part I

## Introduction

Diversity is a defining feature of civil society in Uruguay, the smallest country geographically in South America with a population of three million. Diversity is so prolific that not a single area, region, issue or neighbourhood in Uruguay can exist without the contribution of some or several civil society organisations (CSOs). Groups working in social and health rehabilitation, the strengthening of citizen participation, promotion of human, children's and women's rights act alongside groups that provide training opportunities to young people in the hopes of ensuring better opportunities for them in the labour market.

CSOs in Uruguay provide services in an effective and efficient way. Furthermore, expressions of solidarity, ethics and ideals from CSOs transcend regional and national borders, as seen with the solidarity campaigns organised by CSOs in Uruguay, Honduras and El Salvador following the aftermath of such natural disasters as Hurricane Mitch. Doctors, social workers and other volunteers travelled to Central American countries to assist with their reconstruction. Many others members of Uruguay CSOs are currently helping in the field.

Quantitative and qualitative research on civil society in Uruguay is a relatively new endeavour, as a consequence of the country's recent history. Uruguay experienced a 15-year period of military dictatorship (1973-1985), with violations of human rights and the banning of civic and political organisations and unions. Given that the public university was under the control of the military regime, research and investigation were also constrained during those years. Private academic centres or non-governmental research institutions had to preserve the work and shelter members of the academic community. Many CSOs operated despite the proscription and eventually played an important role in the establishment and consolidation of democracy. The political situation in Uruguay has changed radically since democracy was established 15 years ago, with a subsequent change in the state of civil society research in Uruguay.

CSOs have played a crucial role in Uruguay's recent history. NGOs and civic groups were important protagonists in the re-establishment of democracy in 1985, after more than a decade of authoritarian rule. Human rights groups, community organisations and other NGOs represented an appropriate umbrella for people's causes, since trade unions and political parties were banned during the dictatorship and NGOs were able to function as substitutes. The role of CSOs changed dramatically with the resurgence of democracy when they had to re-define their mission, from being in opposition to the government to being non-governmental organisations.

The last 15 years have brought important challenges for civil society organisations. The identity crisis in the democratic transition period has been followed by the emergence of new groups, the strengthening of voluntary participation, the need to interact with the state as a crucial social actor and the demands for a voice in the decision-making process, at both national and regional (MERCOSUR) level. CSOs have evolved and continue to evolve. That they continue to thrive, however, is a *sine qua non* condition for strengthening democracy in Uruguay and in the MERCOSUR region.

Currently, CSOs in Uruguay comprise seven main categories:

- (1) Community and grassroots organisations;
- (2) development NGOs;
- (3) private foundations, corporate, and philanthropic foundations;
- (4) trade unions and workers' associations, professional organisations, and student associations;
- (5) cultural and sport organisations;
- (6) co-operatives; and
- (7) educational institutions, non-profit schools & universities.

These seven streams number thousands of organisations and it is almost impossible to have a systematic numerical register that reflects the exact size of Uruguayan civil society. Estimates range between 3,000 and 5,000 active organisations operating within these seven streams.

In the context of such diversity, ICD partnered with CIVICUS: World Alliance for Citizen Participation on the *CIVICUS Index on Civil Society* which aims to strengthen civil society by assessing its current health and offering a context in which stakeholders can make informed decisions on its future development. Commendable contributions of the Index project to civil society in Uruguay include:

- Providing the opportunity and method to quantify the value of civil society's participation in development activities, highlighting their important contributions;
- Initiating a consultation process related to a reflection on the state of civil society in Uruguay and its participation in the design and implementation of policies;
- Providing a basis for better articulation and the creation of strategic partnerships between CSOs, the state and the corporate sector.

The methodology used in implementing the Index included a targeted opinion survey of key civil society informants (key informants) and an analysis of existing data. This information looks at civil society through four dimensions, as outlined by the civil society Diamond tool.<sup>1</sup>

- the **structure** of civil society;
- the legal, political and socio-cultural **space** that civil society occupies within the regulatory, legal and social environment;
- the **values** that civil society represents and advocates; and,
- the **impact** of civil society on social well-being and the policy process.

Part Two of this report describes the major tasks carried out in implementing the *CIVICUS Index on Civil Society* project in Uruguay, presenting a brief interpretation of the four-dimensional approach to graphically mapping the status of civil society in the country. Part Three presents the more relevant conclusions of the study.

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<sup>1</sup> The 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

### *The Implementation of the Project*

Late in 2000, following ICD's application, CIVICUS appointed ICD as the National Lead Organisation (NLO) for the implementation of the *Index* in Uruguay. The project has included several different phases and their corresponding activities. For its implementation, CIVICUS provided ICD with a toolkit outlining the implementation steps, a tool that has proved to be of great value.

For the implementation of the project in Uruguay, ICD and CIVICUS agreed upon a combined methodology. Both a stakeholder survey to collect primary data on civil society (especially with regard to the values and impact dimension indicators), and an analysis of existing data (especially in the case of the structure and space dimension indicators) would be used. The key steps for the implementation of the project include a review of existing information, a selection of indicators appropriate for Uruguay and the adaptation of instruments and analysis of existing and collected information. In accordance with the spirit of the project, a participatory process was meticulously followed, involving civil society stakeholders in the different phases of the project. In that context, focus groups were convened to select indicators, in-depth interviews were conducted with the same purpose and a broad survey was administered as one of the key components of this study.

#### **Phase I: Stocktaking of Existing Data Sources**

The review of existing information on civil society represented one of the most important foundations for the successful implementation of this project.

ICD is well-placed to accomplish this task, since the Institute itself has conducted many studies regarding the role and impact of CSOs in Uruguay. Other organisations and researchers have also paid attention to this issue, but the compilation of information indicates that most of the available studies, directories, articles, books and referral information about civil society (conducted since 1985), have been authored by ICD or ICD's researchers.

Two conclusions reached in carrying out this phase are noteworthy: (1) the coverage of Uruguay by international sources or databases is fair, and country-specific data was available or could be collected; and (2) the availability of 'in-country' data, i.e. information produced in Uruguay is satisfactory, with ICD having produced a large part of Uruguay's data on civil society, maintained databases about and for CSOs and conducted in-depth research on the concept and definition of civil society and which types of organisations it includes.

A review of existing data was very useful for the elaboration of indicators that could throw light on the current status of civil society in Uruguay.

