THE CIVIL SOCIETY IN CROATIA: THE PROCESS OF GAINING TRUST AND ESTABLISHING PARTNERSHIP WITH THE STATE AND OTHER STAKEHOLDERS

Croatian report
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CERANEOD- Centre for Development of Non-Profit Organizations
CIVICUS- World Alliance for Citizen Participation
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PREFACE

The Centre for Development of Non-Profit Organizations – CERANEO is the association established in 1995 with a recognizable role in civil society development in Croatia. Until the end of 2000, CERANEO was the support organization for civil society development in Croatia. In this period it has fulfilled its mission to a considerable extent: establishing a favourable legal framework for non-profit sector development, strengthening the sector's capacity, as well as being the voice of the sector.

In the course of 2001 CERANEO has partially reshaped its mission and assumed the profile of a think tank organization in the area of public policies with particular interest in civil society development. CERANEO is a think tank organization that collects, analyses and researches the issues in the social policy area, promoting innovative approaches in addressing these issues, advocating a more outstanding role of the civil society. CERANEO has carried out several researches on civil society issues, as well as organized several discussions on this topic.

CERANEO was the partner organization in the pilot phase of implementation of CIVICUS – Index of Civil Society 2001. This project is consequently the follow up of previous research. This project has initiated a new debate on the concept and significance of the civil society. This project conceptualizes the role and significance of civil society more broadly than it was case in 1990-s. This action oriented research has involved a wide range of stakeholders from the whole country. The research collected a number of actual data, facts and information of significance, not only for civil society organizations, but for researchers, public sector employees, private sector, national and foreign donors and common public as well. The project was accomplished in cooperation with a wide range of organizations and individuals, members of the Project Council. This cooperation is expected to continue, in particularly in activities related to public presentation of the outcomes.

Gojko Bežovan, President
Centre for Development of Non-Profit Organizations - CERANEO
ACKNOWLEDGEMENTS

The Project Civil Society Index in Croatia was carried out by CERANEO in cooperation with a wide range of organizations and individuals. The project’s methodology has been developed by CIVICUS- World Alliance for Citizen Participation. We want to express our gratitude to donors providing for implementation of the project: European Union, Ministry of Science, Education and Sports, the City of Zagreb – Department for Labour, Health Care and Social Welfare and the National Foundation for Civil Society Development.

The Project Council has, in line with the scheduled methodology, cooperated from the very beginning. We want to express our gratitude to the Council members who have selflessly offered their time, knowledge and information in order to successfully accomplish the project. The members of the Project Council comprise the following: Gordan Ćrpić - Centre for Promotion of Catholic Social Teaching, Željka Jelavić - Centre for Women’s Studies, Siniša Kuhar - Trade Union of Civil Servants and Employees, Gordana Drakulić-Ramač - Suncokret, Branka Kaselj; Lejla Šehić-Relić - Centre for Peace, Non-Violence and Human Rights, Ana Butković - Ministry of Health and Social Welfare, Sandra Cvetko - Zagrebačka banka, Zoran Šućur – Department for Social Work at the Faculty of Law in Zagreb, Lidija Rogošić-Pavić - ODRAZ, Edi Žitnik - MI Association; Gordana Forčić; Sladana Novota - SMART.

Over 20 experts have been consulted about various aspects the civil society issues. We are grateful for their time and assistance.

We express our gratitude to our associates: MSc Vjekoslav Bratić, Krešimir Miletić and MSc Tin Gazivoda who have accepted the cooperation and within their competences elaborated some subject topics. MSc Teo Matković had also a significant role in project implementation, actively participating in research, data organization and analysis and elaboration of one part of the project. The media abstract was analysed by hard working associates Aleksandra Pikić and Sandra Brumen. Usefull proposals with respect to the methodology were provided by Dr. Ivan Rimac.

As well, we wish to express our appreciation to Mahi Khallaf and Finn Heinrich, the representatives of the Civil Society Index CIVICUS team for selfless assistance and advice provided during the project implementation.

Gojko Bežovan, Siniša Zrinščak and Marina Vugec
CIVICUS - Civil Society Index - Croatian team
INTRODUCTION

This document presents the project outcomes of CIVICUS – Civil Society Index in Croatia, implemented from September 2003 to May 2005. This international project is coordinated by CIVICUS - World Alliance for Citizen Participation.

Civil Society Index (CSI) is a participative, action oriented research, assessing worldwide the countries’ civil society status. The Project links the assessment with stakeholders’ reflections and action plan, aimed at strengthening of civil society in the area of recognized weaknesses or challenges. By combining the assessment outcomes with the widely contextualised reflections and joint action, the CSI contributes to an ongoing debate on role of the research in development of various policies and practices.

The CSI is implemented in each country by the national coordination organization in cooperation with the Project Council. The CSI project team receives regular directions and advices from CIVICUS. CERANEO, as the national coordination organization in Croatia, has collected and integrated the data and information on civil society from several various primary and secondary resources. The Project Council has examined and discussed the outcomes achieved in form of 74 indicators, what makes a comprehensive assessment of civil society status. The Council has indicated the main strengths and weaknesses of civil society. The outcomes have subsequently been discussed at the national workshop. The civil society stakeholders have recognized the specific strengths and weaknesses of civil society and accordingly provided recommendations for strengthening of civil society. The international project team CSI – CIVICUS has assisted CERANEO in training, provided technical assistance and quality control during the project implementation.

This international project comprised of two specific goals: 1 - To generate useful knowledge on civil society; and 2 - To enhance the commitment of stakeholders to strengthening of civil society. The first goal is associated with the problem of diverse and specific understanding of civil society in different nations, as well as comparative knowledge among the nations, that is global knowledge. CIVICUS has in this respect provided the possibility of adapting of methodology to specific needs of each country. CERANEO has used these possibilities to certain extent. However it has mostly adhered to the assigned framework of the whole project.

CERANEO is mostly interested in comparison with the countries from the region. These further steps will provide for new stimulus in discussions on civil society development. In implementation of the CSI project Croatia we have faced a number of challenges and advantages which have helped us in defining new issues which are going to be useful in further researches.
Publication structure

Part I - «CSI Project: Background and Methodology» analyses the history of the CSI project, conceptual framework and research methodology.

Part II - «Civil Society in Croatia» draws attention to the heritage of civil society development in Croatia and discloses some of its specific qualities. It provides contextualization of the civil society in Croatia, as well as the civil society definition used in the project. It informs on the outcomes of activities carried out in some of the regions in Croatia.

Part III - «Analysis of Civil Society» is divided in four sections – structure, environment, values and impact. This corresponds to four dimensions according to CSI. The presented outcomes for particular dimensions and sub-dimensions provide insight in more comprehensive issues of civil society development which are summarized in conclusions. The third part as well involves the case studies, described in detail in Annexes 2-3.

Part IV - «Conclusions - Strengths and Weaknesses of Croatian Civil Society» is a summery of ideas, attitudes and arguments presented at the national workshop organized on April 29th-30th, 2005 in Stubičke Toplice.

Part V - «Recommendations» relate to the national workshop and other gatherings organized within the project. The recommendations relate to concrete actions aimed at strengthening of civil society and its role in Croatia. And finally, the conclusions in Part VI relate to civil society diamond in Croatia, providing the interpretation of outcomes with implications to the civil society status in Croatia.)
I - CIVIL SOCIETY INDEX – PROJECT AND APPROACH

1 - PROJECT BACKGROUND

The idea of the Project Civil Society Index was developed in 1997 when the CIVICUS-World Alliance for Citizen Participation published the New Civic Atlas, comprising the profiles of civil society development in 60 countries worldwide. In order to enhance the comparability and quality of information, CIVICUS has developed a comprehensive set of instruments for civil society assessment - Civil Society Index (Heinrich, 2004, Holloway, 2001). Helmut Anheier, the director of Civil Society Centre at the London School of Economics, has played an important role with respect to the project implementation by means of developing the concept of Civil Society Index (CSI) in 1999 (Anheier, 2004). The concept was tested in 14 countries as a pilot project in the period from 2000 to 2002. Afterwards, the pilot project was evaluated and revised. The project is now being implemented in 60 countries worldwide. (Table I.1).

Table I.1 - Countries in which CSI is being implemented, period 2003-2005

<table>
<thead>
<tr>
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<tbody>
<tr>
<td>3. Australia</td>
<td>23. Georgia</td>
<td>43. Palestine</td>
</tr>
<tr>
<td>4. Azerbaijan</td>
<td>24. Germany</td>
<td>44. Poland</td>
</tr>
<tr>
<td>7. Bosnia &amp; Herzegovina</td>
<td>27. Honduras</td>
<td>47. Russia</td>
</tr>
<tr>
<td>9. Burkina Faso</td>
<td>29. India (Orissa)</td>
<td>49. Serbia</td>
</tr>
<tr>
<td>10. China</td>
<td>30. Indonesia</td>
<td>50. Sierra Leone</td>
</tr>
<tr>
<td>11. Colombia</td>
<td>31. Italy</td>
<td>51. Slovenia</td>
</tr>
<tr>
<td>12. Costa Rica</td>
<td>32. Jamaica</td>
<td>52. South Carolina (USA)</td>
</tr>
<tr>
<td>13. Croatia</td>
<td>33. Lebanon</td>
<td>53. South Korea</td>
</tr>
<tr>
<td>14. Cyprus</td>
<td>34. Macedonia</td>
<td>54. Taiwan</td>
</tr>
<tr>
<td>15. Czech Republic</td>
<td>35. Malawi</td>
<td>55. Turkey</td>
</tr>
<tr>
<td>17. Ecuador</td>
<td>37. Mexico</td>
<td>57. Ukraine</td>
</tr>
<tr>
<td>18. Egypt</td>
<td>38. Mongolia</td>
<td>58. Uruguay</td>
</tr>
<tr>
<td>20. Ethiopia</td>
<td>40. Nepal</td>
<td>60. Wales</td>
</tr>
</tbody>
</table>

Croatia has participated in the pilot stage of the project implementation. Through a tender invitation CERANEQ was selected as national coordination organization for project implementation. This project matches with the CERANEQ mission. It combines the action oriented research with a comprehensive set of instruments for civil society assessment and with concrete recommendations and actions of various stakeholders, significant for civil society.

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1 This document presents development issues of civil society in Croatia designed by Jasminka Ledić (1997).
development. This project is also significant in terms of comparison of its outcomes with the outcomes in the neighbouring countries.

The preparations for the project implementation were time consuming. In September 2003, the CERANEO representative had participated at the CIVICUS workshop in Johannesburg and acquired necessary knowledge and additional information significant for project implementation.

2 - PROJECT APPROACH AND METHODOLOGY

CSI uses a comprehensive implementation approach, as well as various types of research methods. CSI is based on a wide and comprehensive civil society definition. In order to assess the civil society status in a certain country, CSI examines four key dimensions of civil society: structure, environment, values and civil society impact. Each dimension comprises a number of sub-dimensions, which include a number of individual indicators. The indicators represent the basis for data collection within the CSI. The data is collected via several methods: secondary resources collection, population survey – Civil society 2004, Civil society stakeholder survey, regional workshops, media review, structured expert consultations and several case studies. The indicators were separately assessed and discussed by the Project Council. The outcomes of research and assessment were also discussed by the representatives of the key stakeholders at the National workshop, the task of which was to identify the specific strengths and weaknesses and to give recommendations for key actions aimed at strengthening of civil society. The CSI project approach, the conceptual framework, research and assessment methodology are described in detail in the subsequent part of this section.

2.1 - Conceptual framework

How to define the civil society?

In the focus of CSI conceptual framework is the very concept of civil society. CIVICUS defines the civil society as the space\(^3\) between the families, government and the market, where people associate in order to promote common interests. The CSI has two interesting features that contrast other civil society concepts. First, its goal is to keep away from the conventional focus on formal and institutionalized civil society organizations (CSOs) and considers the informal coalitions and groups. Second, whereas the civil society is sometimes perceived as an area with positive actions and values, the CIVICUS urges to involve in the assessment the negative

\(^2\) Centre for Development of Non-Profit Organizations- CERANEO has implemented the project and produced the report in Croatian and English. The outcomes of the project were topic of regional consultations at several workshops and gatherings in the country and abroad. (Bežovan, 2001).

\(^3\) In debate about definition of civil society in regional stakeholder consultations, at NAG meetings and at National Workshop participants agreed that instead notion arena it is appropriate to use notion space.
manifestations of civil society as well. This concept consequently includes not only the humanitarian organizations and associations active in environmental protection, but also the groups such as skinheads and aggressive football supporter groups. The CSI does not only assess to what extent the CSOs support democracy and tolerance but also the extent of their intolerance or even violence.

Figure I.1 - *Floating borders of civil society*

*How to conceptualize the civil society status?*

In order to assess the civil society status the CSI examines the civil society through four main dimensions:

- **Structure** of civil society (membership in CSOs, donations and volunteering, number and characteristics CSI of umbrella organizations and infrastructure of civil society, human and financial resources);

- **Environment** in which the civil society exists and functions (legislative, political, cultural and economic context, relation between the civil society and the state and private sectors);

- **Values** existing and being promoted in civil society (democracy, tolerance, environmental protection);

- **Impact** of activities performed by the civil society actors (impact on public policies, empowering people, meeting the social needs).
Each of the above dimensions is divided to sub-dimensions, making a total of 74 indicators. These indicators are the core of CSI, being the basic data presented in this report. The basic “indicators – sub-dimensions – dimensions” scheme has supported the whole process of data collection, designing the research report, Council assessment and consultations at national workshop.

In order to visually present the outcomes of the four dimensions CSI uses the figure, civil society diamond.\(^4\) (Figure I.2) This figure summarizes visually the strengths and weaknesses of civil society. Diamond is the result of individual indicators aggregated in sub-dimensions and finally in dimension scores. The civil society diamond can provide useful starting point for discussion and interpretation on the status of civil society in a particular country. The diamond does not aggregate the dimension scores in one value and consequently the countries can not be ranged upon the respective scores in four dimensions. The diamond describes the civil society in a specific time and consequently lacks the dynamic perspective. Though, if it is implemented during a longer time period, it can indicate the development trends of civil society and consequently enable the comparison of trends among particular countries.

Figure I.2 - **CIVICUS Civil Society Diamond**

\[\begin{array}{c}
\text{Structure} \\
\text{Values} \\
\text{Environment} \\
\text{Impact}
\end{array}\]

2.2 - Project methodology

This section describes the methods used for collecting and aggregating of various data used in the project.

2. 2. 1 - Data collecting

In order to implement the appropriate and comprehensive assessment of civil society status the CSI has recognized the importance of involving the internal and external stakeholders at
local, regional and national level. Consequently the CSI involves the following research methods: 1 - Overview of existing information, 2 - Regional stakeholder consultations, 3 - Citizen and stakeholder survey, 4 - Media review and 5 - Data collection from other resources.

The combining of various methods is considered to be essential for collection of accurate and useful data and information. This research methodology is conceived in such way to promote learning and action taking from its participants. The data collection is significant as the learning process of participants in this project. The learning is achieved through discussions which enable the participants to develop a “better understanding” and clarify thinking, taking into account more than just the organization or the sector they belong to. The strategic considerations on relations inside the civil society and between civil society and other parts of society, recognizing of key strengths and weaknesses of civil society and the assessment of collective needs are the part of this process. **It is important to mention that CSI provides an aggregate assessment of civil society needs as a whole and is not conceived to provide a detailed portrait of activities of various civil society actors.** The CSI examines the distribution of power in civil society as well as between the civil society and other sectors and recognizes the key actors of civil society only with respect to specific indicators of structure, environment, values and impact as dimensions.

The CSI research in Croatia has implemented a whole list of proposed methods for data collection:

- Secondary resources: overview of existing research data, consultations and other information relating to the issue of civil society development is summarized in the overview of civil society status in Croatia.
- Regional stakeholder survey: representatives of CSO-s, Government, corporate sector, media and other stakeholders have been interviewed in six regions.
- Regional stakeholder consultations: In six regions the representatives of various stakeholders, who have previously completed the questionnaire, have been invited to participate in one-day discussion on research outcomes for the respective region. The total number of participating representatives amounted to 92.
- Survey Civil Society 2004: This general survey involved a representative sample of citizens of Republic of Croatia with respect to regions, age, gender, education and dwelling type. The citizens were questioned about the CSO membership, donations and volunteering, attitudes to CSO-s etc.
- Media review: The reporting of six daily newspapers on civil society was reviewed for a three months period.
Expert consultations: Total of over 20 interviews with relevant representatives of civil society, state and academic community have been carried out. Four of the interviews referred to the issue of CSO impact to particular policies.

2.2.2 - Aggregating data

The project team has collected various types of data for this draft report and has structured them according to CSI indicators, sub-dimensions and dimensions. Each indicator was attributed a value between 0 and 3 (0 being the lowest value, 3 the highest). The indicator scores are based on description of each indicator, qualitatively defined on the scale from 0-3. The role of the Council is to be the «citizens’ jury» where the «citizens» meet in order to, based on the presented facts, decide on public issues. The role of the Council is to review the scores of particular indicators based on the evidence collected in the research.

The process of scoring review, performed by the Council, included the discussion on the respective indicator outcomes. Based on discussion and information on the “scoring matrix”, the Council decided on score adjustments for a respective indicator.

The National workshop also played a role in indicator assessment. With an adequate argumentation the indicator scores can be changed.

2.3 - Linking the research with action

The Index of Civil Society is not a strictly academic project. The proclaimed goals are involving the civil society actors in the research process, contribution to discussion on civil society and possible assistance in strengthening of civil society. This categorizes the project as an action oriented research.

Various relevant stakeholders have participated in the project implementation at several levels.

First, from the beginning, various groups of associates and consultants had the role of Project Council. This group contained the representatives of CSO-s, state, corporate sector, foreign organizations and researchers. The Council discussed the definition of civil society, as well as the methodology. The Council had assisted in defining the significant categories with respect to scoring of particular indicators.

Another important component of the project were the regional workshops organized in order to discuss the outcomes received in regions. The workshops were held in Zagreb, Varaždin, Osijek, Rijeka, Pula and Split. The representatives of various CSOs, state, corporate sector, media, researchers and foreign donors all have participated in these workshops. They discussed
the key issues of civil society development, recognizing the regional characteristics CSI in dimensions of strengths and weaknesses.

Finally, the report was discussed at the National Workshop in order to define the strengths and weaknesses and provide recommendations for future activities.

2.4 - Project goals and outcomes

The general goal of the project is to assess the status of civil society in Croatia, enrich the knowledge on civil society and increase public awareness of all stakeholders on importance of civil society and thus to enhance its development, as well as to compare the research outcomes with the research outcomes in other (in the first place, transition) countries.

The project is aimed at strengthening the civil society in order to prepare it for the role in governance and development.

The CSI implemented in Croatia delivered several products and achieved several accomplishments:

- Comprehensive report on civil society status in the country;
- List of recommendations, strategies and priority actions developed by representatives of various stakeholders, aimed at strengthening of civil society in Croatia;
- Press conference on key findings;
- Information on project and its outcomes in several media;
- Consultations with representatives of about one hundred stakeholders on discussion of civil society status.
II - CIVIL SOCIETY IN CROATIA

1 - Special Features of Croatian Civil Society

The civil society in Croatia has a certain tradition. There existed certain civil initiatives in late 19th and 20th century, which have established foundations for some cultural, educational and social institutions, and in such way contributed to modernization of society. In that period Croatia was a part of Central European cultural region and these initiatives were linked to the similar ones in the Austria-Hungary Monarchy. These initiatives have also played an important role in the period between the World War I and World War II.

Table II.1 - Information on Croatia

<table>
<thead>
<tr>
<th>Country size:</th>
<th>56.594 sq km</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population:</td>
<td>4.443.000</td>
</tr>
<tr>
<td>Population density:</td>
<td>78.5 per sq km</td>
</tr>
<tr>
<td>Population under 15 years:</td>
<td>16.7%</td>
</tr>
<tr>
<td>Urban population:</td>
<td>58.6%</td>
</tr>
<tr>
<td>Form of government:</td>
<td>Parliamentary Democracy</td>
</tr>
<tr>
<td>Freedom House Democracy rating:</td>
<td>Free (2001)</td>
</tr>
<tr>
<td>Seats in parliament held by women:</td>
<td>17.8%</td>
</tr>
<tr>
<td>Language:</td>
<td>Croatian</td>
</tr>
<tr>
<td>Ethnicity:</td>
<td>Croats 89.7%, Serbs 4.5%, Bosnians 0.5%, Italians, Hungarian 0.4%, Slovenian, Albanian 0.3%, Czech 0.2%</td>
</tr>
<tr>
<td>Religion (2001):</td>
<td>Roman Catholic 87.83%, Orthodox: 4.42%, Islam: 1.28% Protestant: 0.29%, Agnostic, other (and atheist): 5.21%</td>
</tr>
<tr>
<td>Human Development Index (ranking):</td>
<td>0.830 (48th)</td>
</tr>
<tr>
<td>GDP per capita:</td>
<td>10.240$</td>
</tr>
<tr>
<td>Unemployment rate:</td>
<td>19.2% (official), 13.6% (survey)</td>
</tr>
</tbody>
</table>

Civil initiatives have been largely suspended in totalitarian regimes established during and after the World War II. During the communist regime the freedom of citizens’ association was restricted and controlled. All the interest groups involving recreation, sports and cultural organizations as well, were a part of a controlled system.

The communist regime had a profound and long lasting impact on development of civil society. Its effects can still be seen, and it will be difficult to overcome this legacy in the future. Such development history influenced the mentality of citizens who do not show the tendency towards self-organization and taking over the responsibility; the citizens consider the state responsible for solving their problems. On the other hand, the state has a paternalistic attitude to the citizens, while the public services are reserved for members of political parties. As a result, the citizens have a high level of mistrust to the state institutions and to each other.
In the late 1980-s the independent initiatives of intellectuals, as well as ecological and women’s groups were active in Croatia. The development of civil society in late 1980-s was related to establishing of multiparty political system and democratization of society. Some civil initiatives are transforming into political parties. The war for the country’s independence (1991-1995) suspended and slowed down to a great extent the development of the civil society. The crisis related to displaced persons, refugees and war victims has resulted in wide-ranging social problems. Yet, this has brought about the enhanced solidarity and self- organizing of citizens in various associations. The technical and material assistance to these organizations was provided by foreign humanitarian organizations active in Croatia, the number of which once amounted to no less than 80.

Considering the civil society development in Croatia in the past 15 years period, it should be mentioned that its development in 1990-s was influenced by a considerably unfavourable political environment. The non-democratic government has in this period used the media to defame the non-government organizations, as they were mostly called in public. The attitude projected by the Government, that such organizations are foreign hirelings, spies and organizations protecting the human rights of Serbs was mostly accepted by the public. Several researches warned of the negative attitude of citizens to civil society organizations (Ledić, Mrnjaus, 2000) (B.a.B.e., 2002). Such attitude is still recognizable with a part of the public. Most of the non-government organizations have aligned themselves as a part of political opposition and correspondingly organized the no partial political campaign at the 1999 elections, advocating for the democratization of society.

In this period a comparatively large number of civil society organizations has been established, mostly associations. The number of associations increased from 12.000 in 1990 to some 27.000 in 2005. However the research outcomes indicate that still only a considerably small number of citizens are members of civil society organizations, especially if trade unions, sports and recreation organizations, cultural clubs and similar are not accounted for (Črpić, Rimac, 2000, Črpić, Zrinščak, 2005). The number of citizens volunteering and giving for public good is considerably modest.

In Croatia the legal regulations have been passed considerably late, in particularly the Associations Act, regulating the establishing, registering and activities of civil society organizations. The procedure of passing acts was not democratic. The Government was not willing to recognize the comments and proposals of independent experts or various associations.

5 The Open Society Institute Croatia and some other donors’ organizations were controlled by the government and frequently exposed to attacks.
On proposal of civil society organizations the Constitutional Court of the Republic of Croatia has abrogated 16 provisions of Associations Act challenging the constitutional right of association. This experience is likely to have bad impact to civil society development for a long period.

The passing of the tax incentives for non-profit organizations’ activities was considerably deferred. Pursuant to the tax system reform in 1993 the donations to non-profit organizations were not considered as tax deductible expenses since these were considered to be cases of money laundering. In 1990-s, the donations to humanitarian and ecological organizations were not considered as tax deductible expenses. The incentives for such donations applied only to culture and sports. The tax incentives for citizens and corporate sector donations for public good were introduced only in 2000 after the government change.

The cooperation and dialogue between the CSO-s and the state was rather restricted in 1990-s. The dominant impression was that of a conflict. Under pressure from abroad the Government has in 1999 established the Association Office of the Government of the Republic of Croatia. The Office has considerably contributed to transparent distribution of funds allocated to associations from the State Budget. The Office has organized several educational programmes, attended by the representatives of CSO-s, state and, what is of great importance, of the local authorities. In order to promote the cooperation between the state and the civil society, the Office has, with foreign support, organized the launching of the «Cooperation Programme between the Government and the Non-Profit / Non-Government Organizations» adopted by the Government in late 2000. The Office has implemented the innovative three-years financing programme of associations’ activities as well. On initiative of the Office, the Council for Civil Society Development has been established. Having in mind the ongoing expansion of national and foreign resources aimed at civil society development, in 2003 (at the end of the mandate of the former coalition government) the National Foundation for Civil Society Development was established, on initiative of the Association Office as well.

During the mandate of the coalition government in 2000-2003, which had a pronouncedly positive inclination to the idea of civil society, the dialogue and better cooperation between the state and civil society organizations was established. The CSOs were frequently invited to cooperate in implementation of various projects. Though, a number of consulted experts considered this cooperation to be only declarative one and not truly contributing to establishing successful partnership between the state and the civil society. There were also the cases in which
the Government has betrayed the partners from civil sector. The current Government does not proclaim the need of cooperation with civil society in its programme papers.

With the exception of the National Foundation for Civil Society Development, the Association Office is still active. Apart of it, certain ministries invite tenders for allocation of funds to CSO-s. The passing of the Civil Society Development Strategy is being announced for quite some time.

Considerable progress is evident in the last fifteen years in cooperation between the CSO-s and local authorities. The increasing number of towns is distributing the funds to associations through public tenders, the premises are being provided, the associations are being invited to cooperate and several cooperation programmes have been signed.

The civil society has achieved rather poor cooperation with public institutions providing services relating to education, health care and social welfare. The representatives of these institutions doubt the competence and trustworthiness of CSO-s representatives.

The civil society development in Croatia depended to a large extent on the funds coming from abroad. Due to war and corresponding political issues, Croatia was not involved in the EU PHARE Programme, which as well stimulated the civil society development. This reduced the speed of civil society development, as well as its regional networking. The foreign donors used to implement their programmes, frequently without consultations with local stakeholders. As a rule, those programmes were not adequately evaluated. The support of foreign donors was in particularly provided by means of technical assistance and training of CSO employees and activists.

The Croatian media are not interested in regular reporting about CSO activities. In discussions on important social issues, media are not inclined to involve the civil sector representatives. They are more inclined to report on conflicts or periodic scandals in the sector. The experiences of a wider range of civil society representatives indicate that only a small number of journalists are aware about the civil society matters and its importance in modern societies.

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6 Inspired by Irish experience the Government has in late 2001 signed with the Trade Union and Employers Association the agreement “Partnership for Development”. Some reputable civil associations joined the agreement and signed cooperation agreements for special projects. However, the Government has not fulfilled its obligations pursuant to these agreements.


8 In the State Budget of the Republic of Croatia for 2005 in a separate budget item the funds are allocated for preparing of Civil Society Development Strategy.
The pilot project CIVICUS - Index of Civil Society in Croatia, implemented in 2001 indicated the following problems of civil society development:

1 - The cooperation of civil society organizations with the Government and local authorities in preparation, passing and implementation of various policies, acts and decisions is insufficient. The “Cooperation Programme between the Government and the Non-Profit / Non-Governmental Organizations” seemed to be a favourable framework for overcoming of these problems.

