

**A Comparative View on Civil Society in Different Countries and Regions, in: "中国公民社会" (Civil Society in China); Beijing: Chinese Social Society Literature Press, (forthcoming in 2008 in Chinese).**

## **A Comparative View on Civil Society in Different Countries and Regions<sup>1</sup>**

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### **不同国家和地区的公民社会比较研究**

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#### **1. Introduction**

The concept of civil society has significantly gained momentum across different countries and regions throughout the past two decades. It has been increasingly embraced by the political leadership, experts and academics of different disciplines in many countries. There is growing understanding that fostering and promoting a culture of civil engagement and commitment to causes of mutual solidarity and public benefit has an enormous potential to contribute to sustainable development and building of a harmonious society.

#### **1. 引言**

过去二十多年来，公民社会的概念在不同国家和地区已经产生了重要的影响。在许多国家，它逐渐得到政治领导人和各个方面专家、学者的拥护。作为一种文化来培育和促进公民参与和投入团结互助和公共福利事业的思想逐渐深入人心。这种文化对于可持续发展和建设和谐社会具有极大的潜在的贡献作用。

International organizations and donor agencies have extended dialogue and cooperation with service-providing and advocacy-oriented civil society organizations. Public-private partnerships of different nature (state-private sector, state-NGOs) have emerged across different sectors and

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1 This chapter draws from the analysis of the preliminary findings of the CIVIL SOCIETY INDEX PROJECT, see: CIVICUS Civil Society Index Team PRELIMINARY FINDINGS: CIVICUS, PHASE 2003-2005, June, 2006

本章摘自**公民社会指数项目**的前期成果分析，见：全球公民参与联盟公民社会指数团队前期成果：CIVICUS，2003-2005年阶段，2006,6

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清华大学公共管理学院 NGO 研究所访问学者，由英国特许营销协会资助，德国政府的一个发展合作项目。

projects in search of innovative solutions for promoting development, protecting the environment and tackling diseases and poverty.<sup>3</sup>

国际组织和捐助机构扩大了服务性公民社会组织和宣传性组织之间的对话和合作。各种团体和项目致力于探索创造性的解决方案，以促进社会发展、解决环境保护、疾病和贫困问题。在这个过程中，不同类型(国有的私营部门，国营的非政府组织)公私团体逐渐走向融合。

The John-Hopkins University Comparative Non-Profit Sector Project under the authority of Lester Salamon has pioneered comparative civil society research across different countries and regions in the 1990s. The Global Civil Society Reports of the London School of Economics and Political Sciences have followed with an analysis of organizations and issues of transnational relevance.<sup>4</sup> Research journals with a focus on the legal and regulatory framework for civil society organizations have been started.<sup>5</sup> Today, there are a number of international initiatives dealing with civil society topics from different disciplinary perspectives: social and political sciences, law, management and development studies. CIVICUS<sup>6</sup> has built a network of civil society action and research across many countries and regions. .

莱斯特·萨拉蒙主导了约翰霍普金斯大学非营利部门比较项目，该项目对 90 年代不同国家和地区 的公民社会进行了领先性的比较研究。接着，伦敦经济和政治科学院对跨国关联性问题 和组织进行了分析。集中于公民社会的法律和 规范框架的研究期刊已经开始启动。现

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3 See: Kuhn, Berthold 2005: Development Politics between Market and State. Opportunities and Limitations of Civil Society Organizations, Frankfurt a.M./New York: Campus Publishers (in German, forthcoming translation into Chinese).

见：康保瑞 2005: 市场和政府之间的政治发展。公民社会组织的机会和限制，法兰克福 a.M./纽约，大学教育出版商(德文，后来翻译成中文)

4 The first report was published in 2001: Anheier, Helmut/Glasius, Marlies/Kaldor, Mary (2001): Global Civil Society 2001, Oxford, New York.

出版于2001年的第一次报告：Anheier, Helmut/Glasius, Marlies/Kaldor, Mary (2001): 全球公民社会，2001，纽约牛津出版社

5 See: International Journal of Not-for-Profit Law ([www.icnl.org](http://www.icnl.org)) and International Journal for Civil Society Law ([www.law.cua.edu/students/orgs/ijcsl](http://www.law.cua.edu/students/orgs/ijcsl)).