## Phase 2 – Adapting the Instruments

The CIVICUS Index Global Workshop, held in Germany in February 2001, provided an engaging and active framework for the implementation of the *Index* project. Subsequently, the agreed instruments, the methodology, and the indicators were to be adapted and translated into 13 different realities. The following countries attended the workshop in Germany and are part of the pilot phase: Belarus, Canada, Croatia, Estonia, Ghana, Mexico, New Zealand, Pakistan, Romania, Scotland, South Africa, Ukraine and Uruguay.

Survey questionnaires were translated into Spanish and the indicators discussed with key informants: researchers, NGO leaders or practitioners and other important stakeholders.

In March 2001, ICD conducted a series of key informant interviews and focus groups with researchers, NGO leaders and other civil society practitioners and stakeholders, to select indicators that would be vital to measuring the health of Uruguay's civil society. These indicators formed the basis for designing the survey. The final surveys are found in Appendix 1. To ensure the relevance of the indicators, certain criteria had to be fulfilled, namely they had to be significant, relevant aspects of the dimensions of civil society in Uruguay and they had to be analytically sound (indicators clearly defined and understood) and measurable.

## Phase 3 – Surveying Key Civil Society Stakeholders

ICD administered the *CIVICUS Index on Civil Society* stakeholders' survey and compiled the responses between April 1, 2001 and May 18, 2001. The survey was conducted in Montevideo and other major urban areas and was administered by email, fax and special mail. A cover letter including information about the *CIVICUS Index* was attached to each survey form.

The initial sample included 100 names of stakeholders, belonging to, or developing activities within, a diverse range of organisations, including members of CSOs, representatives from the state, mass media institutions, university and business-related associations. The stakeholders' list incorporated qualified high-level agents, operating in strategic positions.

Many respondents are affiliated with more than one organisation, working for instance, part-time for a state agency and part-time for an NGO. Many respondents are involved in civic organisations (i.e. boards of cultural organisations) even if they currently have a post in a state agency.

Of the 100 surveys sent out, 75 validated responses were received. This represents a high response rate of 75%. (See *Table 1* for a breakdown of respondents by main organisational affiliation.) Even the stakeholders that could not answer the survey showed interest in the project and an eagerness to know the final results of the study. The responses were received by email, fax, mail or — to facilitate the process and ensure a better response rate- they were even collected by ICD project staff.

**Table 1. Breakdown of Survey Respondents by Main Organisational Affiliation**

Stakeholders Main Affiliation	Number of Responses	Percent
Civil Society Leaders	41	55%
Representatives of Government	9	12%
Business Representatives	5	6.5%
Academics/Researchers	15	20%
Journalists/Media	5	6.5%
<b>Total</b>	<b>75</b>	<b>100</b>

The survey gathered important knowledge about civil society and its different sub-sectors. It is worth noting that many of the stakeholders either belong to, or are very well informed about, different sub-sectors. (See Table 2 for a breakdown of respondents and associated sub-sectors.) Note that each stakeholder can belong to or be competent in several sub-sectors (the addition is higher than 100%).

**Table 2. Survey Respondents by Civil Society Sub-sector**

Sub-sectors	Number of Respondents
Faith-based Organisation	4
Trade Unions	4
Grant-making Foundation	4
Developmental CSO	2
CSO Active in Education, Training, Research	9
Environmental CSO	1
Advocacy CSO	9
Women's Associations	3
Students/Youth Association	4
Social Service and Health Associations	9
Ethno-Cultural CSO	3
Social and Recreational CSO	6
Professional and Business Organisations	4
Community based and Informal Associations	9
Economic Interest CSO	2
Others	2
<b>Total</b>	<b>75</b>

Many respondents went beyond the questions and included comments and suggestions and other interesting inputs. Many stakeholder survey respondents expressed valid and worthwhile comments, related to the different aspects of the survey and the analysed dimensions:

### Structure

- Some questions could be divided into separate questions (i.e. question 1.11)
- Some concepts are not clear ( 'balanced ' distribution)
- CSOs have closed due to lack of funding but also due to other reasons (identity, inadequate project designs)

## Space

- Some companies support their employees in order to improve the company's image (generate added value for the company itself).
- Some companies do not publicise their philanthropic activities

## Values

- Some questions accept answers at both ends (i.e. 3.6, 3.9, 3.10, 3.12)

Some stakeholders made recommendations or expressed concern about the research:

*"The questions are for the whole civil society and CSOs hold many organisational forms. Thus, the answers to the survey have a partial and restricted value."*

*"Civil society is vast, diverse and complex. A questionnaire for a single sub-sector should be difficult to answer, let alone a questionnaire for the whole civil society."*

*"It is very difficult to give a general opinion or evaluation about the whole civil society, since it is so complex and diverse. Thus, all answers will be biased, will reflect the experience of each respondent."*

*"It has not been easy to answer this survey, since the working definition of civil society you use is so broad."*

*"The form is too extended."*

*"The form reflects concepts and approaches regarding civil society that do not belong to Organisations from the South. They seem rather to belong to CSOs from Northern countries."*

And many positive and gratifying comments were received:

*"A very well organised survey that helps to visualise the characteristics of Uruguayan CSOs."*

*"This has been an opportunity of having their voices heard for organisations that usually are denied such opportunities."*

*"The questions are specific and accurate."*

*"The questionnaire is coherent and reflects methodological accuracy."*

*"Thank you for allowing me to contribute to what will be a better articulation among civil society and the State."*

The survey has been an excellent promotional tool for informing people about the CIVICUS Index project and creating expectations around the dissemination of the results.

## Phase 4 – Other Crucial Indicators

Besides the *Index* survey, some indicators were measured and assessed by ICD by means of a review of existing bibliography, or conducting additional research and analysis (see page 25 for the list of the bibliography consulted for this report). Legal and Impact aspects were consequently analysed, resulting in the elaboration of two short reports (*see Reports I and II*). Promptness, clarity and comprehensiveness were assessed in the process of setting up a CSO in Uruguay (inquiry process simulated by ICD researchers). The State of the Nation address was also analysed in order to see how the government perceives civil society.

Secondary data was also collected. Some indicators such as paid employment in CSOs (a sample of CSOs), membership in CSOs, Government funding and other relevant indicators were measured with the help of existing data. See Appendix 3 for a complete list and description of the secondary data reviewed.

## Part III

### Civil Society in Uruguay

#### Main Findings

The findings of the *Index* project reveal a civil society of medium health, especially with regard to its external environment (space) and internal construction (structure). Regarding its actions (impact) and aspirations (values), civil society in Uruguay is regarded as being slightly stronger. See Figure 1.