2 - The civil engagement for social and community issues is not recognized as civic value in Croatia. The citizens do not consider themselves qualified or responsible for tackling issues that they are facing. As well, the state does not sufficiently recognize the merit of citizens active in the civil society. The concept of civil engagement for social issues is not a part of educational programmes. Our socio-cultural environment is more likely to induce discouragement and passivity than self-initiative and self-confidence. The general socio-cultural and political environment challenges the legitimacy of civil society organizations. In general, the Government is expected to authorize the organizations and citizens for action.

3 - The CSOs have not established adequate cooperation with the corporate sector, which is an important stakeholder in civil society development. The corporate sector is preoccupied with its own problems, the giving for public good in communities is modest and the corporate sector is not sufficiently aware of the possible benefits of cooperation with civil society organizations.

4 - The CSOs in Croatia are mostly active in bigger towns, whereas the potential of mobilizing the citizens through such organizations in smaller towns is neglected. Considerable mistrust between the civil society organizations was recognized as well.

5 - The CSOs should be more efficient in implementation of programmes and more transparent in their activities, as well as responsible to their respective community and wider public.

The research indicated the issue of CSO legitimacy and the unwillingness of acknowledging them as stakeholders in contemporary development projects. They are required to provide more evidence to justify both their existence and activities. In search for additional evidence a part of CSO-s has accepted the inappropriate role of political party sponsorship. The civil society is rather marginal and is not part of the mainstream.

In this period the civil society in Croatia was a part of the agenda of international development agencies working towards the establishing of globalised civil society through their programmes. The civil society was mostly speaking “foreign” languages and was not deep-rooted in local communities and citizens’ consciousness. The people used to speak about the virtual and imported civil society which “lasted” as long as it was financed from abroad.
2 - CIVIL SOCIETY CONCEPT IN CROATIA

The concept of civil society in Croatia had become more frequently used in the last three – four years. The terms “non-government organizations” and “non-profit sector” are ones used most commonly. The understanding of the civil society concept is mostly limited to a narrow circle of educated members of middle classes and younger generations. The civil society stands for the organizations and initiatives with positive attitude to social issues, contributing to public good.

The CSOs comprise associations, foundations and funds, public benefit companies, some kinds of cooperatives and non-registered initiatives. A rather modest amount of empirical research on civil society issues has been carried out in Croatia and discussions on this matter are rather seldom. The civil society topics CSI are rarely represented in education. As well, the civil society topics CSI are inadequately represented in university programmes.

Civil society concept in this research

As mentioned earlier, the definition of civil society proposed by CIVICUS is sufficiently comprehensive and comprises the “positive” and “negative” organizations, as well as informal citizens’ organizations. Such comprehensive definition was a challenge to researchers, who are, as a rule, inclined to look for the positive aspect in civil organizations and initiatives. The “negative” aspects of civil society development are addressed in proportion to their occurrence.

The research team has made a selection of CSO types in cooperation with the Project Council, adding the organization types typical for our circumstances. Left out were the funeral services associations due to their insignificant number in Croatia, as well as the savings and loan associations. Introduced were the cooperatives, war veterans associations, as well as the associations of displaced persons and returnees (war victims).

The members of the Council agreed upon the significant questions about the civil society development, which were the integral part of the regional stakeholder survey. The Project Council was informed on the whole set of research instruments and contributed to finding the adequate Croatian translation of some terms.

<table>
<thead>
<tr>
<th>Table II.2 CSO types involved in research</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cooperative</td>
</tr>
<tr>
<td>Traders or Business Association</td>
</tr>
<tr>
<td>Professional Association (doctors, teachers, etc.)</td>
</tr>
<tr>
<td>Trade Union or Labour Union</td>
</tr>
</tbody>
</table>
Neighbourhood / Village Committee | Ethnic-based community group
---|---
Religious or Spiritual Group | Environmental or conservational organisation
Political Group, movement or party | Hobby Organisation (e.g. stamp collecting club)
Cultural Group or Association (arts, music, theatre, film) | War veterans association
Education Group (e.g. parent-teacher association, school committee) | War victims association
Health Group / Social Service Association (e.g. association for the disabled) | Other groups

3 - OUTLINE OF CIVIL SOCIETY IN CROATIA

How does the civil society in Croatia look like? What is its relation to the other social forces in the country? How to visually present this relation? To elaborate this matter the members of Project Councils have performed a review of social forces and designed a graphic presentation of main forces active in society, as well as the relation between the civil society and these forces.

The graphic presentation indicated the domination of the state and government bodies. The state has the dominating role with respect to civil society and other stakeholders. An important role was assigned to media, whereas the role of corporate sector is rather isolated. The role of foreign donors and their organizations was stressed on regular basis. A part of participants recognized the important role of the Church. As well, attention was turned towards the importance of non-organized citizens who remain at the margin of all processes. The distribution of particular visually represented social forces indicated the general presence of dichotomy in society.

Within the civil society the Council members have recognized the special role of a number of organizations.

The biggest “fish in the sea” presents state which is trying to eat smaller “fishes” and those are media, corporate/business sector and civil society. In this metaphorical picture it is presented pessimistic view on CS state in Croatia. CS is the “smallest fish” and it is running from other “bigger fishes” and this can also mean that the CS is the weakest sector or part of society in Croatia.

In the centre of the picture is placed big circle which presents big state and inside of it is church. Local authorities, corporate sector, media and very fragmented CS are trying to influence big state. In this picture it is also presented fragmentation and weakness of CS which is in a position of trying to establish relation channels with other sectors. But there is also one media part which on this picture stays independent.
III - ANALYSIS OF CIVIL SOCIETY

This section presents the information and data collected during the project implementation. It includes analyses of individual indicators, sub-dimensions and dimensions, albeit in varied level of detail. For some indicators of the environment dimension, in line with CIVICUS recommendations, the indicators from other sources have been adopted (Freedom House - Civil & Political Rights, Transparency International Corruption Perception Index).

This section is divided along: Structure, Environment, Values and Impact dimensions, which together make up the CSI Diamond. At the beginning of each section which relates to a particular dimension of civil society, there are graphs provided, with scores for all its sub-dimensions on a scale from 0 to 3. The findings for each dimension are then examined in detail. A separate box also provides the scores for the individual indicators for each sub-dimension.

III.1 - STRUCTURE

Within the Structure dimension the size, strength and vibrancy of civil society are described and analyzed in terms of its human resources, organizational and economic features. The score for the Structure dimension 1.6 indicates that the civil society has fragile structure. Graph III.1.1 shows scores for the six sub-dimensions: extent and depth of citizen participation, diversity of civil society participants, level of organization, inter-relations and civil society resources.

Graph III.1.1 - Sub-dimensions Scores in Structure Dimension

![Graph III.1.1 - Sub-dimensions Scores in Structure Dimension](image-url)
III.1.1 - The Extent of Citizen Participation in Civil Society

Here follows the analysis of survey data collected regarding various aspects of citizen participation in civil society. Table III.1.1 summarizes the respective indicator scores.

<table>
<thead>
<tr>
<th>1.1.1</th>
<th>Non-partisan political action</th>
<th>1.7</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1.2</td>
<td>Charitable giving</td>
<td>3.0</td>
</tr>
<tr>
<td>1.1.3</td>
<td>CSO membership</td>
<td>1.2</td>
</tr>
<tr>
<td>1.1.4</td>
<td>Volunteer work</td>
<td>2.4</td>
</tr>
<tr>
<td>1.1.5</td>
<td>Community action</td>
<td>1.0</td>
</tr>
</tbody>
</table>

1.1.1 - Non-partisan political action. The survey Civil Society 2004- (Community sample survey) indicates that since 1990 only 5.3% of Croatian citizens have written at least one letter to newspaper, 61.3% have signed a petition and 14.6% have participated in demonstrations. For Croatian citizens this whole field comprises a new type of political action, related to the development of civil culture which almost did not exist by 1990. The signing of petitions, unlike the other two non-partisan activities becomes a part of Croatian civil culture.

Graph III.1.2 - Frequency on non-partisan political actions

1.1.2 - Charitable giving. The same survey revealed that 66.8% of citizens have donated cash or other goods such as garments and food for humanitarian purposes in the last year. Charitable giving in Croatia during last several years has increased thanks to new technology of giving by phone calls or permanent transfer orders.\(^9\) The number of women giving for charitable purposes

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\(^9\) At the National Workshop the experience of the «PUŽ» association has received attention, which association is partially financed by permanent transfer orders, opened by citizens with a bank, without additional charges, allowing for transfer of monthly amounts of Kuna 10 – 50 for activities of the respective association.
is slightly higher than the number of men. Persons with higher education are more inclined to donate. In some areas (North-West Croatia, Split) cases were recorded of young entrepreneurs coming to social institutions offering support for their programmes. The results and information assembled in public speak in favour of developing the giving culture. In several cases the trust in charity giving, involving during the War the diaspora as well, was challenged due to non-transparency. (Bežovan, 1995). The trust in convenors of these actions is being restored, what can be the basis for establishing new types of solidarity and sentiment for public good.

Encouraged by the success of a number of humanitarian actions of giving by telephone the Croatian Telecom has waived its profit from certain humanitarian actions and has, in cooperation with the Government, established the Committee for allocating phone numbers for humanitarian actions, the income of which shall fully be distributed for humanitarian purposes.  

1.1.3 - CSO membership. The survey also showed that 35.2% of Croatian citizens are members of at least one CSO. This indicates a somewhat decreased level of participation in comparison to the data gathered in 1999 European value survey (EVS) when only 40% of citizens declared to be members of some civil society organization. A breakdown of the EVS data reveals that most of the members belong to faith-based organizations (12.9%), sports - recreation (11.9%) and trade unions (10.6%), while an insignificant number belongs to social, ecological, women’s or some other organizations. A similar membership breakdown has been found in the Civil Society 2004 survey.

Graph III.1.3 - CSO membership in different CSO types

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10 The public was informed accordingly, see Vjesnik, January 11th, 2005, THT has waived the profit for giving by telephone, however the state has not waived the VAT.
1.1.4 - Volunteer work. The survey shows that 38.4% of citizens were engaged in voluntary work during the last year, providing some support outside the family/relatives circle, to the members of wider community, and outside of activities of certain organization. Consequently, these were cases of individual initiatives, as for instance buying for neighbours, assistance in learning, without compensation. The respondents with higher education, as well as the ones with lower education (probably housewives) are more inclined to volunteer. Apart of it the respondents, assessing their financial status as higher, are more inclined to volunteer. In contrast to this, according to EVS 1999, only 21.3% of citizens reported some type of unpaid volunteer work for certain civil society organizations. National Workshop expressed opinion that here we are dealing mostly with traditional, informal support to neighbours and less with formalised support through CSO. The citizens do not volunteer due to several reasons, mainly because of bad financial status, lack of appropriate values or lack of information (Ledić, 2001).

1.1.5 - Community action. The activities of citizens in their local community are a significant indicator of civil society development. According to the Civil Society 2004 survey, 21.3% of citizens have participated in at least one civil society-related activity during the last year. (However, even 61.6% of respondents do not remember of activities in community, whereas 51.5% responded that there were no actions in the community.). Additionally 27.1% of respondents remember that a meeting addressing the issues of the community was held in their local community in the last 12 months. The survey also found that 15.9% of citizens have participated in at least one civil society-related activity during the last year. (Even 65.8% respondents started that they were not meeting in community.). 38.4% of respondents noticed a voluntary gathering of citizens with the purpose of helping the community in the last year.

One respondent provided some additional comments explaining the somewhat low level of community activity in an illustrative way: “There is little belief in possibility of solving the social issues through civil society organization. The indifference to the common social problems is evident. The volunteer work and work for public good is not valued. There is no awareness about the (social) conditions neither within our own communities nor in society as a whole”.

The level of activism in local communities is rather low. The survey findings show that less than one third of citizens participate in community actions or are aware of the activities in this area. The experts whom we have contacted have warned us of the contagious passivity of

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12 However, as much as 71% of respondents did not answer this question.
citizens, some of them with recent experience from project in describing this phenomenon speak about citizen autism.

On the other hand, several experts, experienced in development of local communities, claim that certain level of activism at local level actually exists. The survey corroborates this assessment as it proves that community activism is taking place, albeit on a rather small scale. The citizens are more willing to participate and engage in solving the problem in cases where they recognise these issues relate to their personal interest. Here belong the developed activities of good neighbourly assistance as well.

III.1.2 - Depth of Citizen Participation in Civil Society

This sub-dimension looks at the intensity of various forms of citizen participation in civil society. Table III.1.2 summarises the respective indicator scores.

Table III.1.2 - Indicators assessing depth of citizen participation

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.2.1 Charitable giving / contributions</td>
<td>1.0</td>
</tr>
<tr>
<td>1.2.2 Volunteering</td>
<td>2.0</td>
</tr>
<tr>
<td>1.2.3 CSO membership</td>
<td>1.2</td>
</tr>
</tbody>
</table>

1.2.1 - Charitable contributions. The 2004 Civil Society survey reveals that for 76.6% of respondents, the financial value of donations during the last year did not exceed Kuna 500 (see Graph III.1.4.). With the current average net income per annum in 2004 of 4.143 Kuna this amounts to 1.2% of a person’s annual income.

More donations are recorded with respondents assessing their financial status as higher. Croatian and foreign programmes of civil society support were not providing incentives for local stakeholders to give in public purposes. Culture of giving for public purpose is important part of civic culture and the state should stimulate it by various programmes.

Graph III.1.4 - Total financial value of donations for charitable purposes

13 The question was: In total, approximately how much money (or the cash equivalent in kind) did you donate during the last year?
1.2.2 - Volunteering. As shown in indicator 1.1.4, about 36% of Croatians are engaged in volunteering. Graph III.1.5 illustrates the rather large extent of volunteering among volunteers. It shows that about half of the volunteers dedicate more than 8 hours per month to this activity. Only a small percentage of volunteers dedicate less than 2 hours.

According to the results of survey NAG agreed about the sore having in mind dominant membership in specific OCD in this sample (sport, religious, trade unions) and traditional neighbour help.

Results of recent survey\textsuperscript{14} speak that about 31% of citizens are prepared to work on voluntary basis in humanitarian organisation Caritas or in associations generally. This might be the space for new initiatives in building public good.

Consequently, the readiness of citizens to volunteer can be achieved with a certain level of infrastructure – credible initiatives and organizations, as well as trust. In discussions at the NAG and the National Workshop it was emphasized that the volunteering of the youth should be stimulated and adequately valued and recognized as value for enrolment in schools or employment in public sector.

Graph III.1.5 - \textit{Time spent volunteering in the last month}\textsuperscript{15}

\textsuperscript{14} This survey carried out in 2004 by Croatian Caritas and Centre for Social Teaching of Church.

\textsuperscript{15} The question was: Can you please give me the best estimate of the total number of hours you spent in the past month on these activities?
1.2.3 - CSO membership. As indicated by the survey data, 35.2% of the citizens are members of at least one CSO, whereas 12.3% are members of more than one organization. This is an indicator of limited enhanced engagement in CSO-s.

However, active participation in associations is rare, as illustrated by experiences of Consumer Association, an organization which provides the citizens with concrete support. The citizens are not willing to pay even a symbolic membership fee, and expect assistance with their problems for free. The membership is experienced as an unnecessary obligation. The lack of active participation is a great problem for CSOs and, according to key informants opinion it is common that the active organizational core is comprised of the leader and a couple of his friends from school days. These facts have been recognized in public and usually reduce the capabilities of CSOs to accomplish their missions. In this respect the frequently asked question is: whom do the CSOs represent, as modest membership levels challenge the legitimacy of CSO activities.

According to the experience of NAG members general public has a perception of OCS as units without permanently employed and where the only members work, normally for what they are not paid.

III.1.3 - Diversity of Civil Society Participants

This sub-dimension examines the diversity and representativity of the civil society arena. It analyses whether all social groups participate equitably in civil society, that is, whether there are any groups which are dominant or excluded. Table III.1.3 summarizes the respective indicator scores.
Table III.1.3 - *Indicators assessing diversity of civil society participants*

<table>
<thead>
<tr>
<th>1.3.1</th>
<th>Representation of social groups among CSO members</th>
<th>1.7</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.3.2</td>
<td>Representation of social groups among CSO leadership</td>
<td>1.6</td>
</tr>
<tr>
<td>1.3.3</td>
<td>Distribution of CSOs around the country</td>
<td>0.6</td>
</tr>
</tbody>
</table>

1.3.1 - *Representation of social groups among CSO members.* CIVICUS has selected the representatives of six specific social groups: women, rural dwellers, ethnic/linguistic minorities, religious minorities, poor people and higher class/elites. Results from a regional stakeholder survey of 100 civil society stakeholders revealed that the women are the best represented group, whether as members of CSOs. These findings have been discussed at the regional stakeholder consultations and have been interpreted as a ‘feminization’ of the civil society sector. As a member women are equally represented for 64.2% respondents. Typical feminization is evident in humanitarian and social organisations. According to surveyed stakeholders the higher classes/elites are appropriately represented in CSO membership 34%. The poor are mostly not recognized as CSO participants. As a rule, the poor are not members of civil society organizations. The rural population is modestly represented as well. Rural population is equally represented for 8.7% and poor for 7.5% of respondents. The consultation has shown that the ethnic/linguistic minorities are well represented, 27.9%, in regions where such minorities exist: Istra, Slavonija and the wider area of Rijeka. Religious minorities, 21.1%, in regions where present, like Slavonija, are as well adequately represented.

1.3.2 - *Representation of social groups in leadership.* Research also assessed the role of mentioned social groups in leadership of CSO. Women are well represented in leadership of CSO, 54.7%. The representatives of higher class are perceived as citizens who have more power in society, 38.1%, particularly in local communities where they are particularly prone to be elected to bodies of various associations. According to the opinion of key informants associations in new time look for respected citizens (doctors, managers, entrepreneurs, journalists) asking them for membership in their boards. It is a way of CSO appearance increase in local communities. The poor 2.6% and rural population 3.8% are not recognised in leadership of CSO. Ethnical/linguistic 17.7% religious minorities 12.1% run their organisations and they are well represented in leadership. Leadership as a topic in CSO becoming more and more important for civil society development. CSO can be recognised on the basis of respect and prominence of person which lead organisation.

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16 Ethnical and linguistic minorities in Croatia are mainly organised in different associations. These associations are recognised as their legitimate representatives and they advocate and protect their interests. Croatian Government in National Programme for Roma population, October 2004, gives important role to Roma associations.
1.3.3 - *Distribution of CSO within the country.* Most stakeholders according to the survey results regard CSOs to be either concentrated in large cities (47.9%) or at least mostly limited to urban areas (40.8%). In cities below 5,000 inhabitants, active associations can hardly be found. Regional stakeholder consultations have confirmed such considerations. This fact was as well noticed by 2001 CSI research, where it was seen as a hindrance for civil society development in Croatia. As the following table demonstrates, more than one fourth of all associations are registered within the wider Zagreb area.

### Table III.1.4 - *Number of associations around Croatia according to regions*

<table>
<thead>
<tr>
<th>Region</th>
<th>Number of associations</th>
<th>Share in total number of associations</th>
<th>Population</th>
<th>Number of association on 10,000 people</th>
<th>Share of people with university degree older than 15 years</th>
<th>Share of urban population %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bjelovarsko-bilogorska</td>
<td>906</td>
<td>3.32</td>
<td>131,343</td>
<td>6.9</td>
<td>6.6</td>
<td>36.0</td>
</tr>
<tr>
<td>Brodsko-posavska</td>
<td>875</td>
<td>3.21</td>
<td>172,993</td>
<td>5.1</td>
<td>6.9</td>
<td>44.1</td>
</tr>
<tr>
<td>Dubrovačko-neretvanska</td>
<td>997</td>
<td>3.66</td>
<td>121,871</td>
<td>8.2</td>
<td>13.9</td>
<td>58.7</td>
</tr>
<tr>
<td>Grad Zagreb</td>
<td>5,606</td>
<td>20.56</td>
<td>770,058</td>
<td>7.3</td>
<td>22.5</td>
<td>94.5</td>
</tr>
<tr>
<td>Istarska</td>
<td>1,461</td>
<td>5.36</td>
<td>205,717</td>
<td>7.1</td>
<td>12.5</td>
<td>59.4</td>
</tr>
<tr>
<td>Karlovačka</td>
<td>855</td>
<td>3.14</td>
<td>140,125</td>
<td>6.1</td>
<td>8.6</td>
<td>49.3</td>
</tr>
<tr>
<td>Koprivničko-krizevačka</td>
<td>871</td>
<td>3.20</td>
<td>123,736</td>
<td>7.0</td>
<td>7.0</td>
<td>34.5</td>
</tr>
<tr>
<td>Krapinsko-zagorska</td>
<td>752</td>
<td>2.76</td>
<td>142,006</td>
<td>5.3</td>
<td>5.8</td>
<td>16.8</td>
</tr>
<tr>
<td>Ličko-senjska</td>
<td>338</td>
<td>1.24</td>
<td>52,221</td>
<td>6.4</td>
<td>7.1</td>
<td>40.2</td>
</tr>
<tr>
<td>Medimurska</td>
<td>791</td>
<td>2.90</td>
<td>116,225</td>
<td>6.8</td>
<td>6.5</td>
<td>22.6</td>
</tr>
<tr>
<td>Osječko-baranjska</td>
<td>2,045</td>
<td>7.50</td>
<td>326,446</td>
<td>6.2</td>
<td>9.1</td>
<td>48.1</td>
</tr>
<tr>
<td>Požega-slavonska</td>
<td>496</td>
<td>1.82</td>
<td>84,562</td>
<td>5.9</td>
<td>6.7</td>
<td>42.9</td>
</tr>
<tr>
<td>Primorsko-goranska</td>
<td>2,225</td>
<td>8.16</td>
<td>304,410</td>
<td>7.3</td>
<td>15.2</td>
<td>65.2</td>
</tr>
<tr>
<td>Sisačko-moslavačka</td>
<td>1,149</td>
<td>4.21</td>
<td>183,531</td>
<td>6.2</td>
<td>7.6</td>
<td>46.5</td>
</tr>
<tr>
<td>Split-s达尔马提亚nska</td>
<td>2,264</td>
<td>8.31</td>
<td>456,967</td>
<td>5.0</td>
<td>13.4</td>
<td>70.1</td>
</tr>
<tr>
<td>Sibensko-krnisnka</td>
<td>680</td>
<td>2.49</td>
<td>112,070</td>
<td>6.1</td>
<td>9.4</td>
<td>54.3</td>
</tr>
<tr>
<td>Varaždinska</td>
<td>1,005</td>
<td>3.69</td>
<td>183,730</td>
<td>5.5</td>
<td>8.4</td>
<td>31.6</td>
</tr>
<tr>
<td>Virovitičko-podravska</td>
<td>574</td>
<td>2.11</td>
<td>92,381</td>
<td>6.2</td>
<td>5.7</td>
<td>32.9</td>
</tr>
<tr>
<td>Vukovarsko-srijemskas</td>
<td>974</td>
<td>3.57</td>
<td>197,838</td>
<td>4.9</td>
<td>6.6</td>
<td>43.2</td>
</tr>
<tr>
<td>Zadarska</td>
<td>786</td>
<td>2.88</td>
<td>158,936</td>
<td>5.0</td>
<td>10.6</td>
<td>53.6</td>
</tr>
<tr>
<td>Zagrebačka</td>
<td>1,610</td>
<td>5.91</td>
<td>304,186</td>
<td>5.2</td>
<td>7.8</td>
<td>31.4</td>
</tr>
<tr>
<td><strong>Ukupno</strong></td>
<td><strong>27,260</strong></td>
<td><strong>100.00</strong></td>
<td><strong>4,437,460</strong></td>
<td><strong>6.1</strong></td>
<td><strong>11.9</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>


A respondent commented this fact: “The civil society is concentrated in big towns and the small communities (for the time being) do not benefit of it. In Zagreb is the civil society considerably developed, however these activities have no impact to us, who live outside Zagreb”.

Apart from 27,260 associations, there are 86 registered foundations in Croatia as well as some 250 public benefit companies with the status of civil society organization. Consequently every 100,000 inhabitants are covered by some 630 CSOs, or there is one CSO for every 160 Croatia citizens. The number of associations in region goes from 8.3 to 4.9. It is important to mention that around the four largest cities there are 50.4% registered associations. There is a statistically
significant positive correlation between the high educated and the number of associations per regions.

NAG member see slow increase of registration and interest for foundation of associations in smaller communities what can be recognised as a new civic initiatives. The similar was mentioned at the National Workshop as well, emphasizing the interest in transfer of positive experiences of successful associations and their concrete assistance in establishing of similar associations in smaller or rural communities.

III.1.4 - Level of Organisation

This sub-dimension looks at the infrastructure and internal organization of CSOs in Croatia. Table III.1.5 summarizes the respective indicator scores.

Table III.1.5 - *Indicators assessing level of organisation*

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1.4.1</td>
<td>Existence of umbrella bodies</td>
</tr>
<tr>
<td>1.4.2</td>
<td>Effectiveness of umbrella bodies</td>
</tr>
<tr>
<td>1.4.3</td>
<td>Self-regulation within civil society</td>
</tr>
<tr>
<td>1.4.4</td>
<td>Support infrastructure</td>
</tr>
<tr>
<td>1.4.5</td>
<td>International linkages</td>
</tr>
</tbody>
</table>

1.4.1 - *Existence of umbrella bodies*. There is lack of reliable data on membership of CSOs in umbrella bodies. In view of 47.6% of respondents of the regional stakeholders’ survey less than 40% of CSOs belong to some of the umbrella organizations and in view of 31% of respondents above 40% of CSOs belong to umbrella organizations\(^\text{17}\). Some of the better known umbrella bodies are active at national level in the area of sports, recreation, culture, social welfare and health. In some sectors (social welfare, culture), umbrella bodies are present at the regional level. In cases where the umbrella bodies appear at the county level, their strength appears to be fragmented due to large number of counties.

A respondent added following comment: “In civil society associations there is a considerable number of cases where individuals act for their own benefit and that is why most people do not want to join the alliances or networks.”

In the regional consultations the lack of networking was frequently mentioned as the most pressing problem regarding the structure of civil society. The associations have still not adequately recognized the importance of umbrella organizations and the need to belong to them. NAG, having in mind complexity of this issue, agreed to score this indicator as 1.4.

\(^{17}\) 20% of respondents don't know answer on that question.
1.4.2 - *Effectiveness of umbrella bodies*. Within the regional stakeholder survey, we have examined the effectiveness of umbrella bodies to accomplish their assigned goals. A majority of respondents gave a mixed assessment of the effectiveness of umbrella bodies.

Table III.1.6 - *Assessment of the umbrella organisation effectiveness in achieving their defined goals*.

<table>
<thead>
<tr>
<th>Assessment</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Completely ineffective</td>
<td>14</td>
<td>5.3</td>
</tr>
<tr>
<td>Mostly ineffective</td>
<td>51</td>
<td>19.2</td>
</tr>
<tr>
<td>Partially effective, partially ineffective</td>
<td>132</td>
<td>49.8</td>
</tr>
<tr>
<td>Generally effective</td>
<td>35</td>
<td>13.2</td>
</tr>
<tr>
<td>DK</td>
<td>28</td>
<td>10.6</td>
</tr>
<tr>
<td>NA</td>
<td>5</td>
<td>1.9</td>
</tr>
<tr>
<td>Total</td>
<td>265</td>
<td>100</td>
</tr>
</tbody>
</table>

The average assessment leans slightly towards the "ineffectiveness" end of the scale. The problem of ineffective umbrella bodies was confirmed at the regional consultations, where it was repeatedly emphasized that umbrella bodies frequently become its own purpose, that they are prone to bureaucratization and that member organizations are often engaged in conflicts about the umbrella bodies. Consultations have shown that stakeholders frequently do not recognize the purpose of such organizations, and rarely emphasize the examples of good governance and effective activities. At the National Workshop the issue of their inefficiency has been strongly emphasized.