见：非营利法国际期刊([www.icnl.org](http://www.icnl.org))和公民社会法国际期刊([www.law.cua.edu/students/orgs/ijcsl](http://www.law.cua.edu/students/orgs/ijcsl))

6 全球公民参与联盟 – World Alliance for Citizen Participation ([www.civicus.org](http://www.civicus.org)) is an international alliance of an estimate 1000 members in about 100 countries that has worked for over a decade to strengthen citizen action and civil society throughout the world. Originally based in Washington, DC, USA, 全球公民参与联盟 has now established its global headquarters in Johannesburg, South Africa. The organization manages a series of programs and events, including bi-annual world conferences with opportunities for online participation.

全球公民参与联盟 – 公民参与世界联合协会([www.civicus.org](http://www.civicus.org))一个来自大约 100 国家的 1000 个成员组成的国际联合协会，该组织已经为增强世界范围内的公民活动和公民社会工作了超过十年。全球公民参与联盟组织一开始以美国华盛顿州为基地，现在已经在南非约翰内斯堡建立了全球总部。该组织管理一系列的项目和事务，包括两年一度的世界会议，该会议提供网上在线参与的机会。

在已经有许多国际项目正在讨论公民社会主题，这些主题来自不同层面和角度：社会和政治科学、法律、管理及发展研究。全球公民参与联盟项目已经在许多国家和地区之间建立起了一个公民社会活动和研究的网络。

This chapter provides a comparative analysis of civil society with a focus on the structure, the environment, the impact and the values of civil society in Asian countries. It also gives an overview of civil society in other countries and regions. The analysis is based on the methodology<sup>7</sup> of the Civil Society Index Project of CIVICUS. The civil society index exercise will serve as a roadmap for future actions in the different countries and regions.

本章对公民社会进行了比较分析，重点在于对亚洲国家的公民社会的结构、环境、影响和价值的分析。同时也对其他国家和地区的公民社会进行了综述。该分析基于全球公民参与联盟项目公民社会指数方法学之上。公民社会指数方法将作为不同国家和地区未来的分析活动的一种指南。

## 2. Comparative Analysis of Findings and Observations

The data collection and analysis of civil society covers countries and regions in Asia, South America, Middle East, and Europe. The findings allow for drawing some general conclusions on regional features. However, some results also escape attempts of formulating regional commonalities. It may also be difficult to establish a ranking of overall civil society strengths amongst the different participating country. Recent political developments across countries have shown how problematic freedom and governance rankings are as many factors, usually attributed to political and social systems, are influenced by short-term policies and political dynamics which often escape classification.<sup>8</sup>

## 2. 基金比较分析和观察

公民社会数据的收集和分析覆盖亚洲、南美、中东和欧洲国家和地区。我们可以从分析结果得出某些带有地区特征的一般性结论。但是，某些结果也无法试图用地区共性来解释。

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<sup>7</sup> The methodology uses 74 indicators for its civil society assessment, each of which measures an important aspect of the state of civil society. These indicators are grouped together into 25 sub-dimensions, which are grouped into four dimensions: structure, environment, values and impact.

该方法使用74项指标来对公民社会进行评估，其中每一项指标衡量了公民社会状态的一个重要方面。这些指标分成25个子项目，它可以概括为4个方面：结构、环境、价值和影响

<sup>8</sup> One example is the situation in the United States of America where citizens are generally regarded to enjoy a high degree of freedom. However, torture and aggression have been increasingly used by the authorities at various occasions in particular in the context of the fight against terrorism. The protracted enforcement of the Prevention of Terrorism Act has curtailed freedoms of civil society initiatives.

一个例子就是在美国环境里面，公民通常被认为享有很高的自由度，然而，当权者在不同场合使用拷打和侵略的方式逐渐增多，特别是在反恐斗争环境下。延长执行反恐预防法的时间已经限制到了公民社会活动的自由。

在各个不同参与国之间建立某种公民社会力量的总体排名可能比较困难，国家之间近来的政治变化表明，怎样把有争议性的自由和统治力量作为诸多因素加以考虑，将受到短期政策和政治动向的影响，由于政治和社会体制的不同，我们无法对其进行归类。

The following analysis of the regional features is primarily based on the CIVICUS country reports and a preliminary analysis of the CIVICUS team. In some cases, Hongkong and Indonesia, the analysis is based on the findings of the draft reports as final CSI reports had not yet been finalized. In the case of Cambodia, a concept note forwarded by the local office of the World Bank, has served as point of reference.<sup>9</sup> Research and consulting experience of the author in the different regions is also taken into consideration.