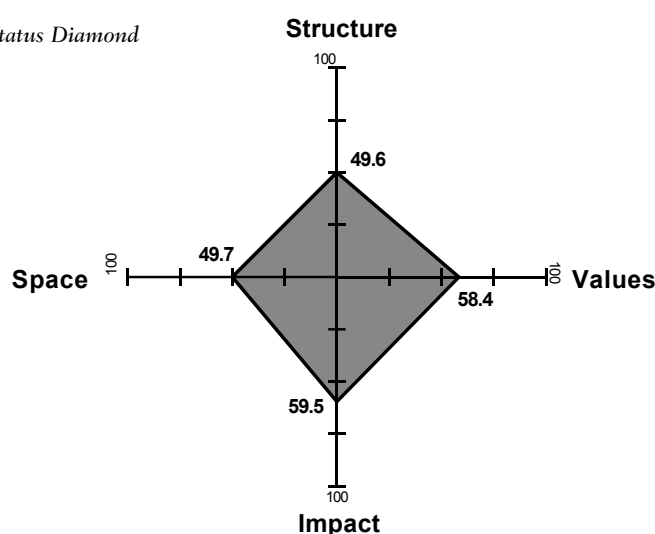
The diamond is constructed upon four main dimensions:

- (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?

While the analysis shows a picture of civil society in relatively good health, several areas of concern did emerge. The Diamond figure is based on the stakeholder survey assessment as well as on several indicators from national data sources (some measured by ICD) and also international data sources.<sup>2</sup>

The impact dimension with 59.50 points occupies first place, followed by the values dimension (58.44). The space dimension scored in third place (49.71 points) and the lowest was that of structure (49.59 points).

Figure 1. The Civil Society Status Diamond



<sup>2</sup> These indicators were: CSO membership (World Value Survey); Government funding as a share of total funding to civil society (ICD own data); Civil Rights Index and Press Freedom Index (Freedom House); Corruption Perception Index (Transparency International); Trust and Tolerance (World Value Service); State of the Nation Address, and Setting up of a CSO in Uruguay (ICD own data).

The four dimensions used in the civil society diamond (space, structure, impact and values) and bring together distinct indicators that can be grouped into sub-dimensions. Within the structure dimension networks and co-operation, composition, and resources can be identified. The study reveals that CSOs establish successful alliances with different groups of actors while the organisations face crucial challenges as far as their own financial sustainability is concerned. The lack of a balanced distribution among CSOs throughout the country is also seen as a problem as is the lack of co-operation with the business sector and the limited financial sustainability of many CSOs.

In the case of the space dimension, the relationship with the business and corporate sector appears as an issue to be improved: the mostly unco-operative business environment receives very negative ratings. Furthermore, the general attitude of the state towards CSOs and the lack of openness of the government towards involving civil society in policy issues emerge as areas of concern.

With regard to the values' dimension, issues of financial transparency and accountability are pinpointed as receiving the worst ratings by respondents, whereas indicators measuring the promotion of human rights and the extent of internal democracy in CSOs get very favourable ratings.

Lastly, the impact of civil society through the provision of services and its public profile is regarded as rather positive, whereas its impact on the public policy process is seen as less strong: the area of civil society's impact on the public policy process suggests much room for improvement. A more comprehensive analysis of each dimension follows.

## *Structure*

The internal composition of civil society, how it is structured, its component parts and the resources the civil society organisations command are some of the indicators that the structure dimension covers.

The structure dimension received a rating of 49.59 although the ratings show an important dispersion or spreading if sub-dimensions are taken into account. Civil Society Organisations are considered to network and co-operate successfully (a sub-dimension with 60.24 points) but its composition rating drops to 44.86 and so does the resources sub-dimension (the resources civil society commands), which scores 47.14.

## **Composition of Civil Society**

The number of organisations and the membership in CSOs shape the composition of civil society.

As previously mentioned in this Report, civil society in Uruguay comprises seven organisational streams that include thousands of organisations. A numerical estimate of the total number of CSO currently operating in Uruguay is a difficult task, since official records are poorly updated and many organisations are very active for only a short period of time and do not continue their activities owing to lack of funds. Furthermore, grassroots and community organisations most often do not have juridical status, which makes their identification and registering even more difficult.

A recent directory produced by the Ministry of Education (Ministerio de Educación y Cultura, 1999) states that there are at least 3,000 organisations operating in only four of the seven sub-groups (NGOs, private foundations, cultural and sport organisations and educational institutions). This number is lower than the actual number as the directory counts only those organisations with a registered juridical status granted by the Ministry of Education. Sector directories and sources consulted reveal that the Official Records of the Ministry of Education and Culture indicate that

more than 16,000 organisations in Uruguay have been granted juridical status as a civic non-profit association. Countless other community and grassroots organisations are not covered by this directory, though they are a strong and vibrant component of civil society in Uruguay.

Directories and publications edited by the Instituto de Comunicación y Desarrollo (ICD) list hundreds of development NGOs and social and solidarity organisations and networks (Directories 1990, 1994, 1998, 2000). Thousands of community and grassroots organisations separately provide social services to different communities throughout the country (Solidarity Guide, 1998, 1999).

ICD's studies of community and grassroots organisations reveal that at least 1,200 groups are working in direct contact with underprivileged populations (neighbour associations, Church groups, health clinics, shelters, day care centres, popular canteens and similar organisations) (ICD, *Guía de la Solidaridad Ciudadana/ Solidarity Guide*, 1998, 1999). ICD's studies of Social and Solidarity organisations (including some of the seven streams such as NGOs, private foundations, networks, social groups) inform about 500 organisations operating in this area (ICD, *Confin Solidario*, 2000). The co-operative movement is comprised of 1,241 co-operative entities (CUDECOOP, *Second National Survey of Cooperative Entities*, 1999). This figure includes production, housing, consumption, agrarian and saving co-operatives. There are 64 National Federation Unions in Uruguay, all of them affiliated to the Plenario Intersindical de Trabajadores-Central Unica de Trabajadores (PIT-CNT), the umbrella organisations. These 64 Unions (comprising a broad range of workers, from civil servants to construction workers, artisans, writers, actors, intellectuals and many other disciplines) attract hundreds of smaller groups and unions. PIT-CNT has no official figures indicating how many trade unions are active in Uruguay, but unofficial estimates indicate the existence of more than 500 individual labour or trade unions.