1.4.3 - *Self-regulation within civil society*. We have asked the representatives of stakeholders whether their CSO has or abides by a specific code of conduct or other rules regulating the internal organization. Less than 20% of respondents confirmed the existence of such rules. However, the regional consultations revealed that most of them had in mind their statutes or other rules necessary for registration. A rather small number of organizations have their own additional rules which relate to activities that they perform or networks to which they belong. When speaking about civil society-wide efforts to establish a code of conduct or other types of CSO self-organization, the representatives of regional stakeholders have demonstrated to be well acquainted with such practices. According to the survey, 40.8% of respondents consider that some self-regulating mechanisms are in place, yet the participation and influence of CSOs are seen as limited. It is very hard to find practical examples of self-regulation of group of CSO. This topic was discussed on several occasions, like round tables, in order to contribute to the debate around the credibility and reputation of civil society.

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18 The question was: How effective do you judge these federations/networks/umbrella bodies to be in achieving their defined goals?
Civil society experts, consulted for this study, do not recognize the willingness among reputable CSOs to further their self-regulating efforts or to consistently apply a code of conduct regarding the activities of their members. This applies, in particularly, to professional associations with considerably high reputation and consequently potential public influence. However the experts frequently consider these associations “privatised”, acting for the benefit of a narrow management, with prevalence of professional autism.

The consulted experts agree that the self-organizing should become a significant area of future CSO-s activities. However, the scenario of passing the Code, contributing to self-organizing of relations, was not clear to the participants of discussions. Nevertheless, stakeholders advocated a bottom up approach in which CSOs realize the importance of establishing and implementing self regulatory mechanisms. It will be instructive to follow up the development of the initiative for establishing the Code of Positive Practice in the Procedure of Financial Contribution Approval from Regional/Local Budget in the Osječko-baranjska County. In fact this was initiative of local CSO for more transparent process of grant distribution.

1.4.4 - Support infrastructure. Back in the 1990s, the support infrastructure used to be the Achilles' heel of civil society development in Croatia. In the early 2000s, mostly through support of international development programmes, civil society support organizations finally emerged and started their activities. Their geographical distribution and activity setup adequately meets the civil society development needs (Bezovan, 2004) Umbrella bodies as well provide a part of support activities within their programmes. Efforts of support organizations have as well produced several manuals and other publications which are useful to various organizations.

According to the regional stakeholders' survey, the extent of support infrastructure is still not satisfactory and mostly depends on foreign financial assistance (see Table III.1.7) A small majority of respondents regards the infrastructure as limited and less than 4% of stakeholders assess it as well-developed. There are regional variations when it comes to the level of support infrastructure, for instance, the respondents in north-west Croatia see a lack of such infrastructure in their region. Similar issues have been identified by the representatives of organizations which are located far away from the regional centre.

According to experience of respondents these organizations play an important role: “Participating in a number of seminars, trainings and workshops I was lucky to meet several people who made strong efforts as well and this is a stimulus for me, after coming back to a small community, although this requires maximum effort, to transfer to the others that they are the ones who are expected to make changes, create, initiate, and participate…”
Among the organizations providing support to civil society, the consulted experts stress the following as being particularly active and well known: ODRAZ – Sustainable Development of Community, SMART – Association for Civil Society Development, MI from Split, Centre for Peace, Non -Violence and Human Rights Osijek. These are only a few examples of such organizations and there are also other organizations, which are specialized in more specific areas of civil society development\(^{19}\). The discussions at the National Workshop have indicated the need for increased number of such organizations, possibly specialized, in order to assist the associations in concrete actions, such as campaigns, lobbing and similar.

Table III.1.7 - *Level of civil society support infrastructure*\(^{20}\)

<table>
<thead>
<tr>
<th>Such infrastructure does not exist</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rather limited infrastructure exists</td>
<td>132</td>
<td>49.8</td>
</tr>
<tr>
<td>Modest infrastructure exists</td>
<td>93</td>
<td>35.1</td>
</tr>
<tr>
<td>Well developed structure exists</td>
<td>9</td>
<td>3.4</td>
</tr>
<tr>
<td>DK</td>
<td>4</td>
<td>1.5</td>
</tr>
<tr>
<td>NA</td>
<td>12</td>
<td>4.5</td>
</tr>
<tr>
<td>Total</td>
<td>265</td>
<td>100</td>
</tr>
</tbody>
</table>

1.4.5 - *International linkages*. In general, Croatian CSOs have weak international connections. According to the regional stakeholders’ survey and consultations, the membership in international networks is more common among larger CSOs and umbrella organizations. Speaking about the organizations they are best acquainted with, respondents have specified that 35.5% of these organizations are not members of such networks or participate just sporadically. (Almost a quarter – 23.8% of respondents did not know the answer to this question.) Participation of domestic CSOs in international civil events is even lower as 51.3% of organizations best known to respondents do not or only rarely participate in such events. (15.1% of respondents did not know the answer to this question.) The regional consultations have drawn attention to the insufficient progress in this area and generally weak representation of Croatian CSOs abroad. Considering the forthcoming process of Croatia’s EU accession, this is definitely a field worthy of more attention.\(^{21}\) The NAG and the National Workshop have additionally

\(^{19}\) On the NAG meeting SLAP, ZOE, CESI and OGI have been recognised as such support organisations.

\(^{20}\) The question was: In the case of the sector of civil society that you know best, how would you describe the level of communication and information sharing between civil society actors in the sector?

\(^{21}\) The EU Information and Education Programme for the associations’ representatives, initiated by the Civil Society Development Foundation (Vidačak, 2005) shall contribute to international associating of our associations. The international associating within the EU programme shall, for instance, also influence the organization standards of farmers, who are expected to establish an integral farmers’ umbrella association (see: Vjesnik, December 18, 2004, one of the EU conditions is establishing of the farmers’ umbrella organization – most of associations outside the umbrella association).
indicated limited international linkages of Croatian CSO as well as the correlation between the international linking and the further development of civil society. At scoring meeting of NAG it was started that results we got in survey is not realistic and that Croatian CSO are less involved in international networks and activities.

III.1.5 - Inter-Relations within Civil Society

This sub-dimension analyses the relations amongst civil society actors in Croatia. Table III.1.8 summarizes the respective indicator scores.

Table III.1.8 - Indicators assessing inter-relations within civil society

<table>
<thead>
<tr>
<th>1.5.1</th>
<th>Communication between CSOs</th>
<th>1.7</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.5.2</td>
<td>Cooperation between CSOs</td>
<td>1.5</td>
</tr>
</tbody>
</table>

1.5.1 - *Communication between CSOs*. The level of communication between CSOs, including information exchange between individual organizations, is seen by stakeholders as moderate (39.2%) or limited (31.7%). The regional consultations revealed the problem of disloyal competition between certain associations. Conferences, seminars and workshops are considered to be adequate means of information exchange, yet participants of regional consultations have noticed that such gatherings regularly assemble the same participants, namely representatives of strong and well developed CSOs. There is also a lack of more localised meetings among CSOs, where local issues could be addressed. Interestingly, public officials also recognize a low level of communication among CSOs, which they see as the root cause for the often encountered overlap among programmatic activities of CSOs. Consulted experts have experience that CSOs are not responding when they ask them for information or written statements. The conclusion of the National Workshop was that new channels of information exchange should be established.

The Internet appears to be an appropriate means of communication and information exchange. Some examples of such electronic sources of communications are: ZaMirZINE (www.zamirzine.net), it is *Electronic Journal for Civil Society and Urban Culture* provides a substantial contribution to such efforts. This is essentially a site for representing and assembling of organizations advocating democratization, human rights, women’s organizations, environment

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22 Very often foreign donors give examples of lobbying of CSO for donation where they back-bite and belittle competing organisations. 
23 The Human Rights Centre in Zagreb has recently organized a number of discussions on civil society development in Croatia. Important was the discussion “Relations Between the Government Institutions and Civil Society Organizations”, held on April 13, 2005, at which discussion the establishing of second-instance body for consideration of CSO-objections to the procedure and results of grant applications was proposed. The warning, that this would challenge the efficiency of the grant allocation process, should be taken in account. www.human-rights.hr
protection organizations, as well as some other alternative organizations. National Foundation for Civil Society Development started with ambitious journal *Civil Society*. NAG agreed on gradual spreading of communication framework among CSOs.

1.5.2 - *Cooperation between CSOs*. Cooperation among CSOs in form of federations, networks and coalitions aimed at addressing common issues within various sectors of civil society justifies the mission of a number of organizations and contributes to the dynamics and vitality of civil society in Croatia. Observation of civil society developments in Croatia suggests that these coalitions and campaigns are usually most effective.\(^{24}\)

The stakeholders recognize such examples of good practice, most frequently mentioning the following cases: GRAK campaign – Citizens Activism, Coalition of Human Rights Association, Women’s Network, Coalition of Youth Association, Coalition of Associations for Addiction Prevention, Union of Croatian Citizens Association, Legislation and Citizens, The Public Has the Right to Know, etc.

The regional consultations have as well drawn attention to the activities of the CSO Forum, which is active in Istra and Slavonija. However, a wide range of stakeholders, and in particularly of the consulted experts, agree to the fact that the CSO-s in Croatia mostly proceed reactively. They are often perceived as the ones being against, offering rarely solutions to issues from their agenda. A part of experts emphasized that they are not inclined to find compromise solutions, what represents them in public as an area of conflicts.

**III.1.6 - Civil Society Resources**

This sub-dimension examines the resources available to CSOs in Croatia. Table III.1.10 summarizes the respective indicator scores.

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\(^{24}\) Such aspect of cooperation was recognized in associations’ assembling as well, called the Civil Society Forum, which has put on agenda the issue of allocation of funds, as well as the activities of the National Foundation for Civil Society Development in general, (see: [www.zamirzine.net](http://www.zamirzine.net)). The Forum has put on agenda an important issue – to which extent can the National Foundation, as the state organization, be involved in implementation of civil society development programmes. In discussions it was emphasized that the National Foundation has not allocated Kuna 18 million, anticipated for donations in 2004. The area of state funds allocation to associations, considering the previous, similar problem in the Ministry of Science, Education and Sports, (Jutarnji list, October 19, 2004 - the associations’ representatives require apologies from the Minister Primorac for the case of funds allocation), is increasingly becoming an area of conflict. The thematic discussion of the Parliament’s Committee for Human Rights and Minority Rights, held in March 2005 – “System of Allocation of Financial Support to Civil Society Associations” should also be considered as a part of this efforts, which discussion has brought forward concrete conclusions. The women’s organizations, the Greens, human rights organizations, humanitarian organizations, as well as organizations active in democratizations increasingly organize coalitions to address the common issues.
Table III.1.10 - Indicators assessing civil society resources

<table>
<thead>
<tr>
<th>1.6.1</th>
<th>Financial resources</th>
<th>1.7</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.6.2</td>
<td>Human resources</td>
<td>2.1</td>
</tr>
<tr>
<td>1.6.3</td>
<td>Technical and infrastructural resources</td>
<td>1.9</td>
</tr>
</tbody>
</table>

1.6.1 - Financial resources. Most of the regional stakeholder respondents share the opinion that financial resources available to their CSO are either fully insufficient (39.2%) or partially insufficient to accomplish the assigned CSO goals (25.3%). Only 13.6% declared to have sufficient resources and 4.2% have quite insufficient resources. The regional consultations have additionally clarified this issue, stressing the absence of stable institutional support systems for CSOs. Experts do see this issue as a crucial obstacle for the future development of Croatian civil society. Most CSOs are operating in a state of permanent financial crisis, which is threatening the sustainability of their development. According to the stakeholders survey these financing issues are more acute in regions where foreign donors are less active (Istra, North-West Croatia). At the National Workshop the financial insecurity, mostly reflected in inability for long-term planning of activities, has been emphasized as the most significant issue of CSOs development.

The CSOs are being financed from various sources. The survey findings reveal that the most funds come from the state, member fees, foreign donors, individual donations etc. The national corporate sector is sparsely represented. A part of consulted experts consider the establishing of systematic dialogue with the representatives of foreign donors essential, which still provide for substantial financial and technical support to civil society development. These donors frequently come with previously designed programmes, without consultations with local stakeholders. The missions of such programmes are frequently narrow conceived. A part of experts, more acquainted with these issues considers that a part of foreign programmes forces the civil society development, not taking in account the local achievements and the fact that the bottom up development of civil society is required. I debate on civil society development the problem of “imported” civil society is mentioning often.

By establishing of the National Foundation for Civil Society Development a wide range of stakeholders have perceived the increase of funds allocated for civil society financing, as well as, as announced in the programme, the regional approach in funds allocation. However, the National Foundation was only recently set on its feet and no precise estimates can be made in this respect.²⁵

²⁵ More details on the National Foundation Programme on www.civilnodruštvo.hr.

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1.6.2 - Human resources. According to the stakeholders survey 56.4% of respondents consider the competence and skills of CSO staff as adequate, whereas some 40.6% consider their human resources as insufficient. However our sample was dominated by bigger, better known CSOs which in many cases have permanent employees. Several experts who were consulted were not so confident about the high level of competence among the CSO employees as found in the stakeholder survey. State representatives and civil servants also commonly express their doubts about the competency of the CSO sector. NAG members the National Workshop agreed with opinion that CSOs often overestimate their human resource and that investing in human resources is a key factor of further sector’s development. At the National Workshop the need was emphasized to use the opportunity to employ young persons, educated experts with state support to CSOs In regional consultations, participants opined that the issue of human resources is in most cases reduced to the skill of preparing the project draft in order to successfully apply for foreign donations.

At score meeting of NAG it was started that results we got in survey for this indicator is not realistic and that Croatian CSOs are not enough critical about this issue.

1.6.3 - Technical and infrastructural resources in CSOs. The technical and infrastructural resources (office, computer, Internet, fax, telephone) at disposal to CSOs, constitute an essential factor to the development of the sector. According to the stakeholder survey, 29.6% of organizations have sufficient technical and infrastructural resources, 45.1% claim to have partially sufficient infrastructure, 24.0% insufficient, while in 5.0% of organizations infrastructure is described as absolutely insufficient. The organizations in regions where foreign donors are not active, such as Istra and North-West Croatia appear to have more problems with the technical and infrastructural resources. During the regional consultations, foreign donations have been singled out as an essential resource for the acquisition of computers and other technical resources- although a number of participants at the National Workshop had doubts about the adequate technical equipment in other regions.

The towns, in general, increasingly provide office space for associations’ activities and actions.

26 The structure of human resources and entrepreneurial spirit of social sector CSOs are well illustrated by the fact that most of the applications for the relevant ministry programmes are being submitted by CSOs located in the county’s capitals. Same explanation can be given for the fact that only a several project proposals have been submitted for rather generous 2005 CARDS Programme for Providing Social Services in the Area of Social Care and Health Protection by the Non-profit Sector.
Conclusion

The analysis of civil society’s structure reveals a limited level of participation in non-partisan political activities and inadequate civic activism at the local community level. The citizens participate in CSOs activities rather superficially, even in cases when they are actually members of such organizations, according to the opinion of key informants; their status is more often passive than active. CSOs are not rooted in local communities. Citizens participate more in communities on informal basis, support each others and they are prepared to contribute or safe neighbour. Depth of citizens’ participations as sub-dimension scored relatively low 1.4.

The geographical distribution of CSOs indicates the markedly urban character of these organizations. Representation of social groups in membership and leadership of CSOs is relatively unbalanced. Then sub-dimension Diversity of civil society participant scored low 1.3. Level of organisation as sub-dimension as relatively low scoring 1.5. The low level of organization civil society through umbrella bodies obviously presents a long-term development hindrance. Insufficient communication and cooperation among CSOs considerably reduces the existing potentials within the civil sector. Self-regulation is an issue of future priority for civil society development. There is serious demand for efficient and regionally present support infrastructure.

However, according to the NAG member reflections, it is important to draw attention on trend of gradual increase of organisations number and expressed interests of citizens to participate in activities for building up public good.
III.2 - ENVIRONMENT

This section describes and analyses the overall political, social, economic, cultural and legal environment in which the civil society exists and functions. The score for the Environment Dimension is 1.8. Graph III.2.1 presents the scores for the seven sub-dimensions within the Environment dimension.

Graph III.2.1 - Sub-dimensions scores in Environment Dimension

III.2.1 - Political context

This sub-dimension examines the political situation in Croatia and its impact on civil society. Table III.2.1 summarizes the respective indicator scores.

Table III.2.1 - Indicators assessing Political Context

<table>
<thead>
<tr>
<th>2.1.1</th>
<th>Political rights</th>
<th>2.2</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.1.2</td>
<td>Political competition</td>
<td>1.8</td>
</tr>
<tr>
<td>2.1.3</td>
<td>Rule of law</td>
<td>1.4</td>
</tr>
<tr>
<td>2.1.4</td>
<td>Corruption</td>
<td>0.9&lt;sup&gt;27&lt;/sup&gt;</td>
</tr>
<tr>
<td>2.1.5</td>
<td>State effectiveness</td>
<td>1.5</td>
</tr>
<tr>
<td>2.1.6</td>
<td>Decentralisation</td>
<td>0.9</td>
</tr>
</tbody>
</table>

<sup>27</sup> This indicator shows high level of corruption perception.
2.1.1 - Political rights. Croatian citizens have the right to freely elect their representatives, and to form political parties; they have guarantees in respect to freedom of assembly, associating etc. The Freedom House (Year 2004) assigns score 2,\textsuperscript{28} i.e. positive to level of political rights.

2.1.2 - Political competition. In Croatia there are thirteen parliamentary parties, which represent the wide political spectrum from left to right. Parties receive a state financial contribution according to the number of votes received in election, as well as the number of representatives in the Parliament. Most of the political parties were established after 1990. The parliamentary parties are institutionalized and competition exists among them. However, the existence of a great number of political parties results in fragmentation of political competition. Strong increase in public criticisms of political parties has produced widespread anti-partisan sentiment (Čular, 2004). At the National Workshop the issue of inadequate political competence in the Parliament was emphasized.

2.1.3 - Rule of law. The legal system in the Republic of Croatia is structured on the principle of its division to legislative, executive and judicial authority. The judicial authority is in competence of the courts, whose independence and autonomy is guaranteed pursuant to Constitution. The courts of general jurisdiction are the municipal court, county court and the Supreme Court of the Republic of Croatia. The right to constitutional complaint is guaranteed against the courts decisions which violate the basic constitutional human rights and freedoms. There are several challenges to efficient functioning of judicature, which have considerably contributed to the general status of legal insecurity (Dika, 2004): the courts are overburdened with cases, the number of pending cases is huge and increasing, there is abundance of regulations, which is mostly of poor quality and is frequently being amended. The trust of citizens in courts is at rather low level, scoring 30 according to EVS 1999. The Freedom House 2004 report indicates a few problems juridical reform, big number of unresolved cases at courts, experts without experience and has awarded this area score of 4.50\textsuperscript{29}.

2.1.4 - Corruption. According to Transparency International 2004 report, Croatia was on the 67\textsuperscript{th} place out of 146 countries, with a Corruption Perception Index score of 3.5\textsuperscript{30}. Compared with 2003, when Croatia occupied 59\textsuperscript{th} place, the extent of perceived corruption perception level grew. Corruption has become a significant topic, being recently included on the public agenda by the representatives of corporate sector and the Catholic Church alike\textsuperscript{31}. The annual reports of

\textsuperscript{28} On the scale of 1 to 7, where 1 is the best.
\textsuperscript{29} On a scale of 1 to 7, where 1 is the best.
\textsuperscript{30} On a scale of 0 to 10, 10 is virtuous and 0 highly corrupt.
\textsuperscript{31} The Christmas message of the Zagreb archbishop cardinal Josip Bozanić, "Disturbing plague of corruption", Vjesnik, December 22\textsuperscript{nd}, 2004, also on www.transparecy.hr.
Transparency International Croatia regularly draw attention of the public. This association is implementing the *Anticorruption Counselling Centre* project. Most of the citizens complain of the problems and irregularities in the area of judicature (40%) and health (15%). Complaints concerning state institutions were reported by 59.2% of users.\(^{32}\) At the National Workshop attention was drawn to the corruption in the media and that as compensation for information on organizations’ activities the compensation is expected.

2.1.5 - *State effectiveness*. The trust of citizens, according to EVS, in the government and state administration is rather low. The public perceives civil services employees as low-paid, unmotivated and incompetent for the tasks they perform. The employment in central government administration was for a long time dependent on the political affiliation. The competent and entrepreneurial civil servants are often leaving the sector. The *2004 Civil Society survey* indicated that 82.7% of citizens do not trust the Government. The EVS outcomes as well reveal that 66% of citizens have no trust in public services.

2.1.6 - *Decentralization*. The Republic of Croatia has 21 counties, 122 towns and 424 municipalities. The decentralization process in earnest began only in early 2000. This comprised the transfer of responsibilities and resources for financing of health, educational and social welfare systems to local authorities. The share of the local government in aggregate public expenses amounted to approximately 13%. The decentralization process is a significant development issue and the previous governments have demonstrated insufficient political will to make tough moves in this process.\(^{33}\) In discussions at the NAG meeting the issue of capacities of local authorities in its decentralization function was emphasized.

The discussion at the National Workshop indicated the fact of unequal development level of certain towns and municipalities, as well as the unequal capacities for pursuing the decentralization function. A part of bigger towns disposes of human and material resources which could be a basis for large-scale decentralization.\(^{34}\).

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32 [www.transparency.hr](http://www.transparency.hr) The TIH Anticorruption Counselling Centre: Most complaints related to judicial system. The main goal of the project is informing and educating citizens on corruption as well as counselling related to the means of exercising their rights through the Anticorruption Counselling Centre.

33 The new Government has adopted the *Framework Decentralization Programme (period 2000 to 2007)* [www.vlada.hr](http://www.vlada.hr) without public discussions. The prospective role of CSO-s in the decentralization process is not mentioned in this programme.

34 The Parliament’s initiatives to pass the law regulating in a specific way the status of bigger towns can be associated with this fact.
III.2.2 - Basic Rights and Freedoms

This sub-dimension examines to what extent the basic freedoms are guaranteed by law and in practice in the Republic of Croatia. Table III.2.2 summarizes the respective indicator scores.

Table III.2.2 - *Indicators assessing basic freedoms and rights*

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.2.1 Civil liberties</td>
<td>1.9</td>
</tr>
<tr>
<td>2.2.2 Information rights</td>
<td>2.0</td>
</tr>
<tr>
<td>2.2.3 Press freedom</td>
<td>1.8</td>
</tr>
</tbody>
</table>

2.2.1 - *Civil liberties.* The Constitution of the Republic of Croatia guarantees full protection of basic rights and freedoms – in Article 3, Chapter on basic provisions, as well as in Articles 14 to 69 of the Chapter on protection of human rights and basic freedoms. Other laws have been passed as well, pursuant to these regulations of the Constitution of the Republic of Croatia, thus additionally stipulating and guaranteeing the human rights. During the 1990s serious violations of basic civil and political rights were recorded, yet in the recent years the significant positive trend is evident. This positive trend in the first place applies to right to live, right to equality before the law, the freedom of speech and assembly, as well as other rights from the category of basic civil and political rights. However, the mentioned positive trend is considerably less evident with respect to the right to protection of rights and freedoms within the court, as well as to rights violated in the context of war and post-war period: the rights of national minorities, the right to (sustainable) resettlement, as well as equality before law in the context of war crime trials. Regarding the status of national minorities (Serbs, Hungarians, Bosnians, Italians, etc.), it should be emphasized that essential progress was made at the level of political rhetoric and legislation, whereas the progress is less visible in the practice. The low level of participation of national minorities in the judicial system and administrative bodies, existence of some obstacles in resettlement of the Serbian national minority, as well as insufficient resources for implementation of otherwise adequately conceived National Programme for the Roma are examples of the continuing problems in the area of national minority protection in Croatia. In case of social, economic and cultural rights, the most severe violations of labour and other social rights were recorded in the context of the so called privatization. No progress is being made in this area. In the meantime, the violations of social and economic rights are being recorded and in the last three years a serious discussion has finally emerged about the significance of the “third generation” rights – primarily on the right to sustainable development and safe environment, as well as on children’s rights, rights of persons with special needs as well as rights of sexual minorities. The enactment of the Gender Equality Act, as well as efforts to increase the public awareness of
women’s rights, promoted not only by women’s human rights organizations, but the administrative bodies as well, speak of positive trend in the area of women’s rights protection. According to the Freedom House (2005) Civil liberties indicator Croatia scores a high 2\textsuperscript{35}.

2.2.2 - Information rights. As a result of several years of efforts of CSOs and individuals, the Parliament has adopted the Access to Information Act in October 2003. In spite of some imperfections this Act became the legal foundation for numerous activities aimed at implementation of the information rights in the practice. Although Croatia is signatory of the Aarhus Convention on Access to Information, Public Participation in Decision-Making and Access to Justice in Environmental Matters, this convention is still not ratified by the Croatian Parliament. In this context, the practice continues that significant parts of important environmental studies are marked as classified. At the same time, there are cases recorded of proactive disclosure of information by central as well as local government.

According to experiences and attitudes expressed at the national Workshop the access to information is still inadequate. The state does not respond to requests, neglects the rush notes, some cases protract over two or three years. There is no systematic media reporting on the area of democratization. This is mostly the practice at the level of local government.

2.2.3 - Freedom of the press. Apart of the few dishonourable and exceptional cases, the Government in general respects the media and press freedom. As well, the general socio-political atmosphere in the recent years does not jeopardize the basic media freedoms. However there are some dubious solutions at the legislative level, most notably the provision of the Criminal Act, pursuant to which the reporters can be sentenced to a term of imprisonment for libel. In 2004 two suspended sentences have been pronounced to reporters pursuant to the given provision. At the same time, the cases of violation of civil rights by the media have become more frequent (in the first place the right to privacy), a result of general media trend towards sensationalism, as well as lack of professional ethics. According to Freedom House (2004) data on freedom of the press in the Republic of Croatia gets a score of 3.75, which indicates a partly free media\textsuperscript{36}. Work of Council of Croatian Television and Radio as a public media has been mentioned in report and some cases of journalists at the court.

\textsuperscript{35} On a scale of 1 to 7, where 1 is the best.
\textsuperscript{36} Freedom house, freedom of press: 0-30 means a free media, 31 – 60 means a partially free media and 61-100 means the absence of free media.
III.2.3 - Socio-Economic Context

This sub-dimension analyses the socio-economic situation in Croatia. Table III.2.3 summarize the respective indicator scores.

Table III.2.3 - *Indicators assessing socio-economic context*

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Widespread poverty</td>
<td>2.5</td>
</tr>
<tr>
<td>Civil war</td>
<td>1.5</td>
</tr>
<tr>
<td>Severe ethnic and/or religious conflict</td>
<td>1.5</td>
</tr>
<tr>
<td>Severe economic crisis</td>
<td>1.5</td>
</tr>
<tr>
<td>Severe social crisis</td>
<td>2.5</td>
</tr>
<tr>
<td>Severe socio-economic inequities</td>
<td>2.0</td>
</tr>
<tr>
<td>Pervasive adult illiteracy</td>
<td>3.0</td>
</tr>
<tr>
<td>Lack of IT infrastructure</td>
<td>2.8</td>
</tr>
</tbody>
</table>

To operationalize the concept of socio-economic environment, eight indicators were selected, which represent the different means through which the socio-economic context can potentially impact the civil society: 1) Poverty; 2) Recent war; 3) Severe ethnic or religious conflict; 4) Severe economic crisis; 5) Severe social crisis; 6) Severe socio-economic inequities; 7) Illiteracy; 8) Lack of IT infrastructure.