以下对地区特点的分析主要基于全球公民参与联盟成员国家的报告和全球公民参与联盟团队的前期分析。在某些案例中，例如香港和印度尼西亚，分析基于草案报告结果，作为CSI报告还没有最终定论。在柬埔寨案例中，当地的世界银行办事处提交的一个概念条例将作为一个参考点，作者在不同地区的研究和咨询经验也将作为一种考虑因素。

## 2.1 Asia

The Civil Society Index Project covered the countries and regions of P.R. China (mainland), Fiji, Georgia, HongKong (China), Indonesia, Mongolia, Orissa (India) Russia, Ukraine, South Korea, Taiwan (China). An advisory team for Sida used the Civicus Civil Society Index approach to look at CS characteristics in Cambodia and how these have changed from 2003 and 2005.

## 2.1 亚洲

公民社会指数项目覆盖中国(大陆)、斐济、格鲁吉亚、中国香港、印度尼西亚、蒙古、印度奥里萨邦、俄国、乌克兰、韩国和中国台湾。Sida咨询团队使用全球公民参与联盟公民社会指数方法考察了柬埔寨公民社会的特征以及这些特征在2003年到2005年之间的变化情况。

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9 I am grateful to the information and draft reports provided to me by Francisca Fitri (Indonesia), Hoi Wai Chua (Hongkong) and John Clark (World Bank, Cambodia).

我要感谢 Francisca Fitri(印度尼西亚)，Hoi Wai Chua(香港)和 John Clark(柬埔寨世界银行)为我提供的信息和报告草案，

## Civil Society Index: Comparative Analysis Asia

### 亚洲公民社会指数比较分析

	Structure 结构	Environment 环境	Values 价值	Impact 影响
South Korea 韩国	1.5	1.6	1.9	2.3
Vietnam 越南	1.6	1.4	1.2	1.7
Taiwan 台湾	1.4	2.2	2.2	2.2
Mongolia 蒙古	1.2	1.1	1.4	1.7
P.R. China 中国	1.0	1.2	1.6	1.8
Russia 俄国	1.1	1.1	1.5	1.2
Ukraine 乌克兰	1.7	1.6	1.9	1.5
HongKong 香港	1.3	1.6	1.9	2.0
Georgia 格鲁吉亚	1.4	1.3	1.7	1.4
Indonesia 印度尼西亚	1.4	1.3	1.9	1.6
Cambodia	1.2	0.7	1.0	1.8

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In most of the Asian countries covered by the Civil Society Index Project, including China (mainland), Hong Kong, Taiwan, Georgia, Mongolia, Russia, South Korea and Vietnam, the structure and environment are the weakest dimensions of civil society. Citizen participation remains relatively limited, especially non-partisan political action. Ukraine, however, is an exception in this regard. Ukrainians are active in spontaneous participation and seem to prefer giving and volunteering outside of organized structures.

公民社会指数项目包含的大多数亚洲国家中，包括中国大陆、香港、台湾、格鲁吉亚、蒙古、俄国、韩国和越南，公民社会结构和环境是最薄弱的环节。公民参与程度相对有限，特别是非党派政治活动。然而乌克兰是一种例外情况，乌克兰人对于自发性参与比较积极，似乎更倾向于非组织的捐助和自愿活动。

Membership in organizations is relatively low in most Asian countries with the exception of Vietnam where membership in mass organizations affiliated to the Government and Party was included. The legal environment is not yet consolidated. Mongolia and the P.R. China have seen recent efforts of drafting laws and regulations for the registration and management of Non-Governmental Organizations but there is still a lack of confidence in the rule of law and legal certainty.

除了越南，大多数亚洲国家的组织成员人数水平相对较低，这种组织包括附属与政府和党派的群众组织。法制环境还没有牢固的建立起来，蒙古和中国已经正在努力制定关于非政府组织的注册和管理的法律草案，但是对于法律规定和法制的落实仍然缺乏信心。

Mongolia and Russia are among the countries with the most restrictive environment. Mongolia has enacted a relatively liberal new constitution (1992) but excessive centralization, corruption, and the entrenchment of oligarchic power structures constitute major obstacles for civil society development.