Membership in CSOs shows important variations, depending on the type of organisation. According to the World Value Survey, 33.5% of the population holds a membership in at least a church, sports club, music or education organisation, labour union, environmental organisation, professional association, charitable organisation or other organisations. Membership in co-operative entities is also high, at 33.7% of the population (CUDECOOP, 1999). Labour unions appear to be a less attractive vehicle for citizen participation: according to qualified sources from the umbrella organisation of trade unions, PIT-CNT, only 170,000 individuals are affiliated to this umbrella organisation or any of its member organisations, representing 6.8% of the population. In fact, participation in labour unions has decreased over the past decades, which is the cause of some concern for union leaders.

With regard to voluntary or paid work, according to ICD's studies, a sample of 260 CSOs involved more than 11,000 people, who work either on a voluntary basis or get a monthly salary. More than half of this labour force is voluntary. Participating in voluntary work reflects an important commitment of Uruguayan citizens. According to recent public opinion surveys 7% of the population does this kind of work, but more than 25% of the respondents are willing to donate hours, if they had more information and channels. And more remarkable still, in another study on the profile of voluntary workers in Uruguay, the working hours accumulated by volunteers in 14 organisations translated into a significant salary cost at the end of the year. Careful calculations show a figure of US\$ 2,425,704 saved thanks to the 1,906 voluntary workers of the 14 organisations. This study of volunteers' profiles was the first one performed in Uruguay.

Voluntary work has received special attention in Uruguay during the last two years. In June 2000 a National Committee was formed to promote the celebration of Y2001 as the International Year of Volunteers (IYV2001). This civil society initiative declared as its main objectives to promote and motivate a voluntary work culture in Uruguayan society, to stimulate visibility and public

recognition for volunteers and to promote public policies and adequate legislation about voluntary work in Uruguay. The President of Uruguay has granted official recognition to the activities and programmes developed by the National Committee for IYV2001 and has appointed an Executive Board comprising CSOs and state representatives. The construction of this new institution must be analysed and followed up during 2001 and after on to judge whether sustainable relationships among the different actors emerge and whether there is any real commitment to voluntary promotion by those actors.

### **Networks and Umbrella Bodies**

Civil society stakeholders surveyed for the purpose of this study are aware of second level organisations (umbrella bodies) that support CSOs in their work. The majority (77%) of respondents know of these 'umbrella' organisations and agree that they support their members and promote the common good.

CSOs in Uruguay co-operate, form alliances and partnerships and several umbrella bodies are active in representing the interests of their membership and constituencies. There is at least one umbrella body for each of the seven streams of CSOs in Uruguay. Furthermore, different issue-oriented networks and umbrella organisations are active in Uruguay. Some examples are (the following list is not complete and several other umbrella organisations can be identified):

- National Union, PIT-CNT, the umbrella organisation for labour and trade unions
- Corporate chambers, umbrella institutions for different economic sectors
- National Network of Environmental Organisations
- National Association of Developmental NGOs (ANONG)
- National Association of Catholic Schools
- The Rural Federation and the Rural National Association, umbrella organisations for rural, agrarian and agricultural groups
- Uruguayan Youth Council, umbrella organisation for youth groups
- The National Committee for Children Rights, comprising NGOs, cultural groups, networks and church organisations
- The National Committee against Child Labour, formed by representatives from the state and civil society
- Several Gender networks: National Committee to follow up the Beijing commitments; Women and Health Network; National Association of Rural Women; Uruguayan Network against Domestic and Sexual Violence
- The Central Israeli Committee, representing 60 Jewish organisations
- The Uruguayan Federation of Evangelical Churches, comprising nine different churches that provide social services to the disadvantaged population
- The National Welfare Council
- The Uruguayan Federation of Associations of Parents of Disabled People
- National Plenary of Physically Impaired People
- National Committee for IYV 2001 (International Year of Volunteers, 2001)
- Uruguayan Confederation of Co-operative Entities (CUDECOOP)

Ideological and political divisions do not hinder co-operation and working agreements among different NGOs. Individual members have their own political opinions or belong to different political parties, but these are not issues within the organisations themselves or in the activities organisations develop in partnership.

However, some organisations do not co-operate with each other due to widely differing approaches. Recent public statements emerging from the Municipal Workers' Union suggest that co-operation among different sectors or sub-sectors within civil society is not smooth. ADEOM (Municipal Workers Union) has expressed public opposition and hostility to agreements for provision of social services signed between NGOs and the municipality (Government of the City of Montevideo), suggesting that the services provided by NGOs work against municipal workers and can cause unemployment among the workers.

### **Geographic Distribution**

Most survey respondents disagreed with the statement that the distribution of organisations throughout regions of the country is proportional. This perception is supported by previous research: according to ICD directories, close to 70% of NGOs are concentrated in the nation's capital, although other kinds of CSOs are indeed spread through the rest of the country: labour unions, community organisations, rural groups. In any event, these concentration patterns reflect similarly in other social and economic aspects of the country. However, this distribution poses problems for the activities of civil society, e.g. the poorest regions do not receive satisfactory services and consequently citizen participation is weaker in such regions.

### **Financial Resources**

CSOs receive funds from private, public and foreign sources as well as from their membership. Most organisations have working and co-operation agreements with Government bodies, international organisations or their own peers.

During the last decades, international co-operation sources have changed their policies and approach *vis-à-vis* Uruguay and these shifts and modifications have indeed influenced and affected the situation of CSOs (Berro, Barreiro and Cruz, 1997). Many organisations (specially human rights groups, research centres and civic organisations) received support from international co-operation sources and were established during the 1980s (end of the dictatorship period / beginning of the democratic period). Strengthening of democracy in Uruguay and in the region was one of objectives of international co-operation agencies and many NGOs and social organisations benefited from this trend. However, international financial support to the democratisation process in Uruguay declined in the 1990s and the consequences were manifold. Many organisations closed or had to redefine their activities (even their own mission); many groups experienced an identity crisis and had to find new and fresh funding sources in order to survive. (Barreiro and Cruz, 1987)

Government funding has undoubtedly increased over the past decade. Many organisations have current agreements with local authorities (municipalities and regional bodies) and national state bodies (ministries and national boards) for the provision of different services. Government funding has become an important funding source for CSOs in Uruguay. The results of a survey done with approximately 300 organisations (ICD, 2000) shows that: 48% of CSOs receive government funding; 31% receive international co-operation funding; while 20% receive both government funding and international co-operation funding.

In 1990, a directory of NGOs (ICD, 1990) contained information about 95 organisational listings; ten years later, approximately 40% of those organisations had closed and were not registered in a similar directory (ICD, 2000). This figure is mirrored in the survey results: the statement that civil society organisations had to close recently due to financial constraints was agreed upon by 36% of respondents.