For each of these indicators a specific benchmark was defined which explores whether they present an obstacle for further civil society development. The available data for these indicators is as follows:

1 - *Widespread poverty* - *do more than 40% of Croatian live on more than 2 US$ a day?* According to the recent poverty survey (Šućur, 2004), poverty rate between 2001 and 2003 ranges between 17% and 18% (if both the money and non-monetary income is included). This benchmark primarily indicates the income distribution inequalities, while no benchmark for absolute poverty exists. The poverty in Croatia is of stagnant character. According to World Bank Development Indicators (2004) less than 2% of Croatians lived below the international poverty line of US$ 2 per day (survey carried out in 2000).

2 - *Civil war* - *did the country experience any armed conflict during the last five years.* No. However, the Homeland War 1991-1995 had significant and long-lasting impact on Croatian society.

3 - *Severe ethnic or religious conflict?* No. However, the process of disintegration of former Yugoslavia, resulting in several armed conflicts in this area, had and still has negative impact on the effective functioning of civil society. Public life has been dominated by political parties and

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37 Using the official EU poverty line, breaking at 60% of median national equivalent income.
CSOs have been seen as agents of foreign forces acting according instruction from outside. It made negative image of CSOs (NGOs) to ordinary citizens.

4 - **Severe economic crisis** – *is the external debt higher than the GDP*. No, however the aggregate external debt is increasing and currently amounts to approximately 85% of GDP, the state debt amounting to 54% of the GDP. Croatia is experiencing severe economic crisis (data obtained from Institute of Public Finance- Zagreb).

5 - **Severe social crisis**. Croatia has experienced no major social crisis, in spite of the war.

6 - **Severe socio-economic inequities**, i.e. is the Gini coefficient >0.4? No. In spite of severe socio-economic inequalities which are not met with public approval, the Gini coefficient for 2003 was 0.28.

7 - **Pervasive illiteracy** – *are more than 40% of the adult population illiterate*? No. According to World Bank Education statistics for 2001 only 2% of population between the ages of 15 and above are illiterate.

8 - **Lack of IT infrastructure**- *are there less that 5 IT hosts per 10.000 inhabitants*? No. According to International Telecommunications Data (2003), Croatia has a comparatively good IT infrastructure with 67.77 hosts per 10.000 inhabitants. The ownership of computers is increasing; there are 17.38 PCs per 100 inhabitants, while 23.2 per 100 inhabitants have an Internet connection.

The socio-economic context is not very conducive to civil society development. These facts have been emphasising on NAG meeting and at National Workshop. The barriers for civil society development, if we compare it to the region, exist in the legacies of the war, ethnical conflict and long-lasting economic crisis what slow down the new middle classes formation.

### III.2.4 - Socio-Cultural Context

This sub-dimension examines the socio-cultural norms and attitudes which are conducive or detrimental to civil society. Table III.2.4 summarizes the respective indicator scores.

<table>
<thead>
<tr>
<th>2.4.1</th>
<th>Trust</th>
<th>1.5</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.4.2</td>
<td>Tolerance</td>
<td>2.0</td>
</tr>
<tr>
<td>2.4.3</td>
<td>Public spiritedness</td>
<td>1.5</td>
</tr>
</tbody>
</table>
2.4.1 - Trust. The 2004 Civil Society survey reveals that 30.9% of the respondents think that most people can be trusted\(^{38}\). It is, consequently, the case of generalized trust. This is somewhat higher than the level established by previous research efforts. According to the conclusion at National Workshop the score for this indicator has been changed and for scoring we used average from this survey, EVS 19.8%, and recent survey (2004) of Croatian Caritas and Centre for social teaching of Church 21.5%. In Croatia, like in other post-communist countries, public mistrust is widespread, according to results of EVS (Rimac, Štulhofer, 2004).

The discussions at the National Workshop indicated that this is a culturological phenomenon considering the new as bad. It was noted that the civil society could assist in overcoming the communication barriers, as well as promotion of reliance in changes as changes for the better.

2.4.2 - Tolerance. Tolerance is an ambiguously accepted norm in Croatian society. According to the 2004 Civil Society survey\(^{39}\), two fifth (38%) of population does not accept homosexuals as neighbours, one fourth does not accept the persons with AIDS, 12.8% does not accept the foreign workers and 12.6% does not accept the members of other religions (see Graph III.2.4.2).

Graph III.2.4.2 - Tolerance for Minorities and Marginalised Social Groups among Croatian Population

2.4.3 - Public spiritedness. CIVICUS defines this indicator as the extent to which the citizens tend to violate certain public norms: tax evasion, free-riding etc. As the survey shows, 51.7% of

\(^{38}\) Question: Generally speaking, would you say that most people can be trusted, or that you can’t be too careful in your dealings with other people?

\(^{39}\) Question: On this list you have various groups of people: persons of other race, other religious affiliation, immigrants / foreign workers, persons with AIDS, homosexuals. Which of them you would not like to have as neighbours?
citizens are ready to always or sometimes\(^{40}\) justify a non-paid journey in public transportation, 25.3% accepts fiddling with one’s own taxes if an opportunity shows up, and 21.3% justifies application for a state benefit even though one is not eligible for it (see Graph III.2.4.3).

In scoring this indicator by 1.5 NAG was very critical about the idea of public spiritedness in Croatia starting that citizens very often are prepared to be critical for these violating public norms, but they practice it in everyday life.

Graph III.2.4.3 - *Extent of Public Spiritedness among Croatian Population*

![Graph showing extent of public spiritedness among Croatian population](image)

III.2.5 - Legal Environment

This sub-dimension examines the legal environment for civil society and assesses to which extent is it enabling or disabling to civil society.

Table III.2.5.1 - *Indicators assessing legal environment*

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.5.1 CSO registration</td>
<td>2.6</td>
</tr>
<tr>
<td>2.5.2 Freedom of CSOs to criticise the government</td>
<td>2.5</td>
</tr>
<tr>
<td>2.5.3 Tax laws favourable to CSOs</td>
<td>2.0</td>
</tr>
<tr>
<td>2.5.4 Tax benefits for philanthropy</td>
<td>1.9</td>
</tr>
</tbody>
</table>

2.5.1 - *CSOs registration*. There are several forms of legal entities in Croatia, which can be considered CSOs: civil associations, foundations and foundation funds, public benefit corporations and some types of cooperatives. Each of the mentioned legal entities has the stipulated registration procedure.

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\(^{40}\) Offered were three possible types of answers: 1= always justifiable, 2= sometimes justifiable, 3= never justifiable. Index is calculated as the average of these scores.
Civil associations are the most frequent type of legal entities among the civil society organizations. The associations are registered at the central government offices and local self-administrative units. The register of associations is maintained at the Central State Administration Office. An association can be established by three legal or juridical persons. Pursuant to the Association Act, the non-registered associations are as well “approved” as associations, although they do not have status of legal entity.

One should expect that the respondents themselves have had most experience with association registration. Here is the breakdown of answers to the question "how would you describe the association registration procedure":

Table III.2.5.2 - Description of association registration procedure

<table>
<thead>
<tr>
<th></th>
<th>%</th>
<th>Yes</th>
<th>No</th>
<th>DK</th>
<th>NA</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quick (requires approximately less than 2 months)</td>
<td></td>
<td>44.5</td>
<td>22.6</td>
<td>21.1</td>
<td>11.8</td>
<td>100</td>
</tr>
<tr>
<td>Simple (no legal counselling required for application)</td>
<td></td>
<td>31.7</td>
<td>37.0</td>
<td>16.2</td>
<td>15.1</td>
<td>100</td>
</tr>
<tr>
<td>Low-cost (small organizations can also be registered)</td>
<td></td>
<td>55.5</td>
<td>7.9</td>
<td>19.6</td>
<td>17.0</td>
<td>100</td>
</tr>
<tr>
<td>In accordance with legal regulations (the procedure does not breach the registration laws)</td>
<td></td>
<td>54.0</td>
<td>3.4</td>
<td>28.7</td>
<td>13.9</td>
<td>100</td>
</tr>
<tr>
<td>Consistent application (the same procedure for all applications – no preferential treatment or discrimination)</td>
<td></td>
<td>35.5</td>
<td>12.5</td>
<td>36.6</td>
<td>15.4</td>
<td>100</td>
</tr>
</tbody>
</table>

* More than 30% of all respondents gave no answer or did not know the answer.

Contrary to expectations, the association registration process is often not seen as simple and for one third of respondents it is neither quick. Some of the outcomes were evidently more negative in the Rijeka in Istra area. The regional consultations revealed many particular features of these processes, as well as the frequent practice of civil servants to meddle in matters that pertain to the freedom of association. A part of respondents claim that for association registration a lawyer had to be engaged, and that the civil servants have amended the already adopted statutes. For example, there was a network–union which required six months for registration, and another association requiring even seven months of registration period. This is an example of the bureaucratic style inherited from the socialist times. NAG concluded that those formalities are not threaten process of establishment and registration. The participants at the National Workshop emphasized some examples of delayed registration, in particularly of association federations as well as the interfering of the representatives of government’s executives in organization of associations, what is not in their competence.

Foundations are registered at the Central State Administration Office, which also maintain the register. The process of foundation registration is more demanding and requires a several months period.
Public benefit corporations are registered at the commercial court. Type of legal person regularly provides public services. Some cooperatives which have the non-profit status register at the commercial courts as well.

2.5.2 - Allowable Advocacy Activities. There are no legal restrictions with respect to civil society advocacy activities. The CSOs criticise the Government and its procedures. However, the regional consultations revealed that many CSOs which have received or expect to receive funding from the state or local government use to have their own self-censorship mechanisms. A part of such organizations considers not criticising those who provide money as a good practice advocating of different attitudes as always understood as criticism. It is consequently not surprising that 25.7% of respondents consider that there are reasonable limitations with respect to advocating activities being pursued by the civil society, and only 20.4 % of recipients consider that there are no limitations. It is important to note that no less than 45.3% of respondents do not know the answer to this question. The organizations most prominent in criticizing the government, as for instance the ecologic associations, have frequently earned a bad reputation among the civil servants, what hinders their activities with respect to obtaining necessary information. A part of consulted experts claim that the fear is dominant in CSO-s and they consequently do not criticize the government. NAG started that there are no legal restrictions for such activities, but in file it is a different. The National Workshop warned of the spreading of self-censorship in CSO-s criticizing the government. This indicator scored after longer debate 2.5.

2.5.3 - Tax laws favourable to CSOs. In Croatia, the tax laws favourable for CSO development were enacted only in early 2000s. (CSOs do not pay profit tax, they can get tax free donations, they do not pay tax on membership fees.) In 1990s those organizations were often suspected of money-laundering activities. The tax benefits for activities of these non-profit organizations were one of the most favourable in the region. The donations, endowments, grants, membership fees and contributions from public funds were all not subject to income tax. However, such tax benefits are more a result of foreign pressure with expectations that it would create the space for civil society development, rather than being expression of indigenous expectations from these organizations to contribute in country’s development. No systematic tax policy was pursued in this area.

The new Government has in April 2004 by the Law on Amendments of the VAT Law abrogated the right to a part of CSOs to be exempted from VAT payment for goods and services

Question: How would you describe procedure for registration associations?
paid from foreign donations in money. The environment protection associations, human rights protection associations and associations active in democratization were left without benefits. GONG has initiated public discussion on this topic, as well as the law amendment procedure aimed at restoring the previous status. At this moment, use of such benefits is limited only to non-profit organizations working as the humanitarian, health, educational, cultural, scientific, religious and social institutions, sports amateur clubs and local and regional self-administrative bodies. The parliamentary debate and argumentation of the Member of Parliament from the leading party was rather unconvincing. The arguments were made that such associations are abusing those benefits, engage in money laundering, are pursuing the policy of political parties, or are plainly following own personal interests.

The National Workshop has drawn attention to the good practice of exemption form VAT for telephone calls in the case of the action “Don’t forget me” of the Bishop Josip Lang Foundation. However the need was emphasized to regulate the tax payment for similar activities by the law and that granting of such benefits should not be discretionary right of the Minister of Finance.

After longer debate having the opinion of consulted experts this indicator scored 2.0.

2.5.4 - Tax benefits for philanthropy. The corporate sector representatives can donate up to 2% of their incomes for public good, what is accepted as tax deductible expenditure. In the same way the taxpayers can donate up to 2% of their total personal income proceeds for public good. Pursuant to the decision of Minister, the non-taxable amounts of certain grants can be increased. Consequently, this should be a case of granting without reciprocity obligations. In Croatia, the terms sponsorship and donation are frequently not distinguished. Those benefits are used by a few business sector entities, and even less private taxpayers. In regional consultations much emphasis has been put on the cases when younger entrepreneurs appeared in front of social institutions and granted donations. Although the discussion on corporative philanthropy has been opened within the topic of corporate social responsibility, no examples of civic philanthropy have been mentioned. As well, some of donating citizens want to remain anonymous.

Generally, the tax regulations are considerably complex. Therefore, only small number of persons involved in activities of CSO-s understands their purpose and promotes them in advocating the citizen or corporate sector donations.

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42 CSOs promoting the highest constitution values, Article 3. Constitution of Republic of Croatia, lost tax incentives.
III.2.6 - State-Civil Society Relations

This sub-dimension describes and assesses the nature and quality of relations between the civil society and the state in Croatia. Table III.2.6.1 summarizes the respective indicator scores.

Table III.2.6.1 - **Indicators assessing the relations between state and civil society**

<table>
<thead>
<tr>
<th></th>
<th>Description</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.6.1</td>
<td>Autonomy of CSOs</td>
<td>1.9</td>
</tr>
<tr>
<td>2.6.2</td>
<td>Dialogue between CSOs and the state</td>
<td>1.4</td>
</tr>
<tr>
<td>2.6.3</td>
<td>Support for CSOs on the part of the state</td>
<td>1.8</td>
</tr>
</tbody>
</table>

2.6.1 *Autonomy of CSOs.* The autonomy of CSOs in new democracies is considered as one of key issues for a healthy civil society. The paternalistic attitude of the state, as well as the tradition of being in absolute control, challenges the autonomy of civil organizations. In opinion of 54.7% of regional stakeholders’ survey respondents, the state is sometimes over involved in activities of civil organizations. In regional consultations, the problem of local authorities meddling with associations’ activities was repeatedly emphasized. As example green organisations are under control and supervision of local authorities. The local authorities are determined to control all local events and are suspicious to all forms of civil initiatives, striving to direct and control them. The powerful political protagonists often undermine the civil society initiatives and actions since those contradict or do not comply with their interests. According to regional stakeholders, the financial dependency on the state challenges the autonomy of civil organizations. The respondents mentioned the recent amendments with respect to VAT as case of involvement of state in civil society activities, indicative of current government’s pursuit of a systematic policy aimed at demolishing the organizations which are asking unpleasant questions.

A part of public, as well as experts perceived high level of reliance and connectedness of certain CSOs with certain political parties and consider them to be the party’s extensions. Such perception can be source of mistrust in civil initiatives.

The National Workshop has drawn the attention to the wide-spread practice of connections and acquaintances in civil society through which the policy “has its hand in civil society”. The associations make themselves available to political parties. This challenges the viability and credibility of the CSO-s.

NAG after longer debate saw that results of research are very critical about this issue and agreed for the score of 1.9.

**Media review data should be added here at a later stage.**

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43 In parliamentary debate the fact was emphasized that an inspection was sent to GONG due to the initiated campaign for restoring of the abrogated rights and that a high fine was imposed. This can be considered as a warning to all other organizations insistent on criticising the Government.
2.6.2 - Dialogue between CSOs and the state. The relations between the state and CSOs have in 1990s been mostly perceived as conflict. Apart of the humanitarian area there were only few areas of cooperation and partnership. These relations were modified after 2000, in which period appropriate aspects of cooperation were searched for and investigated. Puhovski (2004) considers that essential communication has not yet been established in this area. According to outcomes of regional consultations the main issues are the slow pace of establishing communication, the poor quality of communication, as well as the dynamics of possibly agreed cooperation.

The dialogue between the state and CSOs has a short tradition. In recent time the counselling bodies are being established at the state level, involving the representatives of CSOs. These bodies are engaged in children’s rights, rights of disabled persons, gender equality, minorities, environment protection, protection of human rights, consumer protection and similar. As well, the Council for Civil Society Development of the Republic of Croatia has been established. Some of more critical experts consider that by having established such bodies the government avoids its own involvement with some difficult issues, at the same time presenting its democratic qualities to the international public. At regional level and in bigger towns similar bodies involving the CSO representatives have been established. The signed charters on cooperation of local and regional authorities with CSOs are likely to enhance the dialogue.

In this context the attitude of respondents is interesting: “My personal opinion is that within the associations the awareness of their role and importance is growing, but also the awareness of the need of their development and growth, as well as transparency in their activities. The state also modifies its attitude to associations and can see them, in a segment of their activities, as potential partners and not as competition or enemies”.

The state regularly communicates with the representatives of professional chambers and associations which, due to their role, have certain political power. Kregar (2004) warns that the administration is afraid of institutionalization of citizens’ participation.

The Parliament, in project described under 4.2.1 indicator, has not adopted the proposal to include a representative of non-governmental organization as a consulting member in all

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44 The Government Council is a counselling and professional body of the Government of the Republic of Croatia, established in 2002, which shall influence the development of implementation and effectiveness of the adopted Cooperation Programme of the Government with the Non-profit Sector in the Republic of Croatia, development strategy of civil society, philanthropy development, development of partnership and inter-sector cooperation in the circumstances of decentralized system of decision making and financing. The government Council comprises 21 members, 10 from central administration, 8 from CSOs and 3 experts. After the government shift in late 2003 the operations of the Council were challenged. According to publicly expressed opinion of the Council’s member, its operations were hindered and the Cooperation Programme challenged. This decelerated the process of inviting tenders for allocation of funds to associations in 2004. In 2005 Council again started with activities in realisation on the mission.
parliamentary committees. The idea on regular weekly or monthly parliamentary consultations with non-governmental organizations and representatives of citizens was also rejected.

It was revealed that the relations between the CSO-s and the state are often vulnerable due to government shift. The state is not inclined to show significant trust to civil society and for the time being remains within the concept of “parties’ quotas” of civil society. 45. The discussions at the National Workshop have in particularly indicated the issue of the vulnerability of systematic CSO-s programmes due to government shifts.

The outcomes of regional stakeholders’ survey show a rather limited level of dialogue between the state and civil society. (Table III.2.6.2) Even in more developed localities (like north-west, Istra, Rijeka), the dialogue between local authorities, public services and CSOs is still in its initial stage. The CSOs are usually included in the agenda only when there is mandatory budgetary allocation of funds to CSOs. According to regional consultations, a more comprehensive and productive dialogue with CSOs has been established in more advanced and economically developed areas (like Istra, Rijeka). Consequently, the CSOs appear to be tougher “enemies” to parties in power than the opposition political parties. In these areas it is the local authorities that usually initiate dialogue.

The attitudes of the state representatives mostly question a priori the quality of this dialogue. A participant at the discussion said: “Are there any survey outcomes available, which would indicate that the non-profit sector (at the level of personal engagement of participants) provides to a more “elite” and better informed part of population, an alibi, basis or incidental opportunity for achieving of individual or narrower social interests by the funds from budget donations or similar (“not one’s own resources”), without being personally involved in the entrepreneurship’s risks?”

| Description of dialogue between the state and civil society |
|---|---|---|
| N | % |
| Does not exist | 14 | 5.3 |
| Restricted | 125 | 47.2 |
| Medium | 112 | 42.3 |
| Extensive | 4 | 1.5 |
| DK | 6 | 2.3 |
| NA | 4 | 1.5 |
| Total | 265 | 100.0 |

The CSOs are frequently not able to clearly articulate their attitudes and express their interests towards the state or the programmes the state is implementing.

45 An example of “party’s quotas” of civil society is the case of the HRTV Council.
46 Question: How would you describe dialogue between the state and the civil society?
The experts and activists agree that the CSO-s have better cooperation with the political parties while they are in opposition than when they become a ruling party. The government changes result in the discontinuity of dialogue with the state at all levels. Experience of dialogue with earlier government is not relevant for the new one. A part of civil society activists have been exposed to contempt, humiliation and belittlement from the representatives of political parties. It was a case with organisations dealing with consumer protection. CSOs are perceived as acting subversively against the Government and obstructing the previously agreed deals. Eko-Kvarner, green organisation, made a great success stopping international project Družba-Adria for Russian petrol export through Croatian harbour. According to attitudes present among the majority of civil servants, key informant started, “the associations are still considered as necessary evil”.

The National workshop has indicated that in an increasing number of regions the associations are striving to assemble in order to establish the dialogue with the government’s representatives. In these efforts a part of associations has difficulties in overcoming its particular interests. However, this dialogue is frequently of occasional character, what means that the new communication standards should be established. The facts were listed on the persistence and pressures of CSO-s to establish dialogue with the state.

This indicator scored by 1.4 what describe the level of dialog between CSOs and the state.

2.6.3 - Co-operation/Support from the State. In Croatia there is no consolidated national level data about the total amount of public budget grants to the CSOs. Those grants are distributed by ministries and government offices.\(^{47}\) A part of these funds was previously distributed through tenders called by Association Office of the Republic of Croatia. The amount of these funds was steadily declining in the period from 1999 to 2003. The funds assigned to civil society were frequently redirected for other purposes. Recently, the National Foundation for Civil Society Development was established, which receives and distributes funds from the State Budget, funds deriving from lottery as well as the funds of the foreign donors. This definitely strengthens the financial potential of the sector, what can contribute to its sustainable development.\(^{48}\)

\(^{47}\) The tenders invited by certain ministries are very demanding and it is obvious that the grants can receive only the very capable associations. This challenges the purpose of funds allocation for civil society development. The question should be raised whether it is necessary to have a “good” draft of the project or the issue you want to address is a sufficient reason for granting funds.

\(^{48}\) The *Code of Positive Practice* was proposed to the Parliament, the basic document for functional, transparent and controlled funds allocation from the State Budget assigned for associations.
The funds distributed by the Associations Office (from the State Budget) have mostly been allocated to organizations from the area of social policy. On the other hand the highest amounts of funds from the State Budget are distributed to sports organizations.

CSOs receive a substantial part of their funds from the administration in counties, cities and municipalities. For instance, the associations in social and health area have in 2004 received approximately Kuna 14.5 million. At these levels the funds are increasing, yet the largest share is still allocated to sports and cultural organizations.

According to regional stakeholders’ survey, the Government, counties, cities and municipalities are the main CSO financier. The foreign donors are particularly present in Zagreb, Slavonia and Dalmatia.

Graph III.2.6.4 - Shares of financing sources in CSOs budgets
It can be said that in general no clear CSO funding policy exists at the Government level. Grants are not awarded in accord with the priority social issues or actual public policies that are being pursued. The respondent concludes: “The criteria for allocating the funds from the state budget, as well as from the regional and local budgets are still not clear”. The experts pointed out that no follow-ups or evaluations of projects that have received grants exist. The need exists for ad hoc support programmes, which will efficiently respond to urgent cases, as for instance campaigns, signing of petitions, protests relating to excess situations. Not many lessons have been learned out of such experiences, like programme of funding CSOs for three years, several consulted experts started.

At the National Workshop the issue of over demanding state tenders was emphasized, the designing of which tenders requires experts. The areas of special state concern should be allocated funds from the State Budget upon different criteria.

III.2.7 - Private Sector-Civil Society Relations

This sub-dimension describes and assesses the nature and quality of relations between the civil society and private sector. Table III.2.7.1 summarizes the respective indicator scores.

Table III.2.7.1 - Indicators assessing private sector – civil society relations

<table>
<thead>
<tr>
<th>2.7.1</th>
<th>Private sector attitude to civil society</th>
<th>1.3</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.7.2</td>
<td>Corporate social responsibility</td>
<td>1.2</td>
</tr>
<tr>
<td>2.7.3</td>
<td>Corporate philanthropy</td>
<td>1.0</td>
</tr>
</tbody>
</table>

2.7.1 - Private sector attitude to civil society. CSOs have only recently aroused some interest from the private business sector. In early phases of the privatization of socialist economy the new owners were entirely devoted to generating profit, closing the departments providing in social, cultural and similar activities and firing the employees in the process. This issue was emphasized at the National Workshop.

The stakeholder survey and regional consultations reveal that the private sector is still mostly indifferent (42.6%) or suspicious (32.8%) attitude towards civil society. The private sector is hard pressed in day by day struggle for survival with market competition in environment characterized by insecurity and instability. In such an unfavourable environment only a few have time and resources for civil society. The respondents consider that the corporate sector associations seldom - 49.4% or occasionally – 23.8% participate in wider initiatives of civil society. Though, the regional consultations have pointed out that the small and medium entrepreneurs increasingly recognise the CSOs. In more developed regions (Varaždin, Rijeka, Istra), the attitudes of the private sector to civil society are more favourable. Such practice was confirmed at the National Workshop.
Workshop. Joint approach of a larger number of associations, supported by reputable individuals from local communities regularly earns higher trust of the private sector.

Table III.2.7.2 - *Attitudes of the private sector to civil society*\(^{49}\)

<table>
<thead>
<tr>
<th>Attitude</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hostile</td>
<td>7</td>
<td>2.6</td>
</tr>
<tr>
<td>Suspicious</td>
<td>87</td>
<td>32.8</td>
</tr>
<tr>
<td>Indifferent</td>
<td>113</td>
<td>42.6</td>
</tr>
<tr>
<td>Favourable</td>
<td>27</td>
<td>10.2</td>
</tr>
<tr>
<td>Supporting</td>
<td>14</td>
<td>5.3</td>
</tr>
<tr>
<td>DK</td>
<td>13</td>
<td>4.9</td>
</tr>
<tr>
<td>NA</td>
<td>4</td>
<td>1.5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>265</td>
<td>100.0</td>
</tr>
</tbody>
</table>

2.7.2 - *Corporate social responsibility*. The social accountability of the corporate sector in Croatia has only become a topic in the new millennium. At that time, the first research efforts and round tables on this topic were organized (Bežovan, 2002). The research revealed that the type of social state that is developing in Croatia does not contribute towards development of the socially accountable corporate sector. The corporate sector is obliged to pay high taxes and contributions for social and public purposes, yet it is not an important stakeholder in addressing the issues in society or community. A rather small number of firms are on their way to establish socially accountable relations in communities and localities in which they are active. They don't know what will they get in return on account of such investments, and to what extent does such practice increase their value. The research revealed that CSOs concerned with public good have not set up any quality expectations from the corporate sector, which would help the sector to establish its part of social accountability. The corporate sector supports to a larger extent the activities of public institutions in health care, education and social services than the activities of civil society organizations.

In recent comprehensive consultations on this topic (Bagić, Škrabalo, Narančić, 2004) a concern was voiced about the lack of promoters and practitioners of corporate social responsibility. Croatian Agenda 2005 for responsible business will contribute in spreading out culture of socially responsible corporate sector. At the National Workshop it was emphasized that the planned Conference on Social Accountability of Corporate Sector and Media in Croatia shall contribute to proliferation of this culture.\(^{50}\)

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\(^{49}\) Question was: Based on your experience, how would you describe private sector attitudes towards civil society in general?

\(^{50}\) The Conference shall be organized by the Zagrebačka banka.
The corporate sector considers CSOs solely as beneficiaries of their support, while the associations consider the corporate sector solely as donors. Such restricted relations result in a small number of partnerships between CSOs and the corporate sector.