蒙古和俄国属于最具有环境限制性的国家。蒙古虽然颁布了一项相对民主的新宪法(1992)，但是极度中央集权、腐败和不断加强的寡头政治结构成为公民社会发展的主要障碍。

The legal environment for NGOs has deteriorated in Russia after the introduction of amendments to certain legislative acts of the Russian Federation” on civil society organizations. Since 2005, the Government is seeking to exert more and stricter control over CSOs by restricting registration through various provisions, such as a ban on foreign organizations, and requirements for existing

Russian CSOs to apply for Government permission to continue operations. Some Russian NGOs are expected to practically cease their operations following the new regulations.

自从提出对某些俄联邦立法行为的修订案后，俄国的非政府组织法制环境已经被恶化了。2005年以来，政府通过各种限制注册条款，正在试图对公民社会组织施加更多和更严格的控制，比如取缔国外组织、要求现有的俄国公民社会组织申请政府的许可以维持运营。为了遵守这些新的规定，一些俄国的非政府组织实际上将要停止运营。

Taiwan, HongKong and South Korea which are among the economically more developed regions have a little more favorable environment for CSO, scoring 2.2 in the case of Taiwan and 1.6 in the case of HongKong and South Korea. The relatively high score for Taiwan shows a generally supportive legal environment, although there seem to be some flaws in regulations governing CSOs, which could endanger a healthy interaction between civil society and the government. There is also scope for improving private for profit sector liaison with civil society. In South Korea, the election and national security laws restrict advocacy activities restrictive tax laws. In HongKong, freedom of association and registration is rather favorable for civil society while press freedom and information rights are relatively restricted.

台湾、香港和韩国属于经济更发达的地区，它们的公民社会组织所处的环境更有利一些，台湾获得了2.2的环境指数而香港和韩国都是1.6。台湾管理公民社会组织的法律似乎存在一些缺陷，这些缺项可能威胁到公民社会和政府交互的健康性，但是相对较高的得分表明台湾法制环境对于公民社会组织具有支持性作用，同时也加强了私有营利部门和公民社会之间的联络。韩国的选举法和国家安全法限制了减税法的宣传活动。在香港，尽管新闻自由和资讯权利相对受限，协会和注册的自由性对于公民社会相当有利。

Indonesia shows some enabling factors, including the recognition of political rights and civil liberties, the existence of political competition, and the ongoing process of decentralisation. However, widespread and pervasive corruption hamper the development of civil society. The laws do not allow for tax exemptions for individuals or organisations that make donations to social, religious or humanitarian activities nor for donors.

印度尼西亚的情况显示了一些鼓舞性的因素，包括政治权利和公民自由意识、政治竞争的存在和持续进行的地方分权过程。但是，广泛和普遍深入的腐败阻碍了公民社会的发展。对于捐助社会、宗教或人道活动的个人和组织，法律不能提供减税优惠。

Another common feature of civil society in Asian countries is the lack of institutionalized forms of cooperation and self-regulatory mechanisms within civil society. Networking and building of federation structures are rather poorly developed, with the exception of South Korea where civil society organizations have united for advocating on specific social and political issues.

亚洲国家公民社会的另一个共同特征就是在公民社会内部缺乏相互合作和自我规制机制的体制形式。联合结构的构建和网络化发展程度相当低下，韩国是一个例外，在韩国，公民社会组织已经可以联合在一起宣扬某种社会和政治问题。

Charitable giving is low, especially in poorer countries like Mongolia. Corporate philanthropy is still at an infant stage. Participation in regional and international dialogue and exchange is growing.

慈善给予水平很低，特别是在贫穷一些的国家，例如蒙古。联合慈善事业仍然处于一种婴儿阶段，地区和国际性对话和交流参与程度正在提高。

The commitment to values is relatively high in the selected Asian countries. Many civil society organizations are committed to non-violent forms of actions, to poverty alleviation, preservation of the environment, empowerment of marginalized groups, gender equality and to a lesser extent to issues of transparency. Such features are also evident in countries that have not participated in the Index project such as India, Bangladesh and Nepal.

在被选择的亚洲国家之中，价值指数相对较高。许多公民社会组织致力于非暴力形式的活动、减缓贫困、环境保护、边缘人群维权、性别平等和事务透明。这些特点在没有参与指数项目的国家之中表现也很明显，例如印度、孟加拉国和尼泊尔。

Civil society organizations in the ex-communist countries of the former Soviet Union show a greater commitment to democracy and human rights issues rather than to poverty alleviation and transparency.