In spite of the different crises that CSOs experienced, the so-called 'Third Sector' in Uruguay

appears to be strong: only 261 organisations provide employment (paid or not) to 11,000 persons and manage an annual budget of approximately 40 million dollars (Búsqueda, 2000). More than half of those 261 organisations (141), have co-operation agreements with state bodies and specialised state agencies, receiving funding or compensation for the social services they provide.

## *Space*

The dimension that received the second lowest rating by survey respondents was the space dimension. Civil society operates in a complex space, with multiple relationships and tensions in evidence.

### **General State Environment**

Survey results reflect a moderately positive attitude of the government toward CSOs, but at the same time the indicators within this sub-dimension show important gaps. Organisations have sufficient access to parliament to submit their proposals (an indicator receiving a score of almost 60 points), but they are not adequately consulted by local and national government (policy involvement of CSOs was rated at 37 points).

This attitude should be seen in an historical perspective: fifteen years ago the attitude of government was openly hostile and a real antagonism existed between CSOs and the State. Many organisations had been banned and many representatives of civil society had to live in exile or endure years of imprisonment. Compared to such situations, improvements can be clearly seen, although much work remains to be done.

The general and current relationship between state and civil society cannot be easily characterised or labelled. On the one hand it has inherited the history of conflict and distrust of previous periods (more especially the dark years of military dictatorship). On the other hand the quality of the relationship is neither homogeneous nor uniform, depending on the specific body or state agency involved, the topics under discussion or the persons or parties negotiating from either side.

It is therefore important to avoid generalisations, since the more research that is undertaken in this area, the more complex the overall picture appears to be. While many CSOs may have working agreements with state agencies and co-operate in implementing or providing social services, many state representatives (House Representatives or Senators) often voice negative opinions about the work of NGOs. While the President of the Republic has officially supported the IYV 2001, the degree of commitment on the part of the state to promoting voluntary work as a form of citizen participation is not clear.

According to different sources (ICD 1991, 1994, 1999, 2000; Arocena, 1994; Grandi and Brizozero, 1998) and to empirical observations, there is now a greater acceptance by the government and the broader society of the work done by CSOs. There are also serious efforts being made by CSOs to establish dialogue with the government. For instance, many thematic liaison committees between the state and CSOs have been formed in the last decade at various ministries (Environment Department, Housing Department, Codex-Alimentarius Inter-Ministerial Agency, Children's Institute). Umbrella organisations representing different interests have many ad hoc members at official inter-ministerial agencies, consultative MERCOSUR bodies, etc.

Uruguay shows in general good indexes with respect to Human Rights and support for democracy. The Civil Rights Index and Press Freedom Index (both provided by Freedom House, 2000) for Uruguay give it the status of free democracy. Where broad mass support for democracy is concerned, almost 80% of the population believes that democracy is preferable to any other kind of

government (Latinobarometro, 2001). Though there is a modest decrease in the numbers of those who favour democracy (80% in 1998 and 74% in 2000), Uruguay has the highest support for democracy in the region, with Costa Rica in second place with 71%, the only two countries surpassing 70%. In Uruguay only 10% of the population think that an authoritarian government can in certain circumstances be preferable to a democratic one. In Paraguay (43%) and Mexico (35%), many more people would — in certain circumstances — prefer an authoritarian regime rather than a democratic one. The most recent Latinobarometro poll (2001) gives some cause for alarm in Latin America: compared with the previous year the results show an unprecedentedly sharp decline in mass support for democracy almost everywhere in the region.

### CSO Laws

The survey indicators related to regulation of CSOs received similar ratings from CSO representatives, business and government representatives. It is interesting to note that both government officials and business representatives believe that setting up a CSO in Uruguay is difficult, while CSO representatives perceived it as being less so. The same pattern is observed for tax legislation of CSOs: CSO representatives perceive this to be less problematic than government officials do, though business representatives provide more positive ratings on the current tax legislation for CSOs. In all cases, the most positive opinion on the legal aspects of regulating CSOs and tax legislation for CSOs was expressed by academics and researchers, who scored these three indicators at an average of 3.7 points on a 1-5 point scale, with 5 indicating the most negative assessment.

CSOs (such as NGOs, social organisations, cultural institutions, sport clubs, professional associations, etc) most often adopt the legal form of non-profit Civil Association. The most recent regulations on this type of association date back to 1980, when law No. 15089 granted power to the Ministry of Education and Culture to provide administrative control of this type of association. A new law approved in 1999 (No. 17163) regulates a special form of Civil Association, the foundation.

Regulations for CSO operation have been recently modified, with the approval of the law on foundations. Although this law represents an advance, the new law has an important limitation: the lack of financial motivations for those corporations or individuals who make donations to foundations or social organisations. This was the goal of lobbying activity carried out last year and at the beginning of 2001 by a group of foundations and NGOs (with negative results). Tax exemption and the legal framework that regulates philanthropic activities in Uruguay is still weak and the few existing regulations are not broadly known. A recent research report (ICD, 1999) revealed that the majority (64%) of corporations surveyed in Uruguay did not have information about the legal framework that regulates philanthropic activities. Most of the corporations did not know that financial benefits apply if donations are made to public schools, a law approved in 1990 and regulated in 1992 (Article 462). After the law was broadly publicised, many corporations benefited when they donated funds to public schools located in disadvantaged areas. In 2000, 43 corporations donated almost 1 million dollars channelled through Article 462 (Busqueda, 2001)

Within the above context, laws and regulations must be studied from an historical point of view. The resurgence of democracy has provided an enabling environment for civil society, although the legal framework may still be regarded as somewhat restrictive.

ICD's own inquiry about setting up a CSO in Uruguay disclosed that organisations that wish to be granted legal status will experience slow and bureaucratic procedures, according to a law approved many decades ago. It can take between three and 12 months to register a CSO in Uruguay but

there have been some improvements that have clarified the process. The General Bureau of Registries — Service of Civil Associations and Foundations has considerably improved the information mechanisms regarding the establishment of a CSO in Uruguay, compared to the situation some years ago.

### **Socio-cultural Norms**

According to the survey responses, citizens that join a CSO are accorded social recognition, with a score of 46.79. Public spiritedness is high in Uruguay and this indicator scored well (61.82). Public spiritedness is, according to the survey respondents, an admired character trait in Uruguayan society.

### **Business Environment**

This sub-dimension constitutes a challenge to CSOs in Uruguay and in general by those favouring inter-sectoral co-operation for addressing social and economic issues.