The regional consultations and survey results both portray similar assessment of the activities of big companies in Croatia. Survey respondents rated corporate social responsibility activities as insignificant (20.8%). Yet, the study of ten major Croatian companies' web sites (see appendix 3) has revealed some positive development trends of socially accountability. For majority of companies it is not very important to give information on web sites although they give relatively big amount of money for donations. It is evident that companies do not have clear policy towards this part of development and they do not have and idea what does it mean for reputation of company. In general, it is more seen like spending “money” for marketing-sponsorship then a real social responsibility.

The regional consultations have emphasized the importance of small and medium entrepreneurship which have started donating. However the donations come always from the same firms.

A few Croatian companies have a long experience in inviting tenders for grants to CSOs (Zagrebačka banka) and first reports on socially accountable corporate sector have been published (Coca Cola Beverages Hrvatska, INA, Pliva). As well, the companies assembled in Croatian Business Council for Sustainable Development promote the positive approach to wider concept of sustainable development. Their mission is that leadership of companies become catalyst of changes towards sustainable development, and they are committed to promote eco-activities, innovations and joint social responsibility of Business Council in Croatia \(^{51}\).

The Ministry of Trade, Labour and Entrepreneurship has also got involved in development of social accountability of corporate sector, which Ministry has, in cooperation with the UNIDO and the Croatian Centre for Cleaner Production launched the project “ Development of Social Accountability of Corporate Sector in Croatia” (Vjesnik, 2005).

At the National Workshop the issue of spreading of the *greenwash* phenomenon in Croatia was emphasized. Major companies, frequently polluter of environment, buy by donations and sponsorship the benevolence of wider social community in order to exculpate for their harmful actions.

2.7.3 - Corporate Philanthropy. There is no reliable information on the scope of corporate philanthropy in Croatia. Only two companies have established foundations, and some of them

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\(^{51}\) Recently they started publishing journal Corporate sector and sustainability, [www.poslovniforum.hr](http://www.poslovniforum.hr).
contribute donations to other foundations on regular basis. The research outcomes indicated that 33.2% of surveyed CSOs receive funds from the corporate sector, whereas the average share of corporate sector funds in the structure of certain CSO-s amounts to 18.2%. The representation of the corporate sector is in this respect lower than the representation of other stakeholders. The corporate sector is undergoing a permanent crisis and remains under tough tax pressure. The development of corporate philanthropy has still not become a part of the Croatian corporate sector image. NAG in scoring meeting concluded newly positive development in this filed with small and medium companies active in local communities, still providing most support for sport and culture events. On the basis of longer debate this indicator scored 1.0 with positive signs for its future development.

**Conclusion**

The environment is still not sufficiently conducive for civil society development in Croatia. In the 2001 CSI research (Bezovan 2001), the major barriers to civil society development have been recognised within this dimension. The political context marked by legal instability, corruption, inefficient centralised state and high level of mistrust in Government and political parties contributes to citizens’ passivism. Political context as sub-dimension scored relatively low 1.5. Political context is of crucial importance for civil society development what is not understandable, very often, to activists in CSOs.

The economic crisis increasingly affects wider ranks of society and only a small part of the middle-class actually practices active citizenship.

The legal framework and CSO-state relations are still in formational phase, yet there is some visible progress in relations with local authorities. The CSOs receive respectable funding from the state however, there is still no clear and conducive policy defined in this field. Efficient grant program from the side of the state, offering partnership to local authorities, targeting relevant policy issues should be addressed as one of key priority. The way is being paved for partnership relations between the civil society and the state, primarily at local levels where the space for dialogue is being established. There is enough room available between the state and civil society for establishing new initiatives for increasing the human resources capacity on both sides. Sub-dimension State-civil society relation scored 1.7 what shows on moderate level of development.

Socio-cultural context as sub-dimension scored 1.7 is very complex issues marked with low generalised trust and undeveloped public spiritedness. This part of civil society as a crucial for future development is not present in debate of civil society development. In spite of the economic instability and tax pressures the corporate sector is beginning to recognise the civil society as a partner. Here the key issue is increase of mutual trust.
III.3 - VALUES

This section describes and analyses the values promoted and practiced by Croatian civil society. Graph III.3.1 shows scores for seven sub-dimensions within the values dimension. Take this out for the scoring meeting and insert afterwards.

Graph III.3.1 - Sub-dimensions scores in values dimension

III.3.1 - Democracy

This sub-dimension examines the extent in which the civil society practices and promotes democratic values. Table III.3.1.1 summarizes the scores for individual variables.

Table III.3.1.1 - Indicators assessing democracy

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1.1</td>
<td>Democratic practices within CSOs</td>
</tr>
<tr>
<td>3.1.2</td>
<td>Civil society actions to promote democracy</td>
</tr>
</tbody>
</table>

3.1.1 - CSO’s democratic practice. The values promoted by civil society should be connected to the values that are practiced within those very CSOs. Therefore the primary question was in what way is the leadership of the organizations chosen and what is the extent of the organization members’ influence on the decision-making. In accordance to the data in the table III.3.1.2, which show results gathered from 209 persons involved with a total of 441 CSOs, the leadership in most of the cases is chosen by the members themselves (78.2%). In a smaller number of cases they are appointed and in even smaller number they are self-elected. Somewhat different image, although still favourable, is derived from the answer to the question concerning the influence of
the members on the decision-making where 45.7% of the persons interviewed feel that the influence is substantial. 20% of the persons interviewed feels that the influence is small to nonexistent or limited, which indicates a need for future enhancement of the internal democracy of the CSOs. This was further emphasized at several regional consultations and in conversations with experts, which have highlighted the problem of extensive influence exerted by the founders of the particular organizations, as well as internal conflicts that have been tried to be resolved by the use of non-democratic methods (for example, hiring security services during the assemblies of particular organizations). When there is no enough democratic culture in organization with conflict inside they hire security service to elect their candidates. The conflicts in some organizations have been manufactured into media events and therefore the area of freedom of association is partially perceived in the public as an area of conflict, like Europe Home Zagreb, Croatian Auto Club.

Graph III.3.1.1 - *Ways in which the leader of an organization is chosen*[^52]

![Graph showing ways of selecting leaders](image)

3.1.2 - *Civil Society actions to promote democracy*. Taking in to consideration specific Croatian historical circumstances, such as the fall of Yugoslavia and the creation of Croatian independence, the Homeland war, the late start of democratic reforms connected with the joining to the Council of Europe and European Union..., the issue of the development of democracy has been one of the key issues for civil society. A certain number of CSOs was and still is dedicated to the development of democracy in the country. However, as most of these programs (and of foreign aid linked to them) were almost exclusively focused on the sanitation of the consequences of the war and war affected areas as well as the rights of national minorities, especially refugees and displaced persons. Some CSOs were included in a major democratization campaign concerning the general elections held at the beginning of 2000. After that, it seems that the

[^52]: The question was: How does this organisation select its leaders?

- 61 -
promotion of democracy has not so much been in the centre of public attention any more. To the question whether they can remember an example of the last year’s public campaigns, actions or programs of the civil society concerning the promotion of democracy, recall several cases (34%) and one or two cases (27.2%), whereas 24.2% has not heard for such cases. Survey respondents name the following examples: the activities of GONG in connection to the elections, activities of women's organizations – 16 days campaign against the violence against women, and the civic activism campaign of the organization Eko Kvarner. As well, some of the examples are carried out by local CSOs that the public is not familiar with.

According to stakeholders, the influence of the civil society in the promotion of democracy at the wider social level is estimated as moderate (41%) and significant (19%). This is obviously an important influence and the question is on which issues and programs will the CSOs engage themselves in the future, being an important factor in the promotion of the democratization of the country. Activities of promoting good governance is very new idea for Croatian CSOs. Greater democratization in relation to Croatia joining the EU is a topic of only several CSOs.

**Media Review data to supplement findings at a later stage.**

**III.3.2 - Transparency**

This sub-dimension examines to what extent does the civil society practice and promote transparency. Table III.3.2.1 summarizes the scores for individual variables.

<table>
<thead>
<tr>
<th>Table III.3.2.1</th>
<th><strong>Indicators assessing transparency</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>3.2.1</td>
<td>Corruption within civil society</td>
</tr>
<tr>
<td></td>
<td>1.8&lt;sup&gt;83&lt;/sup&gt;</td>
</tr>
<tr>
<td>3.2.2</td>
<td>Financial transparency of CSOs</td>
</tr>
<tr>
<td></td>
<td>1.9</td>
</tr>
<tr>
<td>3.2.3</td>
<td>CS actions to promote transparency</td>
</tr>
<tr>
<td></td>
<td>1.0</td>
</tr>
</tbody>
</table>

3.2.1 *Corruption within civil society.* A series of social research studies conducted in Croatia during the transition period showed, similar to other post-communist countries, a high level of distrust in the main social institutions as well as a high level of perception of corruption in society. According to the results of the European Values Survey 1999, Croats think that most citizens demand state provisions to which they are not entitled, cheat on their taxes or resorts to bribes in order to get “tax free” services. According to the Transparency International Croatia, the corruption perception in Croatia is extensive and, what ranks the Croatia 67<sup>th</sup> out of all surveyed countries. In that respect it is very interesting to see in what extent the civil society differs from other parts of the society and in what extent is it aware of the perception of the spread of
corruption through the society, since corruption certainly influences the public image of the CSOs as well. According to the results of the regional stakeholder survey, only 16.2% of respondents feel that the incidents of corruption are very rare. However, 20% consider such cases frequent or very frequent, and no less than 32.1% of respondents have in this question chosen the option “do not know”. Interestingly, the highest level of perception of corruption has been documented in the capital of Croatia, and at the regional consultation in Zagreb it has been pointed out as a major problem of the functioning of CSOs. This shows that the situation is not changing for the better, because the last research of the civil society in 2001 as well pointed out the problems with financial transparency within CSOs and the problem of public distrust in the financial transparency of the CSOs.

At the National Workshop it was mentioned that the cases of corruption in some organizations portray the whole sector in a negative light and that the CSOs themselves should pay more attention to their financial transparency. It was also noted that the financial reports should be considered in the context of the goals and achievements of the implemented programmes.

Table III.3.2.2 - The frequency of the corruption incidents within the civil society

<table>
<thead>
<tr>
<th>Frequency</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very frequent</td>
<td>22</td>
<td>8.3</td>
</tr>
<tr>
<td>Frequent</td>
<td>31</td>
<td>11.7</td>
</tr>
<tr>
<td>Occasional</td>
<td>78</td>
<td>29.4</td>
</tr>
<tr>
<td>Very rare</td>
<td>43</td>
<td>16.2</td>
</tr>
<tr>
<td>DK</td>
<td>85</td>
<td>32.1</td>
</tr>
<tr>
<td>NA</td>
<td>6</td>
<td>2.3</td>
</tr>
<tr>
<td>Total</td>
<td>265</td>
<td>100.00</td>
</tr>
</tbody>
</table>

3.2.2 - Financial transparency of the CSOs. Corruption incidents within the civil society can be efficiently fought with the increase of transparency of all aspects of CSO activities. Among all aspects, financial transparency is being of paramount importance. Two thirds of stakeholders indicate that the financial reports of CSOs which they are involved in are available to the public. This is a key precondition for financial transparency. However, at regional consultations, it was stressed that in most cases financial report availability is only formal, and not publicly presented. A certain number of the organizations publish their reports in the brochures, and some publish it on the web pages.

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53 As in other indicators higher indicator value shows better result and in this example it is assessed less corruption within civil society.
54 The question was: Instances of corruption within civil society are?
3.2.3 - Civil Society actions to promote transparency. The actions of civil society considering their own transparency are necessarily linked with the actions concerning the promotion of transparency of other social actors. According to regional stakeholder survey most respondents remember only one or two examples of the campaigns dedicated to the promotion of transparency of the government, the percentage being even lower while considering the transparency of the functioning of the business sector: 10.6% recalls several cases of such campaigns and, and 17.4% of just one or two cases. About 52.4% of regional stakeholders feel that the influence of these campaigns is insignificant or limited, and in the case of transparency of the functioning of the business sector, there is even higher portion of those who evaluate the influence as insignificant.

The respondents have mentioned the following examples: anticorruption campaigns, “The Public has the Right to know” campaign carried out by coalition of CSOs, activities of the consumer associations, “Sunday as a Nonworking Day” campaign, discussions about the corporate social responsibility, protests of fishermen or farmers and such.

Consulted experts do see the problem of limited capacity of CSOs to be recognized as a reliable partner in this field.

The participants of the National Workshop expressed the attitude that this is a case of a new topic for CSO-s and that the promotion of transparency mostly depends on (non)existence of dialogue between the CSO-s and the local government.

Media review data can supplement here.

III.3.3 - Tolerance

This sub-dimension examines to what extent the civil society practice and promotes tolerance. Table III. 3.3.1 summarizes the scores for individual variables.

<table>
<thead>
<tr>
<th>Table III 3.3.1 - Indicators assessing tolerance</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.3.1</td>
</tr>
<tr>
<td>3.3.2</td>
</tr>
</tbody>
</table>

3.3.1 - Tolerance in the civil society arena. Tolerance is an essential component in the functioning of the civil society, the promotion of tolerance being inherently self-understood as a part of a CSOs mission. Despite that, the regional stakeholder survey showed that 20% of persons interviewed feel that there are several or many examples of forces within the civil society that are
racist, discriminatory or non-tolerant. However, the most important result derives from the fact that the majority feels that these forces are isolated from the rest of civil society, in other words that they are condemned by it. Only 1.5% of the respondents stated the opinion that such forces dominate the civil society, while 11.7% share an opinion that they constitute a considerable part of the civil society.

Key informants that were interviewed with regards to forces within the civil society that are racist, discriminatory or not tolerant, named the following: incidents of violence in connection to skinheads, some groups of sports supporters and some war veteran’s organizations. Some skinheads and sport supporters organizations make occasionally serious troubles what provoke disgust of general public.

3.3.2 - Civil Society actions to promote tolerance. The Croatian society has faced the extensive need for the promotion of tolerance only during the last few years. At the wider societal level, the need for promotion of tolerance in the war affected areas is being the most discussed issue. In the last few years, other issues have been discussed as well. Campaigns considering the rights of individuals infected with HIV (the case of inclusion of two girls HIV infected within the regular school program), rights of children and women in the domestic violence situations, or the rights of homosexuals have been publicly noticed. These were also the most frequent examples recalled by the persons interviewed as part of the regional stakeholder survey. In 34% of cases they have recalled one or two examples of public campaigns, actions or programs dedicated to the promotion of tolerance, while 24.5% have recalled several such examples. For the majority of survey respondents, the role of the civil society in the promotion of tolerance is moderate or significant, while a significant portion (38.9%) estimates it as irrelevant or limited.

Respondents have stated that tolerance was mostly promoted by women’s organizations and homosexual and lesbian groups, with a large number particularly mentioning the gay parade in Zagreb.

At the National Workshop the need for permanent promotion of tolerance towards the marginalized social groups was emphasized.

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55 We must keep in mind that 25% of respondents have chosen the option «I don't know» as an answer to the question concerning promotion of tolerance, non-violence, gender equality and eradication of poverty.
56 The organizations «Iskorak» and «Kontra», which deal with the protection of sexual and gender minorities, have presented in February 2005 the Report on the state of human rights of sexual and gender minorities. Up to the last
III.3.4 - Non-violence

This sub-dimension examines to what extent civil society practices and promotes non-violence. Table III.3.4.1 summarizes the scores for two variables that compose this sub-division.

Table III.3.4.1 - *Indicators assessing non-violence*

<table>
<thead>
<tr>
<th>3.4.1</th>
<th>Non-violence within the CS arena</th>
<th>2.3</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.4.2</td>
<td>CS actions to promote non-violence</td>
<td>1.5</td>
</tr>
</tbody>
</table>

3.4.1 - *Non-violence in the sphere of civil society.* The process of separating from Yugoslavia and the founding of Croatian state were, unfortunately, followed by a war against Croatia’s independence. The consequences of war are visible in the increased use of firearms and the usage of violence in the society in general. Although not in a large percentage, there are forces that resort to violence within civil society in order to promote their interests. The survey of regional stakeholders (Table III.3.4.2) showed that there are some isolated groups that frequently, or from time to time, use violence. Regional consultations have singled out the activities of particular organizations of war veterans exercising such approach give examples of specific violent activities carried out by these organizations. Again, it is encouraging that most people think that such cases are usually or always condemned by the rest of civil society, while 14.7% of the regional survey respondents feel that such cases are rarely condemned.

The civil society soccer supporters and skinheads are most frequently mentioned as groups that use violence for the promotion of their interests.

Table III.3.4.2 - *The scope of forces within the civil society that use violence*\(^5\)

<table>
<thead>
<tr>
<th></th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Significant, large groups</td>
<td>5</td>
<td>1.9</td>
</tr>
<tr>
<td>Isolated groups that use violence often</td>
<td>17</td>
<td>6.4</td>
</tr>
<tr>
<td>Isolated groups that use violence form time to time</td>
<td>60</td>
<td>22.6</td>
</tr>
<tr>
<td>The use of violence by the civil society groups is very rare</td>
<td>131</td>
<td>49.4</td>
</tr>
<tr>
<td>DK</td>
<td>46</td>
<td>17.4</td>
</tr>
<tr>
<td>NA</td>
<td>6</td>
<td>2.3</td>
</tr>
<tr>
<td>Total</td>
<td>265</td>
<td>100.0</td>
</tr>
</tbody>
</table>

3.4.2 - *Civil Society Actions to promote non-violence and peace.* Many CSOs state in their reports that a smaller or larger portion of their activities is specifically dedicated to the promotion of tolerance and/or peaceful resolution of conflict. In the recent times the biggest action of this sort was the UNICEF action called «Stop the Violence among Children». In the regional

few years this kind of activity was almost unimaginable, unlike the case of HIV infected girls that received a lot of media attention. «Vjesnik», 18.2.2005.
stakeholder survey, most of respondents (37.7%) could not recall similar examples, or only a very limited number. Many examples know 5.7%, and several examples 27.5% of respondents. At the regional consultations it was mentioned that there are a lot of examples of such actions, but that they are poorly covered by the media. The role of CSOs in non-violence promotion is dominantly limited 29.8%, and moderate 28.7%. For 16.2% of respondents is significant. If civil society does promote non-violence to a greater extent, it must obviously improve presentation such actions, not only in the media but also through implementation of more effective programs that will have a stronger social impact.

The ecumenical societies, peace studies and UNICEF programs have been singled out by respondents as most recognized promoters of peaceful conflict resolution. In 1990s several organizations were active organizing training and promoting the concept of peaceful conflict resolution. Centre for Peace Study, mostly related to the War issues, was very active providing training about peace building process. Promotion of non-violence is very important for the post-war society and it comes to the mind of ordinary citizens.

At the National Workshop it was mentioned that there are forms of violence not addressed by anybody, and to which the CSO-s should focus: violence against elderly, inability of persons with special needs to actualize their rights, etc.

II.3.5 - Gender equality

This sub-dimension examines to what extent the civil society practices and promotes gender equality. Table II.3.5.1 summarizes the scores for three variables that compose this sub-dimension.

Table II.3.5.1 Indicators assessing gender equity

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.5.1</td>
<td>Gender equity within the CS arena</td>
</tr>
<tr>
<td>3.5.2</td>
<td>Gender equitable practices within CSOs</td>
</tr>
<tr>
<td>3.5.3</td>
<td>CS actions to promote gender equity</td>
</tr>
</tbody>
</table>

3.5.1 - Gender equality within the civil society. The issue of gender equality has been put on the agenda of public discussions only a few years ago. In this sense, the EU accession process is the most important promoter of such discussions, since within this process Croatia is obliged to pass/change not only the laws that refer to gender equality, but to change the practice as well. In this sense it should be noted that, in the opinion of stakeholders, women comprise a majority among the members and leadership of CSOs, particularly in the social and health sector.

57 The question was: Are there forces within civil society that use violence (aggression, hostility, brutality and or
According to the regional stakeholder, as we indicated under 1.3.2, women are equally represented in leadership 54.7%, somewhat underrepresented 26.8% and severely underrepresented 12.5%, and absent for 0.4% of respondents.

However, at the National Workshop it was noted that the feminization of the civil sector could be connected with its lower social valuation.

At NAG scoring meeting all member were very much aware of positive development of facts which describe this indicator scoring it with 2.5.

3.5.2 - Gender equitable practices within CSOs. The survey of regional stakeholders showed that most of the organizations do not have rules considering the equal opportunities and/or equal salaries for the same job performed by a women, but at the regional consultations a large majority of participants agreed with a view that women do receive equal salaries for equal work and that this is a well established social norm that is followed independently from the existence of formal rules.

3.5.2 - The role of civil society in the promotion of gender equality. If the presence of gender equality policies is satisfactory within civil society itself, it does not mean that it should not play a bigger role in the promotion of gender equality at the wider social level, especially form the perspective of Croatian society being a traditional society. According to the survey of regional stakeholders, majority of persons interviewed feel that the forces within the civil society that are extremely discriminatory or sexist towards women are irrelevant or limited in reach and that such actions are in general or always condemned. Regarding the question about the campaigns dedicated to the promotion of gender equality, again most respondents don't remember such campaigns, although the discussions frequently mentioned organizations which operate the shelter for women, victims of domestic violence. CSOs have contributed to the establishment of the Office for Gender Equality within the government of Croatia, and therefore the issue of gender equality gained on an institutional significance. However, at the regional consultations it was mentioned that the number of organizations addressing violence is too low with respect to the current needs. However, in some regions of Croatia (for example Slavonija) it was mentioned that organization dealing with domestic violence do not exist. At the regional consultations, it was emphasized that in many local environments the problem of domestic violence is still not recognized as an important problem of the women’s position in the society.

Persons interviewed have mentioned the importance of the following particular campaigns within this context: 16 days of activism against the violence against women, the education for the
equality of sexes, the declaration of the Day of equality of sexes, round tables concerning this issue and such organized by coalition of CSOs.

### III.3.6 - Poverty Eradication

This sub-dimension examines to what extent the civil society promotes problems of the reduction of poverty in the society. Table III.3.6.1 shows scores for this sub-dimension.

| 3.6.1 | CS actions to eradicate poverty | 0.9 |

3.6.1 - *The role of civil society in the reduction of poverty*. Although much pointed to the fact that transition and war were the reasons why the incidence of poverty in Croatia has significantly increased, up to a few years ago there were no relevant statistical indicators collected. Data from 2003 indicate the poverty rate of 18.9%, if the poverty line is defined as 60% of average national income.\(^{58}\) According to this data, Croatia belongs in the group of countries with a high poverty rate. Considering this, it is highly surprising that 32% of persons interviewed for the regional stakeholder survey do not know for a single program dedicated to the reduction of poverty. It is consequently surprising that 31.3% of respondents from regional stakeholder survey have not heard for any case of programme aimed at reducing poverty, and the share of those is high, who consider that there are no such programmes. (27.5%) or recalled just one or two cases (17.4%) (Table III.3.6.2). At all regional consultations as well at the National Workshop it was unanimously concluded that civil society is poorly dedicated to the problem of the reduction of poverty as one of the key social problems of the Croatian society. Some possible reasons for that include: lack of human resources, lack of interest of foreign donors for such programs, unfamiliarity with the national program for reduction of poverty and social exclusion, the specific nature of poverty in certain regions (for example, the difference in the form and needs of urban and rural poor) and so forth. A respondent concluded: “Nobody is sensibilized for the poor, the poor are left to themselves”. On the other hand, the CSOs have its position in the poverty eradication programmes, as for instance by their participation in organizing public works, assistance in homes programmes, housing providing etc. Based on all this, it is not surprising that the regional stakeholder survey respondents perceive the role of civil society in fighting poverty as insignificant (41.5%) or limited (29.8%). In the consultations, participants have cautioned that

frequently the CSOs engaged with the social issues are closed themselves\(^59\), and are not inclined to inviting respectable individuals to join their executive boards.

Experts noticed the civil actions dedicated to the reduction of poverty primarily though the activities of Caritas and church originations, the association of poor “Bokci” and the occasional organizing of humanitarian concerts.

After longer debate NAG member being aware of these fact agreed to score this indicator with 0.9.

Table III.3.6.2 - *Last year’s examples of public campaigns, actions and programs of civil society dedicated to the eradicating poverty*\(^60\)

<table>
<thead>
<tr>
<th></th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>There was none</td>
<td>73</td>
<td>27.5</td>
</tr>
<tr>
<td>One or two examples</td>
<td>46</td>
<td>17.4</td>
</tr>
<tr>
<td>A few examples</td>
<td>46</td>
<td>17.4</td>
</tr>
<tr>
<td>A lot of examples</td>
<td>14</td>
<td>5.3</td>
</tr>
<tr>
<td>DK</td>
<td>83</td>
<td>31.3</td>
</tr>
<tr>
<td>NA</td>
<td>3</td>
<td>1.1</td>
</tr>
<tr>
<td>Total</td>
<td>265</td>
<td>100.0</td>
</tr>
</tbody>
</table>

### III.3.7 - Environmental Sustainability

This sub-dimension examines to what extent the civil society exercises and promotes the protection of the environment in the Croatian society. Table III.3.7.1 shows the scores of this sub-dimension.

Table III.3.7.1 - *Indicator assessing environmental sustainability*

<table>
<thead>
<tr>
<th>3.7.1</th>
<th>CS actions to sustain the environment</th>
<th>1.9</th>
</tr>
</thead>
</table>

3.7.1 - *The actions of the civil society concerning the promotion of the environmental protection.* In the “Opinion on the application of Croatia for membership of the European Union” which the European Commission published in April 2004, it is stated that Croatia will have to invest significant and persistent efforts in order to adjust its legislation in the area of environmental protection with Acquis Communautaire of the Union, and in order to efficiently apply it in the mid-term perspective\(^61\). Unlike the area of the poverty reduction, in this area of great importance, the key role of CSOs was well recognized. Perhaps the best publicly known

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\(^59\) Closed here can be explained with their marginal positions.

\(^60\) The question was: Do you think of any examples of civil society public campaigns, actions or programmes dedicated to eradicating poverty?

example of efficient work of civil society in this field is the activism of ecological organizations in the oil pipeline project “Družba Adria”. They have demonstrated that the general public, which is very sensitive when it comes to actions and activities that may pollute the environment or endanger Croatian natural resources, can be sensitized to and mobilized on this issue. Therefore it does not surprise that in answer to this very question two thirds of persons interviewed in the survey of regional stakeholders stated a few or a lot of examples for such actions. Similarly, the role of the civil society in the protection of the environment is evaluated as moderate or significant. These organizations attract a wider group of more influential citizens to their membership. The expression of one’s own opinion concerning the environment protection, and contributing to such initiatives has become a status issue for younger middle class generations.

**Conclusion**

The research of CSOs 2001 showed that the representatives of the civil society present themselves as advocates and practitioners of values which wider public often does not recognize as characteristic of CSOs.

This research demonstrated the dedication of the civil society to positive social values, however indicated the need of further development of certain values. The discrepancy between the relatively higher scores for certain values, like tolerance in civil society arena 2.1 as being exercised within the civil society itself, and the considerably lower scores for civil society activities in wider social promotion of the same values, like activities of civil society in promotion of tolerance is 1.6, was in particularly manifested.

Sub-dimension transparency scored 1.6 is relatively critical in the whole dimension having in mind how the concept of transparency is important for the whole society.

Limited role of civil society in poverty eradication came as unexpected fact and should be very much relevant for the policy makers, while civil society in environmental issues are seen as very vibrant.
III.4 - IMPACT

This section describes and analyses the extent to which civil society is active and successful in fulfilling several essential functions in Croatia. Graph III.4.1 presents the scores for the five sub-dimensions within the Impact dimension.