在从前苏维埃解体的非共产主义国家之中，相对于减缓贫困和事务透明，公民社会组织对民主和人权问题显示出更强烈的诉求。

In the predominantly Islamic country of Indonesia, NGOs have clearly contributed to the empowerment of women at various levels. This has also been reflected by laws, signing and ratification of international conventions. Transparency, however, is not a priority for Indonesian NGOs. Many of them are poorly governed and dependent on foreign aid.

在伊斯兰统治的印度尼西亚，非政府组织对各个层面妇女维权的贡献非常明显。这也受到法律、国际惯例允许和现象的影响。然而，事务透明不是印度尼西亚非政府组织优先考虑的方面。它们中的许多组织管理水平很弱，需要国外援助。

Corruption and lack of trust is a major obstacle for civil society development in many Asian countries, with probably most pronounced features in the poor country of Cambodia.

腐败和缺乏信任感是许多亚洲国家公民社会发展的一个主要障碍，这也许是贫穷国家柬埔寨最显著的特征。



The impact of civil society on policy making, particularly on the national budgeting process, remains limited in the Asian countries covered by the project. However, South Korea and Taiwan, are exceptions. Lack of resources, expertise and autonomy constrain the contribution and ability of civil society groups in Asian countries to affect policy making and holding the government and the private sector accountable. Civil society organizations in Asian countries seem to focus more on service provision than on advocacy work. An exception is Ukraine where civil society activities are characterized by an inclination to prioritize political issues over social service provision role. The advocacy role of Chinese civil society organizations is still at infant stage but it has significantly grown in certain sectors, especially in the field of environment and, more recently, in the field of health.

在项目涉及到的亚洲国家中，公民社会对决策，特别是国家预算过程的影响有限，但是韩国和台湾例外。资源、专家技术和自治性的缺失限制了亚洲国家公民社会团体的贡献和能力，使它们能够影响国家决策和维持政府和私营部门的公信力。亚洲国家公民社会组织似乎将重点放在提供服务，而不是宣传工作上。但乌克兰属于例外，它的公民社会活动具有一种特点，即偏向于优先考虑政治问题而不是服务提供者的地位。中国公民社会组织的宣传作用仍然处于幼儿阶段，但是它在某些领域已经有显著的成长，特别是在环境领域，以及更近期的医疗健康领域。

### **3.2 South America**

Generally speaking, civil society organizations in South American countries are more engaged in advocacy work than Asian NGOs. Civil society organizations in South America tackle more politically sensitive issues, including human rights violations. Many have acted as protest groups in times of political and social tension. Human rights activists play the most significant role in Argentina and Chile. Environmental sustainability is also an area of concern, especially in Argentina, Chile and Uruguay and Argentina, with the exception of the crisis and poverty stricken Bolivia.

### **3.2 南美**

相比亚洲非政府组织，通常来讲南美公民社会组织更多地参与宣传活动。南美公民社会组织更多地处理政治敏感性问题，包括违反人权问题。在政治和社会紧张时期许多组织作为抗议团体活动，人权活动家在阿根廷和智利有着最重要的地位。环境的可持续发展也是一个参与领域，特别是在阿根廷、智利和乌拉圭。玻利维亚受危机和贫困打击，因此是一个例外。

The more professional groups are mostly situated in metropolitan cities but there is also a large number of smaller grassroots and community based groups in rural areas. Lack of transparency and corruption is a problem in many South American countries but few civil society organizations have yet addressed critical issues in the area. Networking is generally strong among civil society groups in South American countries. The World Social Forum, a world wide civil society gathering with focus on the effects of globalization, has originated in Porto Allegre (Brazil) in 2001 before it reached out to other regions of the world. South American NGOs are strongly represented.

比较专业的团体大多数都在大城市里，但是边远地区也有大量小型的草根组织和社团存在。在许多南美国家，缺乏透明度和腐败是一个大问题，但是解决地区内关键性问题的公民社会组织还很少。南美国家公民社会团体中的网络化程度通常很高。世界社会论坛是一个世界范围内的公民社会团体的集合，它致力于研究全球化的影响。该论坛2001年产生于巴西的波尔图市，在此之前，它的影响力以及扩散到世界的其他地区。南美非政府组织具有很强的代表性。

### **3.3 Middle East and the Mediterranean**

Charitable giving, service provision for poor and marginalized communities and commitment to non-violence score high in the Islamic Middle East and Mediterranean countries. This presumption has been confirmed by the data collection and analysis of the civil society index project in northern part of Cyprus, Egypt, Lebanon and Turkey. However, civil society was found to be generally rather weak, mainly due to the rather constraining political context. Membership in CSOs is low in the selected countries from this region, the exception being the northern part of Cyprus.