Of the two indicators measuring this sub-dimension, (business recognition) received the lowest scoring of the whole diamond, namely 16 points. The statement 'Businesses support their employees' role as activists in Civil Society Organisations' was overwhelmingly considered not true by representatives of all sectors. Although less dramatic, the statement 'Businesses are actively engaged in philanthropic programs supporting Civil Society Organisations' was also deemed to be not true by the survey respondents.

A more active participation of the business sector will potentially have a positive impact on both CSOs in Uruguay and on the country as a whole. The relationship between CSOs and the business sector can be improved and many corporations consider — according to existing research (ICD, 1998) — that their relationship with NGOs is 'basically good'. This was the response of 43.4% of the corporations surveyed in Uruguay, while 25% considers the relationship to be 'bad'.

## *Values*

This dimension obtained a total rating of 58.43, the second highest of the four dimensions. This indicates that civil society stakeholders believe that they have thus far only moderately achieved their goals of promoting and practicing certain values and attitudes. There are some noteworthy differences among the various sub-sectors, but there is a notable difference between the sub-dimensions that evaluate values promoted by civil society and issues of accountability and transparency of CSOs.

### **Value Promotion**

The sub-dimension that evaluates external values, i.e. promotion of harmonious relations in society, promotion of human rights and gender equity and sustainable development was rated highly (63.28).

According to the survey respondents, CSOs are better at promoting gender equity internally, i.e. within the limits of the organisations themselves than externally, within the broader society. Gender equity as a value promoted internally scored 60.07 while as a value promoted externally it scored much lower, 42.06. Some data (ICD, 2000) verifies the large participation of women in CSOs, showing that 63% of 11,000 members (paid or voluntary labour force) of a sample of 261 CSOs are women. The same source identifies that almost 70% of the volunteers of those organisations are women. As far as leadership in the organisations is concerned the picture appears to be balanced:

of all the 497 leadership positions identified, i.e. board members, chief executive officers and similar positions, 49% are held by women and 51% by men. This balance shifts if sub-sectors are considered, since empirical observations indicate that some types of organisations are traditionally run by one or other gender (labour unions, women's groups, etc).

There is also a very positive perception that CSOs respect and promote human rights, both within CSOs and in the broader society. These two indicators received much higher ratings than the average of the dimension (80 and 78 points), while the promotion of harmonious relations among different groups of society was assessed slightly lower (58 points), which can be explained by various tensions traditionally existing among the state, business sector and labour unions.

According to respondents, the successful external promotion of human rights and democracy achieved by CSOs goes together with lesser successes in achieving these values in their internal practices. Indicators measuring internal democracy rated lower than those measuring external promotion of values (63 and 67 points.)

### **Accountability and Transparency**

While corruption does not appear to be a problem, the two indicators referring to the public accountability of CSOs and their transparency posed questions and challenges for the organisations. Civil society representatives tend to be more flexible in rating their own public accountability or transparency, but these indicators are noteworthy as receiving the worst ratings by the remainder of the respondents (government, business, academics), with scoring much lower than the average (49 points and 22 points respectively).

### ***Impact***

The impact dimension was the dimension that scored highest with almost 60 points. The results of the survey indicate that civil society's impact through providing services, and its public profile, can be regarded as positive, whereas its impact on the public policy process is seen as less strong. There would appear to be much room for improvement in the area of civil society impact on the public policy process.

All indicators referring to policy issues (policy agenda, policy drafting, policy making and policy implementation and policy monitoring) received lower scores than the average of the dimension. Services provided by CSOs are highly appreciated by all sectors of respondents, scoring with 81.42 points the statement 'Civil Society Organisations are able to provide their services in a manner, which would not be possible for the state or businesses' as true. The service impact of the actions of CSOs to achieve a better quality of life for their target populations is also acknowledged and CSOs enjoy a good public profile. However popular support appears lower than the average.

The most recent Presidential State of the Nation address was also analysed in order to see how the government perceives civil society (see Appendix 2). The analysis revealed a positive image, though the President avoided direct mention of civil society. This could indicate, according to many intellectuals and observers of the Uruguayan political scenario, the reason for a number of problems and issues.

### **The State of Civil Society in Uruguay**

CSOs play an important role in Uruguay; and their involvement in the public good represents an important contribution to the development of the country. Thousands of organisations in Uruguay provide crucial social services, represent the interests of workers, organise cultural, educational and

recreational activities, promote the rights of children, women, the African Uruguayan population and in general promote respect for human rights, and lobby for social, political and economic change. Nevertheless, primarily due to the lack of appropriate mechanisms, assessing the impact of the actions and activities of civil society in Uruguay has been in abeyance among researchers and development practitioners.

Thus, the implementation of the *CIVICUS Index on Civil Society* in Uruguay is an important first step in addressing this gap. Reliable information about civil society and its impact are important tools needed to strengthen organisations and obtain greater visibility for the sector. The *CIVICUS Index on Civil Society* is also a new and unique instrument for researchers, practitioners and policy makers, utilising a scientific base to demonstrate the impact and positive consequences of the actions and activities of CSOs. The *Index* also makes an important contribution towards the accountability and transparency of civil society organisations and their partners in Uruguay.

## Part IV

### Conclusion

The main findings resulting from the implementation of the *Index* project indicate that civil society in Uruguay is diverse, complex, heterogeneous and multi-faceted. While it faces crucial challenges, these challenges reveal the great potential that exists for civil society to develop and become increasingly important to the optimal functioning of Uruguayan society.

The findings indicate that civil society:

- Must increase its efforts to engage the State in relevant policy-making issues. Greater participation of civil society in the creation of public policies on issues such as poverty reduction, education and housing, would benefit society as a whole.
- Must build stronger, more sustaining partnerships with the business sector, as a means of addressing mutual prejudices and increasing the business sector's support of social projects.
- Should enhance its transparency and accountability mechanisms towards its constituencies, target populations and the broader public.

The implementation of the first phase of the *CIVICUS Index* in Uruguay has been a significant contribution to strengthening civil society in Uruguay, identifying methods and tools to measure and assess its impact and influence.

Survey respondents, government representatives, journalists and researchers have expressed their interest in the results of the study and how it relates to the situation of civil society in other countries. A national workshop is scheduled for October 2001.

# Appendix 1

## Report 1

### Project: Index of Civil Society Inquiry About Establishing a CSO in Uruguay

#### Prepared by ICD

Uruguayan legislation includes explicitly the right of all citizens to form organisations and institutions based upon their own interests. In addition to being included in the Constitution, this had already been incorporated into the Civil Code of 1868 providing for Private Right as "the corporations, the establishments and the associations recognised by the public authority.