Graph III.4.1  *Sub-dimensions Scores in Impact Dimension*

<table>
<thead>
<tr>
<th>Impact sub-dimensions</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Influencing public policy</td>
<td>1.7</td>
</tr>
<tr>
<td>Holding state &amp; private corporations accountable</td>
<td>0.9</td>
</tr>
<tr>
<td>Responding to social interests</td>
<td>1.6</td>
</tr>
<tr>
<td>Empower-ing citizens</td>
<td>1.6</td>
</tr>
<tr>
<td>Meeting societal needs</td>
<td>1.7</td>
</tr>
</tbody>
</table>

III.4.1 - Influencing Public Policy

This sub-dimension describes and assesses the extent to which the civil society is active and successful in influencing public policy. Table III.4.1.1 summarizes the respective indicator scores.

Table III.4.1.1 - *Indicators assessing influencing social policy*

<table>
<thead>
<tr>
<th>4.1.1</th>
<th>Social policy impact</th>
<th>2.0</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1.2</td>
<td>Human rights impact</td>
<td>2.0</td>
</tr>
<tr>
<td>4.1.3</td>
<td>Impact on the national budgeting process</td>
<td>1.0</td>
</tr>
</tbody>
</table>

We examined the issue of CSOs impact on public policy through several different studies: (1) regional stakeholder survey and consultations, (2) case studies on social policy, human rights policy and national budget issue and (3) expert interviews.

The, stakeholder survey examined CSO activities with respect to their influence on public policy, focusing the following three issues: women’s rights, children’s rights and workers’
rights\textsuperscript{62}. These issues were selected at NAG meeting having in mind current activities of CSOs which have been present in general public as real public campaigns.

Table III.4.2.1 - \textit{Assessment of CS activity in three different fields of human rights}

<table>
<thead>
<tr>
<th></th>
<th>Not active at all</th>
<th>Active to a limited extent</th>
<th>Quite active</th>
<th>Very active</th>
<th>DK</th>
<th>NA</th>
</tr>
</thead>
<tbody>
<tr>
<td>Women</td>
<td>6.8</td>
<td>44.2</td>
<td>28.3</td>
<td>13.2</td>
<td>5.7</td>
<td>1.9</td>
</tr>
<tr>
<td>Children</td>
<td>2.6</td>
<td>32.5</td>
<td>39.6</td>
<td>17.4</td>
<td>5.3</td>
<td>2.6</td>
</tr>
<tr>
<td>Worker</td>
<td>26.0</td>
<td>33.6</td>
<td>23.0</td>
<td>7.2</td>
<td>7.5</td>
<td>2.6</td>
</tr>
</tbody>
</table>

In the field of campaigning for women’s rights the CSO activities have dominantly been assessed as active to some extent (44.2%) or active (28.3%). In the case of children’s rights, CSOs have been dominantly assessed as active (39.6%) or active to some extent (32.5%). Regarding the workers’ rights issue, the CSOs have dominantly been assessed as active to some extent (33.6%) and non-active (26%).

We have proceeded to find out the extent to which the civil society is successful in influencing the policymaking process regarding those issues:

Table III.4.1.3 - \textit{Success of CSO in influencing decision making}\textsuperscript{63}

<table>
<thead>
<tr>
<th></th>
<th>not-successful</th>
<th>successful to some extent</th>
<th>Successful</th>
<th>Very successful</th>
<th>DK</th>
<th>NA</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>women’s rights</td>
<td>10,9</td>
<td>55,1</td>
<td>15,5</td>
<td>4,5</td>
<td>11,3</td>
<td>2,6</td>
<td>100,0</td>
</tr>
<tr>
<td>children’s rights</td>
<td>8,3</td>
<td>51,7</td>
<td>22,3</td>
<td>5,7</td>
<td>9,4</td>
<td>2,6</td>
<td>100,0</td>
</tr>
<tr>
<td>workers’ rights</td>
<td>40,4</td>
<td>40,0</td>
<td>3,0</td>
<td>0,8</td>
<td>13,2</td>
<td>2,6</td>
<td>100,0</td>
</tr>
</tbody>
</table>

The organizations active in the area of children’s rights and women’s rights have been perceived as more successful by the respondents. The influence in the field of workers’ rights, a rather new area of CSOs activities, is regarded as less pronounced with respect to the perceived activities or success within this area.\textsuperscript{64}

4.1.1 - \textit{Social policy impact}. Considering the top social concerns as recognized by general public, we have selected two cases in the area of social policy (see appendices). The first is concerned with the living standard and status of the elderly, sick and frail. This is a rapidly growing social issue, and since the state is not able to provide for new services, the public has to

\textsuperscript{62} With a view of actual events in civil society these three questions have been selected at the NAG.

\textsuperscript{63} The question was: To what extent was civil society successful in influencing public policy decision making on this issue?

\textsuperscript{64} Recently the associations of small shareholders are being established in order to protect the workers’ rights, that is to protect the common interest in failed privatization projects. Trade unions are mostly organised in state owned companies.
be sensitized for this issue and involve the civil society in programmes for elderly. The Bishop Josip Lang Foundation, in partnership with reputable representatives of the corporate sector, public television and other stakeholders, has managed to considerably exceed its campaign goals and has demonstrated that it is possible for CSOs to exert influence on various stakeholders in this social policy area. With this campaign it became very clear that status of the elderly, sick and frail has been recognised as a social policy issue. This campaign influenced general public, also created policy agenda of social care for this part of population.

Also, this case has shown the respectable potential of corporate sector and citizens as donors.

The second social policy case addresses the issue of unemployment and new experiences with the self-organizing of the unemployed. This is a completely new area of development which used to be the state monopoly, dominated by the national employment agency. The activities of the Zagreb Unemployed Society, as CSOs, indicate that this area is open for innovations, such as providing education courses, practical information about the social rights of unemployed, advocating new social rights of the unemployed, and ultimately influencing the employment policy at large. They do that organising workshops offering training in computer skills. They provide advices in office about the social right of unemployed people. Taking a part in different round tables and governmental bodies they advocate rights of unemployed and they are proposing the new initiatives in employment policy. The unemployed represented via the civil society association appear as a new stakeholder in the social policy area. The other stakeholders recognize and appreciate this initiative. Local authority, political parties, entrepreneurs, media are in different ways open for cooperation with this initiative.

With respect to new innovations and incentives in the social policy area the National Workshop indicated the lack of such organizations and initiatives. Particular interest is shown by the local authorities, which frequently can not find anybody to whom they could grant the funds allocated for such purposes. The need of special stimulating the development in this area by the local authorities was emphasized, in order to contribute, in partnership with civil organizations, to development of social entrepreneurship.

4.1.2 - Human rights impact. With respect to the status of human rights in Croatia the representatives of reputable organizations agree that rights to safe and decent standard of living are definitely appearing on the agenda. This primarily means the social rights issue. We consider the cases of family violence to be violation of basic human rights, which are to be countered by non-discriminatory laws and equal rights guarantees. The problem of family violence has triggered a comprehensive campaign in 2004 organised by coalition of CSOs. The selected case (appendix) indicates that CSOs involved in this campaign have tackled an important political
issue. As well, at local level they are being accepted as social partners who are assisting victims of family violence by providing services which are absent from the state programmes. That means that the public is sensibilized for this form of infringement of human rights, which is increasing and becoming more frequent. Under the influence of those activities, the National Strategy of Family Violence Protection from 2005 to 2007 has been adopted. At NAG meeting it was stated that it is a result of 15 years long program of women organisations activities. Thus, results achieved in civil society are long term.

This part of civil society impact NAG recognised as a promising one and scored it by 2.0.

4.1.3 - Impact on national budgeting process. The national budget process was selected as a relevant policy issue as it the most important financial policy decision by the Croatian government. The national budget process is still not sufficiently democratic (see appendix). As yet, there are no relevant experiences of CSOs involved in the overall budgeting process. An example of such attempts is carried out by the pensioners’ associations aligned with the Pensioners’ Party who are trying to influence the higher budget allocation for pensioners through the means of partisan politics. Some institutions like Institute of Public Finance, they are state organisation, deal more with budgetary process and provide some critical opinion about this issue. In one way they educate general public about the budgetary process and about possible influence of CSOs.

Recently, the voices of rural associations are being heard, who are advocating for higher investments in subventions of agricultural production. The trade unions and representatives of some vocational associations as well campaign to exert influence to the budget. There are no independent think-tank organizations which would systematically address this area, in particular the budget process.

If civil society in Croatia tries to deal with the national budget, they usually seek specific interventions in the budget, either through contacts at the ministries or via MPs during the legislative phase. Usually the strong players such as bank lobbies are more successful in this lobbying. It is hard to find and detect some crucial activities of civil society in budgetary process. That is the reason why it is hard to say which organizations are active and successful in influencing the national budget.

When speaking about the influence of CSOs on public policy in general and on particular policymaking processes, the experts have identified some progress. The civil society broke its silence in public. The representatives of civil society are being invited in working groups, appointed in various councils, they are invited to submit parallel reports and give their own amendments. Though, some experts consider such commitment and practice as being primarily
cosmetic. Government official got a stile of modern administrator inviting CSOs but not providing a real space to then how then can take a part in policy making process. If we compare these results with the findings of the CSI pilot phase report in 2001 we can conclude that some improvements are in place.

The discussions at the National Workshop indicated the issue and the need of influence to budgets of local government. The local government usually do not encounter the initiatives aiming to establish impact in budgetary appropriation. The impact would be important due to priorities in the local community.

**III.4.2 - Holding the State and Private Corporations Accountable**

This sub-dimension analyses the extent to which the civil society is active and successful in holding the state and private corporations accountable. Table III.4.2.1 summarizes the respective indicator scores.

<table>
<thead>
<tr>
<th>Table III.4.2.1 - <em>Indicators assessing holding state and private corporations accountable</em></th>
</tr>
</thead>
<tbody>
<tr>
<td>4.2.1</td>
</tr>
<tr>
<td>4.2.2</td>
</tr>
</tbody>
</table>

4.2.1 - *Holding the state accountable*. There are several areas in which CSOs hold the state accountable to some extent. These are mostly the issues of human rights and environment protection. Some organizations play the role of monitoring (*watchdog*) and alert the public on significant issues with varying success. They are mostly supported by foreign donors.

CSI 2001 indicated that the CSOs are not efficient in monitoring of Government’s policies and commitments. There were not recognised as a legitimate actor to do that, and their capacities have been weak.

In most cases the representatives of regional stakeholders have assessed that the CSOs are active to some extent (48.3%) or active (20.8%) in holding the state accountable. The regional stakeholder consultations have revealed that such activities are primarily perceived in terms of holding the central state accountable, rather than holding the local authorities accountable.

The perception about the level of success of the civil society in their efforts to hold the state accountable is not encouraging, most respondents assesses these efforts as either not successful (34.8%) or only somewhat successful (46.4%). However, the regional consultations have pointed that these were the first serious steps, and that this is the area where significant progress is to be expected. NAG and National Workshop agreed that it is going to be the future development of civil society.
The examples of the cooperation charters that were signed in the City of Rijeka and Osječko-baranjska County indicate the growth of cooperation and partnership potentials between civil society and the state at the local level. However, the experts warn that such projects are initiated due to offers by foreign donors, which means that such valuable ideas might be lacking in terms of their local entrenchment – an aspect that should be given more consideration. The experts also warn of the problem faced by many CSOs, which in this environment they can not apply for funding from certain public bodies and at the same time act as a watchdog, as they publicly criticise the same body.

Outcomes of the programme *Legislation and the Citizens* might provide important contributions to the idea of holding the state accountable. This programme was started 2001 in seven countries of Southeast Europe, with participation of representatives of non-government organizations and the Parliament and in Croatia is coordinated the Croatian Helsinki Committee for Human Rights. The programme has started some initiatives aimed at amendments of existent legal regulations, such as producing the draft of the Law on Political Parties, which has not been adopted (it was designed by the work group of the Croatian Legal Centre) as well as the draft of the Law on Accessibility of Information. A parliamentary working group, Croatian Consulting Committee, was established to this cause, particularly emphasizing the cooperation with participating non-governmental organizations.

The respondents and experts were unanimous in mentioning the GONG activities related to the elections and the Eko Kvarner association as successful cases of holding state accountable. These two case a well known as such to general public. GONG was a serious partner supervising elections and undertaking the new initiatives for legislation supporting democratic and faire elections. Eko Kvarner is accepted as organisation advancing environment protection having sensitivity for risk related to investment on islands and cost line.

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65 The question was: To what extent is civil society *successful* in holding the state accountable?
It was emphasized at the National Workshop that there is no ability of holding the state accountable for significant issues. Mentioned was the case of the new Government, which has, without consultations or taking into account the opinion of experts, or the practices in transition countries, dismantled the former Ministry of Labour and Social Welfare. There is no ability of holding the state accountable for obvious negligence in this area, which has resulted in erosion of previously established infrastructure of social state.

In this context the need was emphasized that the citizens and the CSOs should hold the politicians accountable for instituted political promises. Occasionally the CSOs are invited in committees, but the principle of selection is not obvious. Mostly are chosen the organizations inclining to self-censorship. Emphasized was the crucial importance of the reporters and the media in the efforts of holding the state accountable.

**Media Review data has to be inserted here at a later stage.**

Being aware of importance of development relate to this one indicator and existing practices NAG rated this indicator with 1.0.

**4.2.2 - Holding private corporations accountable.** According to responses of regional stakeholders, the civil society is mostly perceived as inactive (35.5%), or active to certain extent (35.1%) in holding the private corporations accountable. The perception of success of civil society in this area is more modest. Almost half of respondents (50.2%) consider the civil society actions in this field unsuccessful and only about quarter (24.9%) consider it successful to some extent.

Holding of Croatian corporate sector accountable mostly boils down to the issues of sustainable development, and activities of small number of consumers associations. A couple of associations from this area promote contemporary practices (Croatian Business Council for Sustainable Development, Agenda 2005 for Corporate Social Responsibility), aimed at the sustainable development, transparency of corporate sector business operations, as well as corporate social responsibility. Such associations and initiatives are rather few in number and appear in public arenas only occasionally. The consumers associations are increasingly gaining trust of the wider public, despite being few in numbers. However, there is obvious lack of initiatives for establishing new consumers associations, which would associate in coalitions, act as partners and demonstrate the civic strength.66

The experts have experience of initiating campaigns of accountability of corporate sector in media. So, when CSOs becoming strong media “bought” by corporate investments in advertising

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66 According to reports of the representatives of these associations, they have difficulties proving worthy of trust (and funding) of part of the foreign donators which are active in Croatia.
are not taking information of CSOs seriously. However, some progress has been recorded. The business sector has started to take account of the quality of products and services. They slowly accept the CSO watchdog function and work towards acquiring the reputation of good corporate citizen.

Yet, despite increased openness of the corporate sector, discussions at regional consultations showed that participants usually had no articulated idea on what the concept of holding the corporate sector accountable implies. CSO representatives therefore agreed that this issue is not yet on the agenda of civil society development in Croatia.

At the National Workshop the issue of impracticability of activities in this area has been emphasized, due to the fact that the expertise, laboratories and similar are mostly placed at universities or institutes, i.e. remain in the state’s hands. The laboratories and the auditors are bribed and an independent expertise can hardly be found.

**Media Review data needs to be inserted here at a later stage.**

### III.4.3 - Responding to Social Interests

This sub-dimension analyses to which extent the civil society actors are responsive to social interests. Table III.4.3.1 summarizes the respective indicator scores.

Table III.4.3.1 - *Indicators assessing responding to social interests*

<table>
<thead>
<tr>
<th>4.3.1</th>
<th>Responsiveness</th>
<th>1.9</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.3.2</td>
<td>Public trust in CSOs</td>
<td>1.2</td>
</tr>
</tbody>
</table>

4.3.1 - *Responsiveness*. CSOs have reacted to various social issues and assisted in meeting the social interests during and after the war and as humanitarian crises emerged. Examples of civil society’s responsiveness to social interests include: psychosocial support for the war victims which was mainly provided by a small number of civil associations. The CSOs and initiatives have been the first to meet the increasing needs of the elderly. They have put the issue of hospice as a needed project into agenda\(^{67}\). The position of vulnerable groups, such as disabled persons, was considerably improved through civil initiatives ran by group members themselves with some expert support. These associations have exerted pressure for inclusion of disability questions into the population census in order to finally get the total number and structure of disabled persons in the country. The interests of these groups have thus become recognizable and legitimate in

\(^{67}\) There is an organisation dealing with this issues and they have good regional and international cooperation with organisation promoting hospice as a part of policy.
The civil organizations have as well participated in lawmaking on the issue of patients’ rights, thus including this issue in agenda.

The experts have emphasized that in certain areas of development (e.g. new legislation) civil society has more competent experts and associates than Government does.

4.3.2 - Public trust in CSOs. Several previous surveys on the level of trust of citizens in nongovernmental organizations, have revealed that a substantial number of respondents have a negative opinion, less than 20% have a positive perception (B.a.B.e. 2002). According to Eurobarometar 73% of respondents trust to voluntary organisations. Again, when asked to rate voluntary associations in general, the level of trust demonstrated is considerably high 34%. Non-governmental organisations defined negatively in relation to the government of newly established state do not have a positive meaning to average citizens. Experts stress that, when in need of CSO assistance, most citizens readily change their views about such organizations.

Graph III.4.3.2 - Public trust in CSOs

The outcome of the 2004 Civil Society survey reveals large differences in level of trust towards different types of CSOs (see Graph III. 4.3.2). Respondents were asked about their trust in three prominent Croatian civil organizations: Caritas, Croatian Helsinki Committee for Human

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68 The Croatian Union of Disabled Persons has provided for appropriate accommodation in a Zagreb students dormitory, advocating the disabled students’ rights.

69 Negative associations are “shady deals with money”, “criminal acts of various types”, “suspicious partisan fractions” and “suspicious foreign agencies” (B.a.B.e. 2004).


71 Findings of 2004 research project carried out by the Croatian Caritas and The Centre for the Social Teaching of Catholic Church. The outcomes are obviously related to the wording of questions. It seems that the concept of non-governmental organization has negative connotation for the most of citizens.
Rights and HVIDRA. Caritas, as a church organization, enjoys highest level of trust. The other two organizations are fairly recognizable in public for their activities and attract similar level of trust, albeit something lower than the level of trust in non-governmental organizations in general.

It is indicatively that with respect to HHO and HVIDRA a number of respondents expressed no attitude. The citizens are in average not acquainted with the CSO-s, they are self-contained, do not publicly present the achievements of their activities and do not emphasize the public benefit of their activities. These problems were indicated at the National Workshop, as well as the fact that the CSOs have to make further efforts in gaining public trust.

When compared to other institutions, the results reveal that the citizens have more trust in CSOs than in media, Government, political parties and big companies (see Table III.4.3.2).

Experts emphasize that low level of citizens’ trust in CSOs, as well as low level of trust between the individual CSOs, stand as one of the key civil society development problems in Croatia.

Table III.4.3.2 - Public trust in Croatia - community sampling survey

<table>
<thead>
<tr>
<th></th>
<th>A great deal of trust (in %)</th>
<th>Quite a lot of trust (in %)</th>
<th>Not very much trust (in %)</th>
<th>No trust (in %)</th>
<th>DK (in %)</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Church</td>
<td>24.9</td>
<td>29.9</td>
<td>29.4</td>
<td>12.8</td>
<td>3.0</td>
</tr>
<tr>
<td>The armed forces</td>
<td>11.3</td>
<td>30.2</td>
<td>39.2</td>
<td>14.8</td>
<td>4.5</td>
</tr>
<tr>
<td>The press</td>
<td>0.8</td>
<td>11.6</td>
<td>62.8</td>
<td>22.4</td>
<td>2.5</td>
</tr>
<tr>
<td>Television</td>
<td>1.3</td>
<td>15.1</td>
<td>65.3</td>
<td>16.3</td>
<td>2.0</td>
</tr>
<tr>
<td>Labour unions</td>
<td>1.3</td>
<td>15.1</td>
<td>45.2</td>
<td>21.4</td>
<td>17.1</td>
</tr>
<tr>
<td>The Police</td>
<td>6.3</td>
<td>31.7</td>
<td>40.7</td>
<td>17.8</td>
<td>3.5</td>
</tr>
<tr>
<td>Government in Zagreb</td>
<td>1.5</td>
<td>11.3</td>
<td>41.7</td>
<td>41.0</td>
<td>4.5</td>
</tr>
<tr>
<td>President of the state</td>
<td>7.3</td>
<td>25.9</td>
<td>42.0</td>
<td>19.6</td>
<td>5.3</td>
</tr>
<tr>
<td>Political parties in general</td>
<td>1.5</td>
<td>4.5</td>
<td>39.2</td>
<td>50.3</td>
<td>4.5</td>
</tr>
<tr>
<td>Non-governmental organizations</td>
<td>5.0</td>
<td>31.2</td>
<td>36.9</td>
<td>10.3</td>
<td>16.6</td>
</tr>
<tr>
<td>Major companies</td>
<td>1.8</td>
<td>10.1</td>
<td>39.7</td>
<td>34.9</td>
<td>13.6</td>
</tr>
<tr>
<td>Caritas</td>
<td>17.6</td>
<td>47.5</td>
<td>17.6</td>
<td>6.5</td>
<td>10.8</td>
</tr>
<tr>
<td>Croatian Helsinki Committee</td>
<td>3.3</td>
<td>20.6</td>
<td>27.6</td>
<td>18.6</td>
<td>29.9</td>
</tr>
<tr>
<td>HVIDRA</td>
<td>5.0</td>
<td>18.6</td>
<td>33.7</td>
<td>17.3</td>
<td>25.4</td>
</tr>
</tbody>
</table>

Data from Media Review has to be incorporated here at a later stage.

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72 These organizations were selected according to the proposed methodology and upon discussion at the NAG.
III.4.4 - Empowering Citizens

This sub-dimension describes and assesses the extent to which civil society is active and successful in empowering citizens to shape decisions that affect their lives, especially traditionally marginalized groups. Table III.4.4.1 summarizes the respective indicator scores.

Table III.4.4.1 - Indicators assessing Empowering citizens

<table>
<thead>
<tr>
<th>4.4.1</th>
<th>Informing / educating citizens</th>
<th>1.4</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.4.2 Building capacity for collective action and resolving joint problems</td>
<td>1.5</td>
<td></td>
</tr>
<tr>
<td>4.4.3 Empowering marginalized people</td>
<td>1.9</td>
<td></td>
</tr>
<tr>
<td>4.4.4 Empowering women</td>
<td>1.8</td>
<td></td>
</tr>
<tr>
<td>4.4.5 Building social capital</td>
<td>1.3</td>
<td></td>
</tr>
<tr>
<td>4.4.6 Supporting / creating livelihoods</td>
<td>1.7</td>
<td></td>
</tr>
</tbody>
</table>

4.4.1 - Informing / educating citizens. Some of the CSOs active in issues of democratization, human rights, environmental protection, community development and like, have integrated informational and educational activities as core element of their mission. According to regional stakeholder survey, civil society is mainly perceived as somewhat active (53.6%) or active (19.2%) in this area. With respect to success, these actions were mainly seen as somewhat successful (52.8%), while only 15.8% of respondents see civil society as unsuccessful. On the other hand, the 2004 Civil Society survey reveals that only 29.1% of citizens are actually aware of organizations willing to assist the community, inform the citizens of their rights or improve their living conditions in their local community. 15.6% of respondents could remember that such organizations inform citizens about the issues of relevance to them. Only 7% of the respondents have themselves participated in such an activity. It seems that on the local level such CSOs activities are still in early phase of development.

Particular public campaigns in Croatia have informed and educated the public on certain important issues. The regional stakeholders have evaluated the success of actual actions carried out in Croatia in 2004. The activities related to the issue of violence against women are assessed as slightly more successful than the UNICEF action “Stop the Violence among Children”. The action “Free Sunday”- a civil initiative for Sunday as a day off was assessed as more unsuccessful in terms of its outcome, that is, a law which was not in favour of this initiative. These topics and related campaigns have drawn the attention of media, were present in the public, and various stakeholders have expressed their views about them. The public awareness about these issues has been established and this shall be useful for further initiatives of same kind.

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73 This is the view held by Joanne Coury, University of Buffalo, USA.
The CSOs started the initiative for passing of the law on availability of publicly owned information (Kregar, 2004). In early 2003 the declaration “The Public Has the Right to Know” was published. Several gatherings have been organized, with participation of the members of the Government and the Parliament. Due to strong public pressure, the Government adopted the proposed law in October 2003. This success was a result of the campaign involving a broad coalition of 28 associations who have acted together as pressure and advocating group, supported by a group of local and foreign experts who provided legal support and designed the draft of the law.

Some CSOs, for example in the environment protection field, have made significant steps in educating the wider population on the national development issues. The regional stakeholders mentioned the campaigns in the area of genetically modified food as an example of useful information and education reaching the public through CSOs. The activities of GONG were also mentioned with respect to education for active citizenship, particularly of the youth who are going to the polls for the first time. The free of charge legal assistance is well recognized as a part of the CSOs activities.

Education on various aspects of civil society activities and duties would be appropriate educational content for schoolchildren of all ages, but the CSO representatives have complained that the access to schools is rarely permitted. Many schools are closed for such initiatives. According to the consulted experts the initiatives for implementation of civil society education programme at the universities were as well unsuccessful.

In April and May 2005 SIC – The Students’ Information Centre in Zagreb has organized a “Right to Education” public awareness campaign with the main goal of promotion and protection of human right to high education in the Republic of Croatia.

The experts point out that most of the CSO actions would be way more efficient in serving the public with information and education if they had more realistic goals, better professional expertise, adequate funds, more employees and better cooperation with media.

The National Workshop suggested that there is a need of acquiring new knowledge and skills on preparing and pursuing public campaigns. It was emphasized that with respect to educating and informing the citizens the institute of public panels on concrete issues in local communities has been neglected. Apart of it, it was emphasized that the Right to Information Act has not yet been implemented in practice.

4.4.2 - Building capacity for collective action. The outcome of the 2004 Civil Society survey indicate that only 7.8% of respondents have perceived CSOs as active in building capacity within the local communities with respect to solving specific issues, while only 4.5% had actually
participated in such activities. Consequently, the role of CSOs as conveners who help in addressing local problems is very modest. The regional stakeholder survey paints a slightly more positive picture. As far as local community capacity building is concerned, CSOs are perceived as active to some extent (49.4%), or, less frequently, active 15.1% and inactive (14%). The success in local capacity building is mainly assessed as somewhat successful, 51.3% while 17.7% of respondents see it as unsuccessful.

In building of local capacities 8.3% of organizations is successful and 0.4% very successful.

The respondents indicated the issue of lack of youth programmes, nobody is willing to guide them in order to do something for public benefit, cleaner environment or similar.

However, civil society’s work at the local level is changing and, as regional stakeholder consultations have shown local development is increasingly being recognized as a focus of activities for some associations, which are building capacities of people for self-organizing, mobilizing resources and joint activities in order to address the problems in local communities. The interviewers mention the considerations of the respondents on the significance of good neighbourly assistance and solidarity for functioning of the neighbourhood. Within these projects, partnerships with local authorities have been established, and considerable level of trust was built at the local level. This area of development, although limited in volume, is becoming one of the most recognized areas of CSOs activities: building the local communities and civil society from the bottom up. Within these efforts, the idea about local community foundations was initiated. Such institutions could become the point of dialogue and a framework for mobilizing the resources of local development.

The discussions at the National Workshop indicated the respectable social capital and other forms of assistance the local communities can count on if they cooperate with the representatives of various elites, originating in these communities, living now in urban settlements. Mentioned were cases in which the local governments are not inclined to such cooperation, considering it as competition, challenging their untouchable status.