### **3.3 中东和地中海**

在伊斯兰中东和地中海国家中，为穷人和边缘人群提供慈善捐助和服务以及致力于非暴力事业的指数得分较高。在塞浦路斯北部地区、埃及、黎巴嫩和土耳其开展的公民社会指数项目的数据收集和分析也证明了这一点。但是，我们发现这一地区的公民社会基础还是相当弱小，这主要是政治环境限制所导致。在这一地区被选中的国家当中，除了塞浦路斯北部地区，其公民社会组织的成员参与水平很低。

Women are not well-represented as members and leaders of civil society organizations with the exception of Lebanon. Only a small number of networking and umbrella organizations are operating in the countries of the Middle East that have been included in the index project.

除了黎巴嫩，公民社会组织中妇女成员和领导人的人数很少。在指数项目所涉及的中东国家当中，只有少量的网络化和保护性的组织在运营。

The relationship between the state and civil society in Egypt, Lebanon and Turkey has experienced difficult moments. In Turkey, the potential accession of the country to the European Union, has shed more light to the human rights activities among the NGO community. However, generally speaking, few civil society organizations address fundamental issues in Middle East and Mediterranean countries, with the exception of some peace and human rights groups in Israel and Palestine. With the exception of a few rights oriented groups, most civil society organizations are more welfare-oriented rather than aiming for policy changes and holding government and private sector accountable.

埃及、黎巴嫩和土耳其的公民社会和国家政府之间的关系已经经历过了一个困难时期。土耳其正在申请加入欧盟，政府对于非政府社团组织的人权维护活动给与了更多照顾。但是通常来讲，除了以色列和巴勒斯坦存在一些维护和平和人权的组织，在中东和地中海国家当中，解决了基本问题的公民社会组织很少。除了一些维权组织，大多数公民社会组织更多在于争取福利而不是以改变政策和维护政府、私营部门的公信力为目标。

### **3.4 Sub-Saharan Africa**

Generally speaking, Sub-Saharan Africa is still characterized by poor infrastructure, ethnic conflicts, poverty and the HIV-AIDS pandemic. The number of African countries that have participated in the civil society index project is still low. Only three out of 54 countries have participated in the civil society index implementation phase 2003 to 2005. Thus, the author draws on personal experience from more than 20 African countries for this brief analysis. Civil society groups in Africa, with support from international donors, are engaged in a large number of rehabilitation, poverty alleviation, and development projects. Health, education and provision of micro-finance services rank high among the priority activities of civil society organizations.

### **3.4 撒哈拉沙漠以南的非洲**

通常来讲，撒哈拉以南的非洲仍然是基础薄弱、种族冲突、贫困和艾滋病流行的代名词。参与本次公民社会指数项目的非洲国家数目依然很少。在参加实施公民社会指数项目的2003年到2005年之间的54个国家当中，只有3个是非洲国家。因此，作者只能基于本人在20多个非洲国家的个人经验，来做一个简单的分析。通过国际捐助的支持，非洲公民社会组织从事于大量的恢复定居、减缓贫困和经济发展项目。健康、教育和提供少量财政服务在公民社会组织活动中占有优先地位。

Many NGOs are eager to team up with international NGOs. Partnership arrangement between local and international NGOs are most visible in relief and rehabilitation projects. Many NGOs show a strong commitment to poverty eradication. Generally speaking, environmental issues are less prominent among NGOs in Africa than in other regions. Many internationally well-networked NGOs are operating from their headquarters in big cities and are sometimes disconnected from the grassroots level. Leading activists of civil society groups often hail from urban areas and have a good educational background and international experience. The level of formal organizations in rural areas is low. This may be understood against the background of widespread poverty and illiteracy. Civil society is fragmented along ethnic and religious lines in many countries. The civil society infrastructure is weak. Few widely accepted umbrella organizations with nationwide recognition and large membership exist. Faith-based groups are known to play a major role in providing community services. There are some organizations which have started to promote progressive values such as human rights and gender equality. Transparency and accountability are not yet important issues on the civil society agenda.