CSOs most often adopt the legal form of non-profit Civil Association. The most recent regulation on this type of association dates back to 1980, when Law No. 15089 granted power to the Ministry of Education and Culture in order to provide administrative control over this type of association-s. A new law approved in 1999 (Law No. 17163) regulates a special form of Civil Association, the foundation. Furthermore there exist additional laws for other types of organisations such as trade unions, religious organisations, institutional health service providers, or co-operative entities.

#### The Practical Steps

The General Bureau of Registries — Service of Civil Associations and Foundations, at the Ministry of Education and Culture, is the agency responsible for reporting on and registering the civil associations and foundations in Uruguay. For the evaluation of the proposed indicators, ICD has utilised an empirical methodology, carrying out directly the consultations on how to establish a CSO in Uruguay.

- A telephone call to this agency was made to obtain information on how to establish a civil association or foundation. The public servant informed us that a personal presentation is required or alternatively, to consult the web page of the Bureau (<http://www.dgr.gub.uy>). The establishment of a CSO cannot be conducted telephonically; ideally, the information on the transaction and the transaction itself should be carried out in person at the Bureau, located in downtown Montevideo. During the visit, detailed and exhaustive information was received. The transactions are relatively quick and do not involve much bureaucracy. Promptness assessment: given the non-existence of telephone attention, but the correct and good service experienced during the personal visit and the possibility of accessing the information through the Internet, this sub-indicator receives a scoring of 80. Note: in this evaluation the delay that a complete transaction for granting of legal status can imply is not taken into account, which takes several months.
- The information received from the Bureau or that is available on the web is detailed and exhaustive. The Bureau has designed a model statute and provides information on the legal requirements necessary to obtain legal status, the legal standards, etc. Although the texts may require the assistance of a professional due to the technical language, the Bureau provides free legal advisory services. Clarity assessment: the clarity of the responses from the Bureau receives a scoring of 65.
- The information given by the Bureau is exhaustive and detailed, clearly outlining the necessary steps and requirements for obtaining legal status as a CSO. Comprehensiveness assessment: this sub-indicator receives a scoring of 80.

**AVERAGE: 80 + 65 + 80 = 75**

# Appendix 2

## Report 2

### **Project: Index of Civil Society Analysis of the 'State of the Nation' Address**

#### **Prepared by ICD**

Every year the President of Uruguay reports to the General Assembly and to Uruguayan citizens in the 1st of March Address. In this Address the major government activities of the previous year are assessed and the plans and guidelines for the current year are announced or confirmed.

Even if the expression "civil society organisations" is not found in the most recent Presidential 1st of March address, references to civil society can be inferred through other terminology used.

In his address President Mr. Jorge Batlle utilises terms aligned with civil society and relates them to positive and constructive situations or proposals:

- *The people of Uruguay*: emphasises sympathetic understanding of societal difficulties;
- *The family*: proposed to rest upon values that make it possible "to ensure us" a situation of living together in peace and harmony
- *The citizenship*, that as well as the government trusts the work of the Peace Commission (independent civil association promoted by the President in order to investigate and inform the public of events that occurred during the military dictatorship of 1973-1985)
- *For the Uruguayans*, requests the collaboration and participation of all in order to look for common paths
- *Between us* (the Uruguayans), to ensure peace and harmony for the future

Using the colloquial form that characterises his addresses, President Batlle aims to reflect his concerns about Uruguayan society and emphasises the strong values that guide CSOs in Uruguay: understanding and social stability, responsibility, living together, peace, harmony, collaboration, participation, justice, and social equity. The President strengthens those values in his address by using verbs such as assenting, "to ensure us", to rely, to request, to maintain, to deepen, to seal and to consecrate.

In some passages, his colloquial form indicates that the President identifies with the principles of civil society and feels concerned as one of the privileged citizens of the country. On the other hand, it is worthwhile to point out that joint activities of government agencies and CSOs are positively mentioned.

This State of the Nation Address goes together with the corresponding Annual Report, where the achievements of the government for the previous period are presented. Diverse activities, projects and joint ventures of the government and civil society stand out in the Annual Report for 2000 e.g.:

- National Institute of the Child (INAME): an official government agency that provides services to children and adolescents. Many services are given in agreement with CSOs.
- Work and Social Security Ministry (MTSS): the Employment National Agency (DI.NA.E) develops different activities with workers, trade unions, business representatives, and CSOs.

Through this agency the Government promotes dialogue and a joint approach to meeting the needs of the various sectors..

- Program for Public Safety: promotes community-based initiatives and the strengthening and mutual co-ordination of local associations and also promotes civil society mobilisation.
- National Institute of Youth (INJU): an official government agency, serves the youth through programmes carried out jointly with CSOs.
- Americas Fund: created by an Agreement between the Government of the United States and the Government of Uruguay, its goal is to support the work of environmental and social organisations, in addition to providing advisory services.

The President closes his address by reaffirming these principles with the following phrase:

*Finally, Legislators and Congressmen: the Executive Branch reiterates its political will, an outcome of its constitutional obligation, to maintain and deepen the understandings that permit Uruguay to go down the roads of justice and modernism.*

It is important to complement the study of this address by recalling the commitment of the Uruguayan Government with regard to civil society at regional level, within the MERCOSUR, established by the signing of the Treaty of Asunción in 1991, between Argentina, Brazil, Uruguay and Paraguay. Within this framework the Uruguayan government has committed to providing regional representation to the organisations of civil society since December 1994, by the Protocol of Ouro Preto that established the Economic and Social Consultative Forum, where the different sectors of civil society are represented.

From appraisals of the analysis of the address of President Batlle, we can estimate that the quality of the references to CSOs receives a scoring of 100 since he refers to them and their principles in a very positive way. With respect to the quantity of these referrals, in comparison with other actors of the society, we can state that they are mentioned as often as other actors and thus allocate a score of 50.

**Final Score:**  $(100 + 50) / 2 = \text{Final Score } 75.$

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a) **QUALITY:** On average, civil society organisations were mentioned in :

A very positive way (100)

b) **QUANTITY:** Compared to other actors in society, civil society organisations were mentioned

As often as other societal actors (50)

c) **FINAL SCORE :** 75

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# Appendix 3

## Secondary Data

### PA1: Paid employment in CSOs

Johns Hopkins University Comparative Study (JHCNSP) was not carried out in Uruguay (in Latin America it was conducted in Argentina and Brazil). In Uruguay PEA (Economic Active Population) = 1,435,397 individuals

- Unemployment in Uruguay: 15%
- Total employed people in Uruguay: 1,220,000
- Paid employment in a sample of CSOs: 7,000

### A2: Volunteering in CSOs

In Uruguay 7% of the population currently participates in some form of voluntary work (charity, NGO, community, neighbourhood, unions). Moreover, 18% of the population is willing to donate its time but has not yet done so.