4.4.3 - Empowering marginalized people. 14.1% of respondents reported on the existence of CSO poor relief actions in the local community, while only 6.3% of respondents participated in such activities. This again speaks about the modest volume and scope of CSO-activities

Among these organizations, most prominent are ODRAZ, Centre for Civil Initiatives, MAP Counselling and Organization for Civil Initiatives - OGI. ODRAZ has published a manual for this purpose: L. Pavić-Rogošić, «Our Community our Accountability: Manual for Successful Organization of Local Community» Zagreb: ODRAZ, 2004. These organizations are faced with a serious task of efficient learning from foreign experiences as well as harmonizing of its practice with our tradition and environment. These programmes are as a rule financed by foreign donors. Significant part of their mission is related to efficient translation and publishing of manuals from this area.

However, there exists a recognizable range of organizations in social and health protection sectors, which are providing assistance to marginalized groups. Among the ranks of social organizations are those providing programmes for mentally handicapped persons and assisting in their social integration seem most outstanding. Among the health organizations, those empowering persons with rare diseases are receiving best recognition. Good cooperation with professional organizations increases of the quality of these organizations stand out in contrast to the others. The 2001 CSI research revealed that CSOs are not able to mobilize the marginal groups, but that they frequently implement projects on their behalf, which they consider to be useful for marginalized groups. This was the long standing problem with the Roma organizations.

Insight in the civil society practice indicates the increasing activities with respect to empowering of marginal groups. The self-organizing of marginal groups and providing services designed for the users can be considered as advantages of the CSO-s compared with the state institutions.

4.4.4 - Empowering women. According to the Civil Society survey, respondents remembered a CSO in their community which was assisting women in improving the quality of their life in 5% of cases, while the respondents themselves have participated in such activities in 2.3% of the cases. This indicates the large potential area for further initiatives.

The women’s organizations in Croatia are active in various areas: women’s rights, combating violence against women, improving the status of women in the labour market, promoting the role of women in politics and campaigning for their appropriate representation in parties’ election lists, in representative and executive government bodies, advocating the rights of women with specific diseases. As well, women are organized within some professional organizations, while some political parties have women’s clubs. The Women’s Network, which assembles 45 organizations, is lately engaged in struggle for women’s reproduction rights and sexual education in schools. (www.zenska-mreza.hr). The women’s studies programme is operating in Croatia for ten years as a CSO with the aim to empower women and influence positions of women in society. These organizations as well inform and educate the public, having developed respectable publishing activities. The representatives of women’s organizations have in early 2005 presented the Report on Status of Women’s Human Rights in the Republic of Croatia to the UN Committee on the Elimination of Discrimination against Women. The women’s organizations are recognized as a prominent stakeholder in Croatian society, yet their influence on the local level, according to survey results, seems to be limited.

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76 Example Inclusion Association
4.4.5 - **Building social capital.** CSOs are the major source of social capital in society. Comparing the level of trust for members of CSOs and non-members there are no differences among the two groups. Besides, the members and non-members do not differ with respect to tolerance towards other races, other religious affiliation or immigrants/foreign workers. The members of associations show more tolerance, not statistically significant, to homosexuals and those suffering from AIDS. Furthermore the members and non-members do not differ in their attitudes with respect to their requests for state subsidy to which they are not entitled, or avoiding paying for public transportation, or tax fraud if they have the opportunity for it.

Consequently, according to the mentioned outcomes the CSOs in Croatia are not the resources of social capital. The society with widespread mistrust does not avoid the CSOs. The mistrust shown towards them does not strengthen or make their members civil.

It could be said that a part of surveyed CSOs belong to the imported, virtual civil society, being mostly financed from foreign donations. They are engaged in civil society within their projects, but actually do not exercise civility. A part of consulted experts in our civil society has recognized the issue of “projectitis” – the civil initiatives and activities are being exercised if an acknowledged project is available, what implies the financing of the activity. The issue of the culture of reactive activities in Croatian civil society is associated with it.

A respondent reflected: “People are mostly not interested and not sensitive to developments or issues in their local community, everybody considers someone else accountable for solving of their problems”.

4.4.6 - **Supporting livelihoods.** The CSOs employ citizens on their various activities and thus contribute to employment and social development. These organizations have rarely attracted attention of institutions which are formally addressing the employment issues. CSOs were partially recognized by the Croatian Employment Office “public works” programme which is now defunct. Such efforts have never perceived as an important part of social development which would as well contribute to employment of some groups. Recently, an increasing number of young people with academic degree are being employed through the state employment incentives programmes, some of them working in the CSOs.

The CSOs have not been recognized within the local communities for their activities of providing assistance to community members in their business start-ups. Only 1.5% of respondents of the Civil Society Survey have heard of such activities while 1% of the respondents have participated in them. In RCS we got very limited number of examples, like, designing of material for advertising in tourism activities, issuing publications and delivering services to elderly. One of key informant mentions the possible role of CSO in development of rural tourism.
programmes. Consequently, we can ascertain that this is a marginal area of CSO work. At NAG meeting opinion that civil society is not perceived as a place for employment has been accepted. Public expect that all such activities are carried out on voluntary basis. In that relation initiation of debate on social entrepreneurship has been recognised as a priority.

Some key informants thinks that for such purpose appropriate form should be cooperatives.

The discussions at the National Workshop indicated the possibility of employment in this area by combining the resources allocated for employment of young highly educated experts and funds received from donations. The employment of young experts through such programmes would contribute to development of a number of associations.

III.4.5 - Meeting Societal Needs

This sub-dimension examines the extent to which the Croatian civil society is active and successful in meeting societal needs, especially needs of poor people and other marginalized groups. Table III.4.5.1 summarizes the respective indicator scores.

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lobbying for state service provisions</td>
<td>1.5</td>
</tr>
<tr>
<td>Meeting societal needs directly</td>
<td>1.6</td>
</tr>
<tr>
<td>Meeting needs of marginalized groups</td>
<td>2.0</td>
</tr>
</tbody>
</table>

4.5.1 - Lobbying for state service provisions. Social services in Croatia are mostly provided by state institutions and mostly being financed by state funds. The recent decentralization trends were guided by the idea of transferring a part of financing and management authority to regional and local level. Nowadays a part of the institutionalization costs in social institutions is paid by the beneficiaries themselves. The business sector provides services at commercial basis to a narrow range of well-off beneficiaries.

In early 2005 the Amendments of the Social Welfare Act were put forward to Parliament. The associations are lobbying to be granted the right to provide counselling services. Consequently, 21.9% of regional stakeholder survey respondents can remember cases of civil society lobbying the Government for provision of public services to citizens. The respondents mentioned the following examples: improvement of health related services, education on human rights in the schools, establishing the alimony fund, home support and care, better services in child care centres, improvement of home providers’ status, improvement of addict therapeutic communities.

77 The initiative was launched by the Society for Psychological Support.
etc. The civil society success in lobbying was mostly (50.8%) perceived as somewhat successful, and in 22.2% of cases it was seen as not successful, and 19.0 as successful.

The consulted experts agree that Croatian CSOs have little experience and capacity with respect to advocating their interests. From other side, expression and acceptance of new initiatives are related to personal contact and good will (Lugarić, 2004). NAG was informed about same new positive development on that issue at the local level. After longer debate NAG scored this indicator as moderate 1.5.

4.5.2 - Meeting societal needs directly. As mentioned earlier, the state organizations have a monopolistic position in providing most of public services: societal services, health related and educational. The quality of services and efficiency of these programmes has not yet been a matter of serious evaluation and discussions. They are being perceived as bureaucratic, inefficient and not innovative. Due to the dominant role of the state, almost 41.9% of regional stakeholders assessed civil society’s role in providing services as limited (see Table III.4.5.2).

CSOs, including the self-help initiatives, regularly provide services to groups which were not involved in the network of state social welfare programmes. According to the Civil Society Survey, as many as 65.3% of respondents affirm that they are acquainted with the services provided to the population by CSOs, which somewhat contradicts the assessment of stakeholders and the dominant role of the state. Respondents named the following services most frequently: addict therapeutic communities, women’s shelters, home care and support, legal counselling to those in need, support to disabled persons, support to children with development disorders, support to minority groups, especially Roma, free provision of medical services (like blood pressure and sugar level measurement). Such programmes most frequently address two specific groups: the poor (19.2%) and women (8.3%). In assessment of CSO efficiency in service provision, the outcomes are more than optimistic, the dominant views being that they are successful to some extent (38.5%) and successful (22.3%)\(^7\). Similar findings were reached in 2001 (Bežovan, 2004), and it is rather likely that due to their profile, the respondents are not being critical enough. We must stress again that, according to experts, the absorption power of social civil organizations to accept new challenging role providing social services is rather questionable.

Recently, non-profit institutions are being established as well, contracting with the state the provision of services. The dominant area of social services development is the accommodation and provision of services to the elderly. The pensioners’ associations are lobbying for enhancements in service provision, in particularly for in-home support and assistance. The

\(^7\) With these two variables approximately more than 30% of respondents have provided no answer.
recently established associations, being a dominant type of CSOs in Croatia, provide a limited range of services in this field, that is, they expect services to be provided by the state. The ongoing CARDS programme, programme of European Union, Providing Services through Non-profit Organizations is aimed at enhancing service provisions in social welfare, health system and non-formal education.

With respect to the perceived role of CSO- in meeting the societal needs, the outcomes are illustrative of the development problems of this sector. In order to efficiently realize their mission in this area, CSOs as well engage in research of societal issues at local level and campaign for their actualization in public. Previous research indicated that Croatia has no public awareness about the societal issues at local level. (www.ceraneo.hr). Civil society services are known at the local level mostly through church, Caritas, Red Cross and similar organisations.

Table III.4.5.2 - Role of Civil Society in meeting societal needs directly

<table>
<thead>
<tr>
<th>Role</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Insignificant</td>
<td>30</td>
<td>11.3</td>
</tr>
<tr>
<td>Limited</td>
<td>111</td>
<td>41.9</td>
</tr>
<tr>
<td>Moderate</td>
<td>50</td>
<td>18.9</td>
</tr>
<tr>
<td>Significant</td>
<td>44</td>
<td>16.6</td>
</tr>
<tr>
<td>DK</td>
<td>20</td>
<td>7.5</td>
</tr>
<tr>
<td>NA</td>
<td>9</td>
<td>3.4</td>
</tr>
<tr>
<td>Total</td>
<td>265</td>
<td>100</td>
</tr>
</tbody>
</table>

4.5.3 Meeting the needs of marginalized groups. Meeting the needs of marginalized groups is an important area of CSO activities, since they often require a prompt intervention. Many organizations have established their legitimacy in providing support for the poor, frail, addicts, socially excluded, Roma etc. Young professionals with needed experience very often create organisations to support marginalised groups.

Within the CSO milieu, the opinion prevails that they are able to provide services in more efficient way than the state organizations do. They consider that higher level and quality of services at lower price can be provided by CSOs. This assessment is supported by the views of ordinary citizens. In the 2004 Civil Society survey, the associations (non-profit organizations) were perceived by 56.8% of respondents as those providing better services to marginalized people, such as the poor, than the state agencies. As indicative is the answer to question “When contacting for assistance both the association (non-profit organizations) and the state agency in the last 12 months, which was more helpful, that is which has assisted better?” where the non-

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79 In this example we are pointing at the case of research published in Split and publication “Network of Mutual Support” » Split: Mi Association, 2004.
profit organizations turned out to be somewhat better (56.0%).\(^{81}\) Only 50 respondents were looking for such support. The state welfare institutions (social welfare centres, city offices for social activities) officials often recommend the poor who are not satisfying the official aid criteria to approach CSOs for assistance. The assistance within the state organizations is exercised in line with the inflexible, stipulated bureaucratic procedures.

**Conclusion**

The previous 2001 CSI research indicated that CSOs had rather low impact, and that it was not easy to present the outcomes of their activities to the wider public – and therefore contribute to legitimacy of their mission in the society. Weak structure and not incentive environment limit influence of civil society.

The civil society, although still nascent, is gathering its momentum and is starting to accomplish recognizable results in the process of preparing and passing the decisions on public policies. Sub-dimension of Impact on public policy with score of 1.7 well describes level of development.

The foundations for programmes that would hold the state accountable have partially been laid. With respect to the corporate sector, it is mostly considered as a field of future development. Score of 0.9 for this sub-dimension is very illustrative.

The trust in CSO and among them is one of the key obstacles in future development, although CSOs do enjoy higher level of public trust than most other institutions. The CSOs have been recognized in their efforts of informing and educating citizens, yet with respect to the engagement in empowering local communities they are at still at the beginning. Sub-dimension of empowering citizens scored by 1.6 explains how it is still very moderate. The Croatian society is overwhelmed by mistrust and in this context the fact, that the CSOs do not generate social capital, should be considered.

The role of CSO in meeting the societal needs is most recognized in cases of marginal groups what is as indicator scored by 2.0. Croatian society becoming more fragmented with more social group excluded and marginalised. NAG members share opinion that this part is space for CSOs development in future.

One should agree with the respondents’ considerations that «…the civil society has not achieved the point at which it can significantly influence the significant social issues. ».

\(^{80}\) The question was: How would you describe civil society’s role in direct meeting societal needs?

\(^{81}\) Only 50 respondents had such experience with respect to this question.
IV - CONCLUSIONS

The conclusions draw together the main findings of research as recognized in civil society diamond for Croatia.

Graph IV.1.1 Civil society diamond in Croatia

The diagram visualising the state of Croatian civil society in form of a diamond is being rather well balanced and of moderately large size. The structure and impact dimensions are slightly less developed with a higher number of weakness indicators.

The active membership in CSO-s is still a development issue, as recognized in insufficient civil engagement of citizens and considerably sparse actions in local communities. The civil organizations do not succeed in attracting the reputable citizens as their members or in their boards, in order to become more recognizable and influential. The civil society is still a phenomenon concentrated in larger cities. Low level of trust between the CSO-s results in considerably poor networking and insufficient cooperation, what reduces their development potentials. The Croatian CSO-s are very poorly networked at international level, what is lately being recognized as a new significant area of their activities. The financing issue remains the main problem within the structure dimension, as well as an obstacle to sustainable civil society.
development. The development of civil society shall considerably depend on investment in human resources, what can contribute to competence of CSO-s as partners.

The amounts donated by citizens for humanitarian purposes are gradually increasing. Simultaneously, the increase in transparency of particular projects has earned the trust of various stakeholders, what results in respectable scale of the action. Though, the volunteering is developing considerably slower.

The socio-economic framework – i.e. the economic crisis – is still having a negative impact to civil society development. The tax framework for civil society development is very vulnerable to the arbitrary changes at instances of government change. Stimulating tax incentives do not correspond with the role of CSO-s. It was established primarily as a result of foreign pressure. The subsidies granted by the various levels of state to civil society are rather respectable and should become a constitutive part of systematic cooperation policy between the state and CSO-s, from local to the national level. The corporate sector is gradually showing an increase in interest for cooperation with civil society actors. These changes have been recognized primarily at local levels among small and medium entrepreneurs.

The value dimension indicates that CSO-s exercise and advocate civil values, but are frequently not recognized as such by the public. This is a specific area in which the public trust has to be earned. The civil society has to make a special effort in promoting tolerance towards some groups, and in general, towards non-violence. The corruption issue in some CSO-s reflects a negative picture of the sector, therefore the requests for increased financial transparency appear to be justified. The civil society still acts reactive to problems, and to lesser extent proactive. The CSO-s are in particular profiled in the area of environmental protection, whereas their activities are rather restricted in programmes of combating poverty.

Evident is the tendency of closing down a part of networks and groups of CSO-s towards other CSO sectors and political parties with different political alignment. A part of organizations suffers from the founder syndrome, when founders have an unlimited mandate over the CSO, therefore provoking internal struggles and hindering the organizational development. It is not uncommon for CSO-s to live of rent seeking, gathering privileges from donors on the basis of past successes, and therefore hindering competition with other organizations within the sector.

The impact of CSO-s is evident in some case studies related to the priority areas in social policy and human rights protection. In these areas the civil society appears as a vanguard in establishing of the new institutional infrastructure, one which can meet the rising social needs. The civil society is far from becoming a relevant watchdog factor, one holding the government
and corporate sector accountable. The widespread mistrust present in society does not avoid the CSOs. Their members do not exercise or advocate higher civil norms and values than the citizens who are not CSO-s members. Consequently, the CSOs do not appear as specific “generators” of social capital. This fact deserves additional discussion and analyses. However, the civil society has become more effective in meeting the needs of marginalized groups.

The civil society has, in spite of the frequently non-responsive media, considerably contributed to informing and educating of citizens and the public as a whole.

The media reviewed at the moment does not contribute to civil society development or promotion of the norms and values attributed to civil society. The civil society can hardly find an ally for a positive social change within this sector.

What areas of civil society are the most recognizable?

1 - The circle of organizations in social welfare sector firmly associated within umbrella organizations originating in the period of socialism, with a stable state financing, but mostly lacking new initiatives or enterprising employees.

2 - A lesser number of social, charity and ecological organizations, frequently organized on the principle of self-help that promote innovations, mobilize membership and local resources and attract reputable persons from public life.

3 - A minor number of organizations, being a part of international organization network, financed mostly from abroad, without wider support of local stakeholders, and frequently attracting wider media attention.

4 - Local organizations established after 1990 with substantial foreign support and well educated and skilled employees, functioning on principles of social entrepreneurship, developing innovative programmes, with missions and visions recognizable by the potential partners.

5 - The professional associations, with rather oscillating activities, are becoming important for education, self-organization and are being recognized as partners. The also appear as the mobilization framework for the necessary support of new initiatives.

6 - Organizations in local communities, oriented toward the needs of citizens and practical issues, governed on voluntary basis gain increasingly importance. The networking of local stakeholders, as well as mobilizing of additional resources is an important part of these organizations’ missions.

Finally, does the civil society offer a framework for positive social change? The research outcomes indicate to younger, more educated generations that are exercising the civil engagement to a greater extent. The interest of local entrepreneurs and local government has been aroused for
cooperation with civil society initiatives. The civil society is currently in the process of building the relations of trust and partnership with other stakeholders. Higher interest of local media has been shown in this respect as well. The considerable space for dialogue is being created at local levels, where new networks are being established, which could be the pillars of positive social changes.

V - STRENGTHS AND WEAKNESSES OF CROATIAN CIVIL SOCIETY AND FUTURE RECOMMENDATIONS

V.1 - STRENGTHS AND WEAKNESSES OF CROATIAN CIVIL SOCIETY

This section summarizes the outcomes of the National Workshop, held at the end of the project. Some 50 participants from CSO-s, state organizations, public institutions, private sector, media and researchers participated in the workshop. Apart of presentation of the project outcomes the participants were invited to discussion, giving proposals and comments. The participants have analyzed the respective civil society dimensions in four smaller workgroups.

The discussion at the National Workshop, regional consultations and the NAG indicated the capacity of civil society representatives to analyse and estimate the development issues the civil society is facing. They were able to integrate their experience and considerations in order to estimate from within the development of particular civil society aspects. In discussions they were critical and open for dialogue with other participants, recognizing in general more of weaknesses than of the strengths present within the civil society. In examining the strengths, the participants insisted on recognizing the positive trends in particular development areas, although the current scores indicated considerably low values.

**Strengths**

The discussions at the National Workshop indicated the following recognized civil society strengths:

- Charitable giving. Due to new giving technologies, first of all the telephone giving, as well as the credibility of giving actions, an increasing number of citizens and other stakeholders have gained trust and participates in these actions.
- Human resources. They can be partially recognized as civil society strengths. Some CSO-s in certain development areas have potential availability of better human resources capacities than the Government.
- Government support to CSO-s. This indicator is partially recognized as civil society strength. The financing of various associations’ programmes exists at all levels, from municipality to the Government, and for these purposes substantial resources are being
allocated, the volume of which resources depends on the level of demand by the CSO-s. This is becoming a new framework of partnership relation development.

- Social responsibility of corporate sector. In spite of low respective scores this is the area of new initiatives and recognizable actions, providing substantial impetus to civil society bottom up development.

- Civil society actions in environmental protection promotion. The CSO-s have a history of environmental protection, originating in 1980-s, they have increased their readiness to address important issues, to inform and educate the public and to establish cooperation with other significant stakeholders.

- Empowering marginal groups. The CSO-s have successfully fought for citizen rights of some marginalized groups and launched a number of innovative programmes in this field.

- Meeting the needs of marginalized groups. The CSOs appear to be more enterprising and alert in meeting the needs of marginalized groups than the state organizations. The results achieved in this area provide for a legitimate position of CSO-s to participate in the process of preparing, passing and elaborating of significant social programmes.

**Weaknesses**

However, the weaknesses in CSO-s are numerous. Considering the research outcomes, regional consultations, the NAG meetings and the National Workshop, the principle was adopted that the weaknesses are to be emphasized, with a view to sector’s priorities, as well as the sector’s development level.

- Lack of resources. The CSOs are facing a permanent financial crisis which challenges the sustainability of sector’s development. The lack of resources is to a great extent related to the lack of state strategy for sustainable financing of organizations. The inadequate evaluation of previous experiences does not contribute to learning from experience of others.

- Trust. The Croatian society is swept over by deep mistrust. This undermines the CSO-s, which are faced with insufficient trust of citizens as well as the representatives of state and the corporate sector. In the circumstances when one can not distinguish between the citizens – CSO members and non-members with respects to the norms and values being advocated, the problem appears that the CSO-s do not generate social capital.

- Non-presentation by the media. The media do not follow up the CSO-s activities, they are interested in scandals these organizations are involved in, so they portray the civil society
is an arena of conflict, and not cooperation, tolerance or integration. The CSOs have poor publicity of outcomes of their activities and poor presentation through the media.

- Reactive approach. Most of CSO-s act reactive to the issues, and carry out a very limited number of preventive activities. The organizations engage in civil society issues only within the limits of projects with previously planned and financially covered activities. The CSOs have difficulties with articulation of their requests. This is as well associated with the underdeveloped culture of civil engagement.

- Lack of professionalism. The CSOs are being perceived by the representatives of the state (in particular of public services) and media as professionally incapable, carrying out their activities in sub-standard and inefficient way. Due to professional incompetence, a number of valuable ideas are facing the risk of being discredited in the public. This is associated with the issue of fundraising, organization management and inability to communicate with the public.

- Regional representation. The CSOs are still a phenomenon of urban settlements, while in some rural areas their activities can hardly be recognized.

- Networking. The CSOs are reluctant to associate and join an alliance with other organizations in view of strengthening their position. The benefits of joint approach and articulating of sector’s needs at this level are not being recognized.

- Dialogue between the state and CSO-s. The dialogue between the state and civil society organizations is rather restricted and occasional rather than frequent or systematic. The state frequently avoids the dialogue with the civil society.

- The CSO-s carrying our researches and generating new knowledge on relevant areas of country’s development (think tanks) are underdeveloped in Croatia.

- Corruption in CSO-s. The level of perceived corruption is deemed to be rather high due to the difficulties within a part of organizations which have bad image in public. This is associated with the requests for higher financial transparency.

- Dependency on partisan politics. A part of CSO-s is considerably influenced by political parties, what challenges the civility of certain organizations, as well as credibility of their actions in public.

- The role of CSO-s in poverty reduction. Apart of the church organizations, there is very few CSO-s active in this area.

- Impact to public policies. In general, the CSO-s still have just a modest impact to public policies. They are still facing significant problems in participating in the process of
preparing, passing and implementing certain decisions or policies. Additional lobbying and advocating knowledge and skills are needed in this sector.

- Holding the state accountable. This area of activities is only gradually appearing as a mission of a small number of CSO-s. Control of someone who is financing your activities is always a problematic issue.

- Empowering of citizens. The CSO-s have just made their first steps in informing and educating citizens, thus building capacities at local levels. The entrenchment of CSO-s in local communities appears as a new development trend in some organizations. Yet, at local level (as well as higher levels), the issue of credible civil initiative convenor is recognized.

V.2 - RECOMMENDATIONS FOR CIVIL SOCIETY DEVELOPMENT

Considering the presented weaknesses, the recommendations are grouped upon certain development areas. The first part refers to the civil society organizations, the second to relations with the state, and the third to other relevant stakeholders.

- It is necessary to increase the trust in CSO-s by preparing and adopting the Code of Ethics and involving reputable citizens in boards of CSOs in communities in which the CSO-s are active. The trust in CSO-s can be increased by openness and transparent activities, active advocating and lobbying, as well as articulate presentation of their achievements to the media.

- It is necessary to enhance networking and exchange of information between the CSO-s in general as well as in individual sectors. The databases are to be updated, the CSO directory published, the e-mail communication improved, as well as new active civil society support centres established. The bottom up constitution of umbrella organizations is required.

- Upgrade the professionalism and professional competencies of CSO-s. Establish the practice of employing young educated persons in CSO-s with state employment subventions scheme. This programme should be linked to the level of funding from state resources: each organization granted a considerable amount of donation (for instance, Kuna 125,000) should be eligible to employ one competent person with state subsidies. This could be one of the significant long-term investments in civil society development.

- For civil society development the transfer of good practice and experience of more developed organizations to the undeveloped parts of the country is of crucial importance.
The civil organizations can mobilize the available resources and thus contribute to overall development of these areas. In tenders invited for funds allocation, such activities of CSO-s should be given preferential evaluation.

- Work out of Strategy for development of civil society in Croatia could contribute to gaining trust and legitimacy of CSO-s as relevant stakeholders in developmental processes of the country.

The second part of recommendations refers to cooperation and development of partnership relations with the state as key stakeholder in civil society development.

- In view of overcoming the permanent financial crisis in civil society that threatens its sustainable development, the state should, in cooperation with the CSO-s, establish the transparent financing system of CSO-s at all levels. It is necessary to increase the resources allocated for these purposes, providing timely invitations for tenders and adapting the tender requirements to the level of organizations’ development. The possibility of signing several-year financing agreements shall contribute to sustainable development of the civil society. In cases of foreign donations to CSO-s, the state should grant same benefits to all the CSO-s with respect to exemption from VAT.

- The state should at all levels establish the communication mechanisms with the CSO-s with respect to preparing, passing and implementation of various decisions and programmes. This implies the application of good governance standards through the process of counselling and coordination. The recognition of CSO role in particular development areas is also an issue of key importance, particularly in: environmental protection, social welfare, democratisation, health care, education, etc. The civil society development contributes positively to social integration.

- The policy of donating state funds to CSO-s should constitute separate tenders for innovative projects. As well, the donation policy should provide for subsidies to projects which are promoting giving for public benefit and mobilizing local resources. When considering the development of such policy, state should actively support the establishing of local communities foundations, as a part of concept of entrenched civil society which contributes to positive social changes at local level. Bottom up supporting of civil society development is likely to bear results.
• The state should be more open and inclined to signing agreements and establishing partnership with CSO-s, in such way providing various services in the areas where the CSO-s are more effective and efficient.
• The state should be open for introduction of new educational programmes, which would facilitate the transfer of active citizenship knowledge and skills to younger generations, as the basic civil value of modern nations.

The recommendations on the role of key civil society stakeholders refer to the corporate sector, media and foreign organizations.

• The social responsibility of corporate sector is increasing and the corporate sector representatives increasingly recognize the significance of CSO-s. Major players in corporate sector would earn additional reputation on the market by establishing foundations. Strengthening of stability of the society, being a prerequisite for successful economic activities, should be a focus of joint contributions of groups of corporate sector representatives or particular corporation clusters. The corporate sector is in a good position to act as convenor of intersectoral cooperation.

• By increasing attention to in activities and achievements of CSO-s, the media can contribute to informing and educating the public, as well as creating public opinion on key issues of country’s development. The media can considerably contribute to development of the civic culture, as well as contribute to positive social change in cooperation with the CSO-s.