许多非政府组织渴望和国际NGO成立联合团体。地方和国际非政府组织之间的合伙管理在减缓贫困和恢复定居项目中表现得最明显。许多非政府组织对消除贫困具有强烈的愿望。一般来说相比其他地区，环境问题不是非洲非政府组织关心的主要问题。许多国际网络化程度很好的非政府组织将它们的总部设在大城市里，有时它们会和草根组织失去联系。公民社会团体的活动家领导具有很好的教育背景和国际经验，通常很受城市欢迎。而边远地区具有正式形式的组织数量水平很低，这与广泛存在的贫穷和文化落后是分不开的。在许多国家，公民社会按照种族和宗教的分界线分成不同的组织。公民社会的基础设施是薄弱的，得到全国认可和具有较多成员的庇护型组织几乎不存在。有一些组织已经开始提倡积极的价值观，比如人权维护和性别平等。在公民社会代理机构中，透明度和责信度还不是最重要的问题。

### **3.5 Europe**

The country reports reveal some significant differences between Western European countries and post-communist Central and Eastern European countries. In Western Europe, civil society organizations have matured over a long period of time. Civil society is well-structured with many umbrella organizations and networking activities. The levels of charitable giving and volunteer work are high.

### **3.5 欧洲**

国家报告表明西欧国家和后共产主义中东欧国家之间有着一些显著地区别。在西欧，公民社会组织已经成熟一段较长的时期，公民社会结构良好，庇护型组织的数量和网络化的活动很多，慈善捐赠和义务工作水平很高。

Civil society in Eastern Europe has not been able to capitalize on the momentum of social and political mobilization in the late 1980s and early 1990s. Citizen participation is limited. The post-communist societies exhibit a rather negative attitude towards voluntary work. There is widespread mistrust in new institutions and a relatively high-level of interpersonal mistrust. There is scant promotion of important values (social justice, transparency). An exception is the church. There has been a revival of church life. Donations for reconstructing and refurbishing church buildings have seen a very significant increase. Other organizations suffer from a dearth of financial resources. Many secular NGOs show an elitist composition with dependence on foreign donors. Few organizations are in contact with the most disadvantaged groups. Religious and ethnic minorities suffer from marginalization. Some environmental NGOs have been able to develop a high degree of professionalism and still keep links to the community level.

在80年代后期和90年代早期这段社会和政治变革时期，东欧公民社会无法获得足够的资金，公民参与度有限，后共产主义社会对于义务工作表现出一种消极的态度。在新的公共机构中表现出一种广泛的不信任，人与人之间的不信任程度相当之高，极度缺乏一些重要的价值观(社会正义、透明性)的培养。宗教信仰属于例外，宗教生活已经有所复苏，对宗教建筑的重建和刷新的捐助有了显著的增长。其他一些组织苦于没有资金来源，依靠国外捐助，许多长期的非政府组织显现出一种优秀的本质，而很少有组织去和那些最贫穷的团体联系，宗教和种族少数派受到边缘化。一些环境非政府组织已经具有高度的专业水平并仍然和社团保持着联系。

In most Western European countries civil society organizations play an important role in addressing issues of social justice and economic inequalities. They promote a wide range of values. Many organizations conduct campaigns that target public policy making at different levels (from local to international level) and issues of corporate responsibility.

在大多数西欧国家中，公民社会组织在处理社会公正和经济不平等问题中发挥着重要的作用，它们促进的价值观念十分广泛。许多组织开展政治活动，其目的在与制定各个方面(从地方到国际)的公共政策，处理合作责任的问题。

Tripartite arrangements between trade unions, business and the state are much developed. Many major civil society organizations have a close relationship with the state. They provide large scale social and welfare services. In Germany, the major churches (Protestant Lutheran and Roman Catholic) enjoy the status of public law bodies. The state has framework contracts with the churches and collects taxes on behalf of the churches. Public and private sector both facilitate fund raising for civil society organizations in many European countries.

贸易联盟、商业团体和政府之间的关系处理机制十分完善。许多主要的公民社会组织和国家政府之间有着紧密的关系，它们提供大规模的社会和福利服务。在德国，主要的教会组

织(新路德和罗马教会)享有公共法律实体的地位,政府和教会有框架协议,并代表教会进行收税。在许多欧洲国家,公共和私营部门都向公民社会组织提供募集资金方面的便利。

The reliance of civil society organizations on state funding is high in many continental Western Europe. This had led to the bureaucratization of major civil society organizations and has sometimes hampered independent innovative thinking. The number of smaller organizations has increased in most Western European countries while some larger organizations have difficulties to appeal to the younger generation. A significant number of organizations is committed to issues of global relevance (environmental issues, fair trade, human rights). They also support development projects in other countries and provide humanitarian aid.