67% of the Uruguayan population has never done any kind of voluntary work and 32% of the population has done voluntary work in the past. (Note the difference between people doing voluntary work at the time of the survey — 7% — and those that have done so at some point in their lives — 32%)

The survey is representative of the Uruguayan population older than 17 years, resident in towns or cities larger than 10,000 inhabitants, where 80% of the Uruguayan population lives.

Source: Public Opinion Survey on Voluntary Work, 1998, CIFRA Consultants.

### A3: Membership in CSOs

*World Value Service:* According to this source, 33.5% of the population holds a membership in at least one of the following kinds of organisations: church, sports club, music or education organisation, labour union, environmental organisation, professional association, charitable organisation or other organisations. The percentage decreases to 23.6% if church organisations are not included, thus 10% participates only in Church organisations.

*Other sources:* Membership is variable. Membership in co-operative entities is also high: 1,241 entities have 844,931 members. Even if some individuals can participate in more than one entity at the same time (i.e. an agrarian and a saving co-operative), the figure reveals a high level of participation, since it represents 33.7% of the population older than 14 years. (Source: *Second National Survey of Co-operative Entities*, CUDECOOP, 1999, Montevideo, Uruguay.)

Membership and participation in Trade Unions has declined in Uruguay. Only 170,000 individuals are affiliated to PIT-CNT (Union umbrella organisation), which represents 6.8% of the population older than 14 years (Source: information provided by PIT-CNT).

### A4: Employment advocacy vs. service provision CSOs

Not included in the Diamond but included in the analysis.

### **A5: government funding (government funding as a share of total funding to civil society)**

Ideal share of government funding: based on the assumption that CSOs should ideally have diverse funding sources (i.e. government, corporate, internal), the ideal share of government funding was set at 50% (ICO suggestion).

Empirical share of government funding: we have calculated the empirical share by projecting the results of a survey administered to CSOs and responded to by approx. 300 organisations

- CSOs that receive government funding: 48%
- CSOs that receive international co-operation funding: 31%
- CSOs that receive both government funding and international co-operation funding: 20%
- Thus, 68% of CSOs receive government funding (*empirical share, g%*)
- And 80% of the CSOs receive funding from other sources (membership fees, corporate philanthropy,

To obtain the standardised score:

- (1) Absolute difference between 50% and the empirical share of government funding  
( $x = 50\% - 68\%$ ), 18%
- (2) Multiply the obtained score  $x$  by 2 to obtain the transformed score  $t$   
( $t = 18 * 2$ ) = 36

### **A6: individual giving**

No data available.

### **B1: Freedom House Civil Rights Index**

Topics	Range	Results
Political Rights	1-7	1
Civil Liberties	1-7	2

Conversion of the 1-7 point scale into a 1-100 scale as follows:  
7=0; 6=17, 5=34; 4=50, 3=67, 2=84, 1=100.

Political Rights: 1 = 100 — Civil Liberties: 2 = 84

### **B2: Johns Hopkins Non-Profit Law Index**

Does not include Uruguay.

### **B3: USAID Legal Environment Indicators**

Does not include Uruguay.

## B4: Transparency International Corruption Perception Index

Uruguay was included in the 1999 CPI but not in the 2000 CPI.

Which countries are included in the 2000 CPI? Transparency International (TI) requires at least three sources from independent institutions to be available for a country before TI considers the database sufficiently robust for that country to be ranked in the CPI. Countries for which there might only be one or two data sources available are thus not included in the CPI.

What happened to countries that were included in the 1999 CPI, but not in the 2000 CPI?

Countries such as Albania, Georgia, Guatemala, Nicaragua, Mongolia and Uruguay were included in the 1999 CPI but not in the 2000 CPI. They were not included because of insufficient topical survey data. According to TI, the fact that they are not included does not imply in any way that perceptions of corruption relative to these countries have improved over the last year. TI's experience suggests that corruption remains a major problem for these countries, as it does for many others that are also not included in the 2000 CPI because of insufficient available data.

Uruguay 1999 — CPI: 4.4 The CPI ranges from 10 (highly clean) to 0 (highly corrupt). Conversion of the 10-0 point scale: multiplying the score by 10.

Uruguay CPI for year 1999: 44

## C1: Trust — C2: Tolerance

Data on trust and tolerance from the World Value Survey

- Trust (CSO members) 28.7
- Trust (others) 18.1
- Trust — proportional difference 58.6
- Tolerance (CSO members) 4.0
- Tolerance (others) 3.9
- Tolerance — proportional difference 3.9

*Data from World Value Survey Wave 1990-1. All other data is from the Wave 1995-98*

Which are the organisations that generate a higher level of trust among Uruguayan business and corporate leaders?

Level of trust in different kind of organisations (%) — Survey to business leaders

*Source: Corporate Philanthropy Survey, ICD, 1998*

Organisations	Total	NA	Very High	High	Fair	Bad	Very Bad
NGO	100.0	8.6	13.8	44.8	24.1	6.9	1.7
Church Organisations	100.0	3.4	15.5	46.6	29.3	3.4	1.7
State Bodies	100.0	3.4	17.2	41.4	22.4	15.5	0.0
Charity Foundations	100.0	8.6	12.0	50.0	20.7	5.2	3.4

Church organisations generate most trust (62.1% if Very High and High are added) and generate only 5.1% of mistrust (Bad and Very Bad added). Charity Foundations also receive high trust, 62% (High and Very High added) and 8.6% mistrust. NGOs receive 58.6% trust (High and Very High) but a higher level of mistrust (8.6%). State bodies are trusted (High and Very High) also by 58.6% but they receive the highest level of mistrust, 15%.

**D1: UNDP Human Development Index (source: Human Development Report 2000)**

Uruguay HDI Rank: number 39 among 174 countries.

Uruguay is among the High Human development countries.

HDI value: 0.825

The HDI ranges from 0 to 1. Transformed score: multiply the HDI score by 100.

Uruguay: 82.5

**D2: IMPACT USAID NGO Sustainability Index**

Does not include Uruguay

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