在许多大陆型的西欧国家,公民社会组织对政府资金的依赖性很强,这已经导致主要的公民社会组织机构的官僚化,有时并且阻碍了独立创新思想的发展。在多数西欧国家,尽管一些大型组织很难再吸引年轻一代,较小型的组织数量有所增加。相当数量的组织致力于解决全球关联性问题(环境问题、贸易公平和人权问题),它们也对其他国家的发展项目提供支持并提供人道援助。

In the wake of the fight against terrorism, some European governments have enacted special laws and introduced reforms that may curtail freedoms of individuals and organizations. The political developments in some developed countries in Europe but especially in the United States of America<sup>10</sup> show that the freedom of individuals and achievements of civil society organizations should not be taken for granted. There has been a growing frustration among civil society in the United States and Great Britain that the Iraq war and related serious human rights abuses of the military and police could not be prevented despite mass mobilization of peaceful civil society.

随着反恐怖主义活动的进行,一些欧洲政府颁布专门法律和引进改革,这些措施可能减少了个人和组织的自由。欧洲某些发达国家特别是美国的政治发展表明,个人自由和公民社会组织的成就不应该被剥夺。美国和英国的公民社会已经呈现出一种令人沮丧的发展趋势,虽然公民社会进行了大规模的维护和平的活动,仍然不能阻止伊拉克战争以及由此带来的军队和警察严重践踏人权的行。

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10 The USA have so far not been covered by the CIVICUS Civil Society Index project.

目前为止,美国没有参与全球公民参与联盟公民社会指数项目。

#### 4. Conclusions

The Civil Society Index Project of CIVICUS has contributed to an understanding of civil society activities from a comparative perspective. The many partners at national level have made this project a success story across countries and regions. At the same time, the drafting of the country reports has triggered debates and discussions among academicians and practitioners about the status of civil society and possible reforms. The process of drafting the report and assigning scores to the dimensions and sub-dimension has led to a critical reflection on the opportunities and limitations of different kinds of non-state and non-market organizations.

#### 4. 结论

全球公民参与联盟公民社会指数项目从比较的角度阐述了对公民社会活动的理解。从国家合作方的层面来说，这一项目在各个国家和地区的开展是成功的。同时，国家报告草案已经在学者和实践家之间引起了各种辩论和探讨，这种辩论和探讨是围绕公民社会的地位和可能的改革展开的。报告起草和对各个指标和子项目打分的过程集中反映了各种不同的非政府和非市场组织的机会和局限性。

The role of the state and the private sector have received great scholarly attention across disciplines. The interest in civil society is more recent but of significant relevance for understanding processes of social, economic and political change and development. A vital and well-organized civil society is important for developing visions of social cohesion and social harmony and for fostering a culture of innovative thinking in social service delivery, environmental protection and achieving of legal certainty.

国有和私营部门的地位已经引起了各个学术界广泛的注意。公民社会利益问题虽然最近才产生，但是它对理解社会、经济和政治变化和发展这一过程具有重要关系。一个至关重要和组织良好的公民社会对于发展一个凝聚、和谐的社会以及在社会服务提供领域培育创新思想具有重要意义。

The findings of the country studies reveal strengths and weaknesses of civil society in all project regions. Would it be possible to identify so-called good and bad practices for civil society across countries and nations and to formulate recommendations? This appears to be equally tempting as hazardous. We can conclude that a well-organized civil society with consolidated structures and with a good deal of freedom and legal certainty for individuals and organizations is a means as well as an end of the process of human development. At the same time, we also need to acknowledge that different countries have come up with different systems conducive for the development of civil society. We witness an active civil society in common law as well as civil law countries, and we can well imagine to see a flourishing civil society in countries of different political orientation.

对各个国家的研究结果在项目所有领域都显示了公民社会的力量和弱点。是否有可能对各个国家和民族的公民社会活动定义一个所谓“好坏”的标准并形成一些建议？这显得既诱人又危险。我们能断定，一个具有牢固结构、能处理好个人和组织的自由和法律界限关系、组织良好的公民社会是人类发展过程的一条道路，并且也是人类发展过程的终点。与此同时我们也须承认，不同国家的不同系统已经在朝着有益于公民社会的方向发展，我们目睹了普通法和民法国家中的活跃的公民社会，同时我们也能想象将看到不同政治形态国家的公民社会的蓬勃发展。