• Foreign organizations still play an important role in civil society development. They should be committed to dialogue in preparation and implementation of their programmes. This field is gaining in importance in the light of EU accession process.
ANNEX 1 - OVERVIEW OF CSI RESEARCH METHODS

For the project Civil Society Index – CSI in Croatia the following research methods of data collection and civil society development assessment have been implemented: regional stakeholder survey, regional stakeholder workshops, population survey, media review, review of previous researches, case studies and structured interviews with experts.

Regional stakeholder survey

The regional stakeholder survey was carried out in the period from July 2004 to February 2005. The selection of regional stakeholders sample was made in cooperation with the Project Council members from certain regions. In selection of stakeholders attention was paid to well-balanced representation of various CSO-s types, according to their area of activity. To this cause we have used the register of associations at the Association Office of the Government of the Republic of Croatia, as well as contacts with AED, RECC (Regional Environmental Centre Croatia), and Human Rights Centre. Apart from this segment, attention was given to representation of other stakeholders at all levels: representatives of state, public sector, Social Welfare Centre, county, city and local government bodies, actors from the corporate sector, media, research organizations, as well as foreign organizations. We have implemented the method of mail survey. The initial contact with the majority of stakeholders was realized by phone or e-mail in order to announce the sending of the questionnaire. Since the responses were arriving with delay, additional phone calls were made in order to remind respondents to deliver the completed surveys. A part of stakeholders mentioned the complexity and length of survey as the reason for their delayed responses. Altogether, 265 surveys out of 600 were received, what makes an acceptable rate of responses for a mail survey (44.2%). It should be mentioned that a number of reputable persons included in the sample (civil society activists, as well as the state representatives, members of bodies significant for civil society development) have never sent in their responses.

Table A.3.1 - Type of stakeholder organizations participating in regional stakeholder survey

<table>
<thead>
<tr>
<th>Type of stakeholder organization</th>
<th>Sample share</th>
</tr>
</thead>
<tbody>
<tr>
<td>CSOs</td>
<td>32.8</td>
</tr>
<tr>
<td>State officials and public sector</td>
<td>17.4</td>
</tr>
<tr>
<td>Corporate / business sector</td>
<td>3.0</td>
</tr>
<tr>
<td>Researchers</td>
<td>2.3</td>
</tr>
<tr>
<td>Partly involved in CS subject</td>
<td>13.6</td>
</tr>
<tr>
<td>Other</td>
<td>31.5</td>
</tr>
</tbody>
</table>
From the total number of surveyed persons, 87 respondents were employed in CSO-s, a significant part were working in government and public sector (see table A.3.1) or engaged in CSO-s as a side activity (employed in media, volunteering etc.). As anticipated, only a few stakeholders were engaged in civil society research. However the response of stakeholders from corporate sector was extremely low, accounting only for 3% of the sample. It should be noted that all the results referring to the regional stakeholder survey do not represent only the attitudes of CSO-s but of the overall stakeholder sample.

Regarding the level of activity (Table A.3.2), the requirements of the research were met, that is, the research involved a well balanced representation of stakeholders pursuing a dominantly local mission, dominantly national mission and to a lesser extent those having the mission of regional character.

Table A.3.2 - Area of organizations’ activities

<table>
<thead>
<tr>
<th>Area of organizations’ activities</th>
<th>Sample Share</th>
</tr>
</thead>
<tbody>
<tr>
<td>National level</td>
<td>36.3</td>
</tr>
<tr>
<td>Regional level</td>
<td>21.2</td>
</tr>
<tr>
<td>Local level</td>
<td>37.3</td>
</tr>
</tbody>
</table>

Let’s consider for a moment only the civil society organizations (Table A.3.3). Regarding the types of CSO-s to which the respondents belong, the most represented in sample are organizations from the broader field of social policy, that is, those providing health care and/or social services and charity activities. The organizations active in advocating and human rights, as well as the professional associations and trade unions are as well considerably well represented. Below is the detailed overview of organizations involved in the sample:

Table A.3.3 - Area of civil society organizations’ activities

<table>
<thead>
<tr>
<th>Area of civil society organizations’ activities</th>
<th>Sample Share</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cooperative</td>
<td>0.4</td>
</tr>
<tr>
<td>Sport and recreational association</td>
<td>6.8</td>
</tr>
<tr>
<td>Traders or Business Association</td>
<td>1.5</td>
</tr>
<tr>
<td>Youth group (student association)</td>
<td>4.9</td>
</tr>
<tr>
<td>Professional Association (doctors, teachers, etc.)</td>
<td>11.0</td>
</tr>
<tr>
<td>Women’s group or association</td>
<td>7.8</td>
</tr>
<tr>
<td>Trade Union or Labour Union</td>
<td>4.2</td>
</tr>
<tr>
<td>NGO / civic group / human rights organisation (Red Cross, Amnesty Int.)</td>
<td>14.4</td>
</tr>
<tr>
<td>Neighbourhood / Village Committee</td>
<td>3.0</td>
</tr>
<tr>
<td>Ethnic-based community group</td>
<td>0.4</td>
</tr>
<tr>
<td>Religious or Spiritual Group</td>
<td>3.0</td>
</tr>
<tr>
<td>Environmental or conservational organisation</td>
<td>4.7</td>
</tr>
<tr>
<td>Political Group, movement or party</td>
<td>0.8</td>
</tr>
<tr>
<td>Hobby Organisation (e.g. stamp collecting club)</td>
<td>0.6</td>
</tr>
<tr>
<td>Cultural Group or Association (arts, music, theatre, film)</td>
<td>5.3</td>
</tr>
<tr>
<td>War veterans association</td>
<td>1.1</td>
</tr>
<tr>
<td>Education Group (e.g. parent-teacher association, school committee)</td>
<td>8.3</td>
</tr>
<tr>
<td>Other groups</td>
<td>0.4</td>
</tr>
</tbody>
</table>
Regarding the profile of the respondents (Table A.3.4), the number of female respondents is slightly higher than the number of male respondents. The female population prevails in CSO-s and the women are as well engaged in a number of workplaces responsible for cooperation with CSO-s in civil and public services. Speaking of educational profile, persons with achieved tertiary education are prevailing in the sample, whereas the persons with secondary school qualifications or lower education are dramatically underrepresented. Consequently, the representatives of relevant civil society stakeholders typically belong to well educated, higher social strata. The fact that the respondents mostly declare themselves as belonging to the middle class (62.2%) speaks in favour of this hypothesis. The age structure of the sample is dispersed in accordance with the population structure in general, and only under-represented group, as expected, is that of persons over the age of 60. At this phase of the lifecycle, the most of population leaves the world of work world - and stakeholdership as well. Almost three quarters of respondents resides and works in big or middle sized cities, whereas the number of stakeholders–respondents who are active in rural settlement is considerably lower. According to national and religious affiliation, the structure of the sample mostly corresponds to the national ethnical and religious composition, yet containing a higher number of respondents who abstained from declaring themselves on this issues, as well as higher representation of religious minorities.

Table A.3.3 - Characteristics of respondents

<table>
<thead>
<tr>
<th></th>
<th>Sample (%)</th>
<th>General populace of Croatia (%) (2001 census)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Gender structure</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Women</td>
<td>61.9%</td>
<td>51.9%</td>
</tr>
<tr>
<td>Men</td>
<td>38.1%</td>
<td>48.1%</td>
</tr>
<tr>
<td><strong>Education structure</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>High education</td>
<td>67.2%</td>
<td>7.8%</td>
</tr>
<tr>
<td>Higher education</td>
<td>13.1%</td>
<td>4.1%</td>
</tr>
<tr>
<td>Graduated (4 years)</td>
<td>16.2%</td>
<td>19.8%</td>
</tr>
<tr>
<td>Other (unfinished elementary school, elementary and upper school in 3 years program)</td>
<td>2.3%</td>
<td>68.3%</td>
</tr>
<tr>
<td><strong>Nationality</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Croats</td>
<td>79.6%</td>
<td>89.6%</td>
</tr>
<tr>
<td>Serbs</td>
<td>4.9%</td>
<td>4.5%</td>
</tr>
<tr>
<td>Other</td>
<td>3.7%</td>
<td>3.8%</td>
</tr>
<tr>
<td><strong>Religion</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Roman Catholic</td>
<td>63.0%</td>
<td>87.8%</td>
</tr>
<tr>
<td>Orthodox</td>
<td>3.4%</td>
<td>4.4%</td>
</tr>
</tbody>
</table>
Other & 4.7% & 2.0%
\hline
\textbf{Age structure (population older than 20 years):} & & \\
21-30 & 17.7% & 17.9% \\
31-40 & 23.5% & 17.9% \\
41-50 & 32.3% & 19.8% \\
51-60 & 17.3% & 15.9% \\
61+ & 5.8% & 28.5% \\
\hline
\textbf{Place/level of activity} & & \\
Big City & 32.4% & \\
City & 39.8% & \\
Small City & 18.5% & \\
Village & 9.3% & \\
\hline
\textbf{Regional stakeholder workshops} & & \\
Six regional workshops involving the representatives of various stakeholders have been organized as a segment of the project. The workshops were held in the following sequence: Zagreb, December 16, 2004\textsuperscript{82}, Varaždin, January 13, 2005, Rijeka, January 14, 2005, Osijek, February 4, 2005, Pula, February 18, 2005 and Split, February 25, 2005. The representatives of corporate sector and the media have not regularly responded to invitations, excusing themselves by their ongoing commitments. The workshops were organized in appropriate premises and the media were informed on the workshops. The representatives of media, newspapers and radio programmes appeared at five workshops and prepared reports on the project, in view of current civil society development within the regions.

Table A3.2 - \textit{Participants in regional workshops}

<table>
<thead>
<tr>
<th>Place</th>
<th>Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>Zagreb</td>
<td>12</td>
</tr>
<tr>
<td>Rijeka</td>
<td>11</td>
</tr>
<tr>
<td>Varaždin</td>
<td>18</td>
</tr>
<tr>
<td>Osijek</td>
<td>17</td>
</tr>
<tr>
<td>Pula</td>
<td>15</td>
</tr>
<tr>
<td>Split</td>
<td>19</td>
</tr>
<tr>
<td>Total</td>
<td>92</td>
</tr>
</tbody>
</table>

Each workshop was held in form of a full-day workshop (9,30 – 16,00) and was divided in three parts. In the first part the goal of the project, methodology and implementation methods were presented, in the second part the regional survey responses were presented and discussed, while in the third part the final discussion on strengths and weaknesses of civil society within the respective region was carried out. Three CERANEO representatives participated in each workshop.

\textsuperscript{82} In the Zagreb workshop participated the CSO-s representatives from the wider social policy area, as well as other relevant stakeholders. Within the project a separate report was prepared for the City of Zagreb – Office for Labour,
workshop, presenting the outcomes, moderating the discussion, participating in discussion themselves and taking notes. At the end, each workshop was evaluated by a questionnaire issued to the participants. The participants were subsequently informed on the outcomes of the workshop.

The first part of the workshop was dedicated to presentation of the project, goal of the project and performed activities. The participants were free to ask additional questions and give their comments. The participants had difficulties with the specified civil society definition, being reluctant to accept the concept of arena, and offering instead the concept of area which should be a more precise definition. A part of participants found the concept of the stakeholder as difficult to understand. The questions were risen whether trade unions and political parties should be included within the concept of civil society. At some workshops, useful comments were received regarding the goal of the project and methods of data collection. Each participant was given a copy of presentation.

In the second part the outcomes of regional survey were presented. A sample of processed data that served as the base for discussion was distributed among the participants. Separate discussions were held on respective civil society dimensions. The participants indicated the regional issues, initiatives, achievements and gave comments regarding the development of civil society in general. CERANEKO has previously compared the respective outcomes for particular regions and considerable effort was made to explain the specific regional qualities. Upon discussion on each respective dimension of civil society, the summary of strengths and weaknesses was made for each region.

In the third part the final discussion was carried out, presenting the weaknesses and strengths of civil society in the region. In this context, the need of initiating actions and new projects was discussed.

The discussion dynamics varied between the workshops. These workshops have also contributed to networking of regional civil society, being the place of information exchange and learning. A part of participants has shown interest to organize the civil society development estimates for their regions by using this methodology as well. The project leaders have received a lot of useful information and have gained insight in current events in the region, as well as distinctions in regional development of civil society.

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Health Care and Social Welfare – “Index of Civil Society in Social Area of the City of Zagreb” (www.ceraneo.hr)
The organization of a separate discussion on this topic is expected by the Social Council of the City of Zagreb.
Population survey

In the period from July to December 2004 CERANEÖ has carried out the population survey named “Civil Society 2004”. The field part of the survey was carried out through interviews conducted by 16 previously trained students of Social Work of the Social Work Study Centre at the Zagreb Faculty of Law. The survey used a regionally representative two-stage stratified sample with set quotas in respect to gender, age and education of respondents. The research comprised 398 respondents, whose profile with respect to income, educational status, religious and ethnic structure does not significantly differ from the population of the Republic of Croatia. It can consequently be considered as adequately representative.

Media review

The media review comprised the review of six dailies published in Croatia: Vjesnik, Večernji list, Jutarnji list, Slobodna Dalmacija, Novi list and Glas Slavonije. The contents review was performed according to methodology developed by CIVICUS. The analysed articles have been classified according to respective indicators, their summary and actors included in the standardized database. The review was performed by trained sociologists Sanda Brumen and Aleksandra Pikić, with periodic consultations by Teo Matković. In the course of the analysis, particularly important or illustrative articles have been singled out, thus pointing out at the civil society development issues in an interesting way.

Review of previous researches and case studies

The review of the sources and previous research relating to the civil society issues has been carried out by Gojko Bežovan and Siniša Zrinščak.

The case studies have been carried out by:

1. Bishop Josip Lang Foundation – Gojko Bežovan
2. Zagreb Unemployment Society - GojkoBežovan
3. Family Violence- Krešimir Miletić, Gojko Bežovan
4. Social Accountability of Corporate Sector – Teo Matković i Gojko Bežovan
5. Impact of Civil Society to the Process of Preparing, Adoption and Implementation of the State Budget - Vjekoslav Bratić
LIST OF KEY INFORMANTS / EXPERTS

Vjeran Piršić, Eko Kvarner
Mr. sc. Tin Gazivoda, Centar za ljudska prava
Sanja Sarnavka, B.a.B.e.
Prof. dr. sc. Josip Kregar, Pravni fakultet u Zagrebu
Lidiaja Pavić, ODRAZ
Katarina Kruhonja, Centar za mir, nenasilje i ljudska prava- Osijek/ Nac. zaklada za razvoj civilnog društva
Nives Ivelja, Udruga MI
Andreja Bobek, Grad Varaždin
Jadranka Kolarević, Udruga potrošač
Ljubica Matijević- Vrsaljko, Pravobraniteljica za djecu
Prof. dr. sc. Jasmina Ledić, Filozofski fakultet u Rijeci
Suzana Jašić, GONG
Toni Gabrić, ZaMirZINE
Branka Kaselj, Centar za mir, nenasilje i ljudska prava- Osijek
Mirjana Dobranović, Hrvatski savez udrug tjelesnih invalida
Prof. dr. sc. Joanne Coury, University of Buffalo, USA
Višnja Fortuna, Grad Zagreb- Ured za rad, zdravstvo i socijalnu skrb
Dr. sc. Mirjana Znaor, Ministarstvo zdravstva i socijalne skrbi
Prof. dr. sc. Ognjen Čaldarević, Filozofski fakultet u Zagrebu
Mr. sc. Igor Vidaček, Institut za med. odnose/Nac. zaklada za razvoj civilno društva
Vesna Grubić, Hrvatski pravni centar
Ivica Mlirončić, Hrvatski Caritas
Enrique Aguado Asenjo, Ured Europske unije u Zagrebu
Within the CSI project research was carried out on impact of CSOs on various policies. In accordance with the project methodology the policy issues under study were selected according to public opinion poll. These opinion polls rate the issue of standard of living and employment as the most important issue. The third case was selected with respect to the policy of human rights protection, and the fourth addressed the social policy issues and national budgetary process.

1 - Campaign – humanitarian action: Don’t forget me” of Bishop Josip Lang Foundation

Introduction

The standard of living was emphasized as priority issue in public opinion polls for year 2004. The standard of living issues are of exceptional importance for some social groups, such as elderly, sick and abandoned. Several polls have indicated that a group of elderly is facing the risk of being reduced to poverty. The Bishop Josip Lang Foundation considers the issues of elderly, the sick and the frail, and has consequently organized a humanitarian campaign “Don’t forget me”. The Foundation was established in 2002 by the Jesuits – the monks of the Catholic Church. The campaign was aimed at raising the community’s awareness for the issues of elderly, the sick and the frail, as well as fundraising of Kuna 2.1million for building of a mini family type home for some 20 users. The campaign was organized in late 2004 / early 2005.

In research of civil society impact the following research methods have been implemented: interviews with the persons involved, evaluation of media’s follow up of the campaign, as well as evaluation of the elderly policy in general.

The context of elderly issue

The war, inefficient transformation of economy and the permanent economic crisis have challenged the standard of living of a significant number of elderly. The ratio between the permanently employed persons and pensioners is becoming more unfavourable from day to day. This results in rather low pensions, not covering the basic costs of living of the increasing number of elderly. The elderly frequently have no savings and can not rely to support of their children in order to provide for decent living. The state has limited funds for providing the services of institutionalization in pensioner’s homes. The waiting lists for a free place in these pensioner’s homes are long and accordingly the potential beneficiaries have little chance for institutionalization. Some 4000 places are available in Zagreb pensioner’s homes for pensioners and the frail, and some 6000 persons remain on the waiting list. The recently implemented decentralization policy of institutionalization of elderly could impose partial risk, since little attention is being paid to the social issues at local level.
This area has a rather limited number of civil initiatives actualizing the issue of accommodation of the abandoned, elderly, the sick and the frail. They are mostly associated with the activities of the Catholic Church, Caritas and similar religious organizations.

In Croatia the pensioner’s party is a coalition party in the Government with pension growth as their main goal. This party does not pay due attention to elderly without pensions or income, and rarely actualizes the issues and the policy of institutionalization of elderly in pensioner’s homes.

According to 2001 census 16% of Croatian population is over 65 and correspondingly, the issue of elderly in Croatia is likely to become more critical in the future. Previously the issue of institutionalization of older urban population in pensioner’s homes has been considered and now, considering the broken family lines this issue is becoming of relevance even in rural settlements. The introduction of community and civil initiatives can provide additional impetus to development of a number of various services.

**Research findings**

The humanitarian action initiated by the bishop Josip Lang Foundation “Don’t forget me” was supported by reputable actors: Croatian Radio and Television, Croatian Telecom and Europapress Holding news agency. They have, by raising the awareness of the community for the issues of elderly, the sick and the frail, considerably contributed to the success of the action. The television and radio programmes have been regularly broadcasting convincing messages to the public; the daily “Jutarnji list” was broadcasting reportages on day to day issues and concerns of actual, forgotten persons. The Croatian Telecom has provided for fundraising / donations by telephone call. With the telephone bills the Croatian Telecom has distributed to citizens the payment slips as well, inviting to donating for this action. Some 6000 payments – donations supporting the action - have been registered in only a day. This was the first action involving T-portal donation on the web site. The concert was organized as well, broadcasted by television as well, during which concert the citizens were calling and donating funds for the action. The money was raised by selling of CD-s and cassettes of popular singers singing the spiritual songs from the album “Yearning for your love”. The action’s charity marketing campaign was provided by two agencies.

Funds have been raised, amounting to some Kuna 4.4 million, which would make Kuna 4.7 million in case the government waives the VAT, what happened later on.

The City of Zagreb has donated a building in Dugo Selo for a long term use, which shall be adapted in a pensioner’s home for some 20 beneficiaries. An entrepreneur has donated respectable funds in electric supplies necessary for reconstruction of the facility. The excess
funds raised shall be invested in building of a smaller pensioner’s home as well as providing services to elderly and frail in their homes, home delivery of food, support and care.

In spite of expectations of the organizers, the major economic operators have not participated in the action, apart of the above mentioned proponents of the humanitarian action and SN holding, granting substantial donation, encouraging thus a number of other organizations and individuals to support the action.

The promoters of the actions have received assurances by the State Secretary of the Ministry of Health and Social Welfare that the state would participate in the action by providing for the elderly and the poor, institutionalized in the pensioner’s homes, to be built by the Foundation from the funds raised. However, no guarantee in writing has been received for the said assurances.

The public was timely informed about the outcomes of the action through press conferences.

Conclusions

This case is an example of action achieving significant performance in fundraising, exceeding the planed. The campaign has achieved significant goals: the public was sensibilized for the elderly, the sick and the abandoned, influencing people’s attitudes. With this Foundation influenced social policy and put this issue in policy agenda. This is a significant success and a recognizable outcome. The citizens have, for instance, called the Foundation and donated building land for the pensioner’s home. There were calls from some other towns as well (Krizevci, Kastel Stari). This is the effect of good reputation of the campaign. The main aspect of action’s success is that the people have recognized that the idea is generous, transparent, and the allocation of funds transparent and clearly defined. The trust was established. In such circumstances the citizens, as well as corporations willing to donate.

As its contribution to the action the state is ready to consider the possibility of refunding the amount of VAT, collected by telephone calls within the action. In this context the verbal assurances of the Minister of Finance of the Republic of Croatia was received.

The corporations, patrons of the action, have successfully presented themselves to the public and drawn attention of the socially responsible citizens. This might be the reason for not responding to the action by other major corporations.

The issue of elderly, abandoned and sick was actualized as the priority social issue and it was evidenced that the civil society organizations can be proponents of initiatives in this area, as well as mobilize significant resources. The campaign was a significant contribution to development of culture of donation for public good.
The Foundation, as a civil society organization, established two and a half years ago, was recognized as major stakeholder in this process. Its name has been recognized as well and a lot of people are willing to support it.

By operationalization of the project, final furnishing and opening of the pensioner’s homes the actual policy measures of providing services to elderly shall be included in the agenda.

This campaign shall be an impulse and encouragement for the others and shall definitely contribute to development of civil initiatives in this area.

Recapitulation of funds raised within the action “Don’t forget me”:
2.556.194,00 Kuna – raised through various remittances on giro account opened for this action.
1.495.290,00 Kuna – raised through telephone calls opened with T-HT-a (060-808-808).
198.438,00 Kuna – raised from sales of CD-s and cassettes «Yearning for your love»
27.500,00 Kuna – raised through T-portal (Internet donation)
10.250,00 Kuna – raised by sales of souvenirs during the concert on the city’s main square “Trg bana Jelacica”

4.347.672,00 Kuna
328.963,80 Kuna from VAT which government refunded in project

4.676.635,80 Kuna raised by late January 2005

Finn, this development is really new in country; here is not Germany or other developed country. It is a real start of influence. Process of learning by doing!!! It is what Project team can provide as an example. We are very well informed what going on here in social policy.

2 - Activities of the Unemployed Association as a new stakeholder in employment policy

Introduction
The second most important issue relevant to Croatian citizens is unemployment. The recorded unemployment rate of 19% is among the highest in the region. The unemployment in Croatia shows structural character and is mostly associated with the war and ineffective transformation of economy from the socialist economy to economy capable of responding to challenges of international market competition. Engaged in the issues of the unemployed are mostly the state organizations being still the dominant facilitators in employment and effectuation of
unemployment benefits payments. The issues of the unemployed used to be emphasized by trade unions and some other vocational associations. The self-organizing of unemployed persons and organizing in associations is a comparatively new experience in Croatian civil society. In research of this issue following research methods have been implemented: interviews with the representatives of Association, evaluation of media as well as outcomes of the new researches of the unemployment issues.

**Research findings**

The mission of the Zagreb Unemployment Society is “stimulating, supporting and developing of psychical, emotional and communication potentials of individuals, organizing and providing vocational training, psycho-social assistance to unemployed, preparing them for employment or self-employment as well as assistance to persons whose working places are not safe”.

The Association involves some 2380 members; some 60% are trying to find a job for the first time. The rest is mainly over the age of 40 years and have lost their job. Among them the women are dominant. Establishing of the Association resulted from the need for self-organizing and self-help. The Association made efforts to network the remaining four associations being active in Croatia. The established Croatian Union of Unemployed Associations has never started its operations.

The Association provided funds and organized IT courses and communication training. They are being contacted by employers and in the previous year they have assisted in employment of some 60 persons. The Association has established cooperation with the relevant ministry, Croatian Employment Office, City Government of the City of Zagreb, trade unions and employers associations. The Association has organized round tables and protest meetings in front of the Employment Office aimed at drawing attention to the status of the unemployed. The competent bodies use to invite the representatives of Association to participate in discussions on amending regulations or launching new programmes. The media readily follows up the activities of the Association. This is an issue of top priority and of interest for wider community.

The experience of Association’s activities reveals that the citizens, in particularly the unemployed, have no information on social rights. The state institutions have no time to address these issues. They are bureaucratic and not motivated and frequently direct the citizens to Association. The Association has also pointed out the bureaucratic system of state institutions’ employment incentives. The employers willing to implement these incentives give up easily.

The Association noted that the suspension of use of social rights for some sensitive groups, such as self-supporting parents, families with several children and similar, involves risk. The low wage job is frequently lost; the wages are not regularly paid or is low. The process of
reintegration in the social welfare system and exercising the social rights is a time consuming procedure. This results in parasitism; the unemployed citizens start to consider whether or not to accept the low wage and insecure job.

**Conclusion**

The Association is active in the area previously considered as state institutions’ monopoly. The state “provides for” the unemployed persons. This is a new area of citizens’ self-organizing.

The Association has, through its activities, managed to some extent to sensibilize the community and through advocating to upgrade this issue in the scale of political priorities. They have partially influenced the regulations stipulating the status of unemployed persons putting on agenda their social rights. They had higher expectations of the possibility to involve the wider range of organizations in employment agency in order to promote the entrepreneurship in active job seeking.

They have assisted some members in finding jobs. They have insisted on involving their members in electoral committees in organizing elections.

They have initiated and succeeded in exercising the right to free of charge transportation in the City of Zagreb for 40,000 of unemployed.

The Association has become the legitimate contact point/address for political parties, media, employers and citizens.

A more substantial financial assistance of the state and other donors to this Association, as well as establishing of new unemployed associations, could contribute to dinamization of labour market and a more efficient employment policy. This area could evolve to an area of new initiatives and social contracting development.

Finn this development is really new in country, here is not Germany or other developed country. It is a real start of influence. Process of learning by doing!!! It is what Project team can provide as an example. We are very well informed what going on here in social policy.

**3 - Case of Autonomous Women’s House Zagreb, family violence**

**Introduction**

Although family violence is probably as old as the man himself, the modern society started to address this issue seriously only recently. Considering the Croatian legislation in the context of this issue, the aspects of amendments and addressing this issue, as well as the protagonists of its amendments, the stakeholders of these changes, we come to an important finding. The
amendments of legislation have to a great extent resulted from persistent efforts of a part of civil society organizations and their activities during a long year’s period.

Among civil society organizations addressing the issue of family violence in a specific way, the Autonomous Women’s House Zagreb should be emphasized. The issue of family violence in Croatia was actualized in the recent years by cases deserving attention of the widest population. This additionally strengthened the position of women’s organizations, advocating women’s human rights and in particularly of those providing services of accommodation to the family violence victims.

According to data of the *National Strategy of Family Violence Prevention, for the period from 2005 to 2007*, (www.mobms.hr) in the period from 1999 to 2003, the police has received 55.969 of citizen’s requests for emergency intervention on account of family violence prevention. The requested intervention was provided in 55.846 of cases, i.e. 99.78% of the total requested interventions. During taking of measures within their competence in the said period 10.302 persons have been brought in the police station, and for the purpose of victim protection, due to risk of proceeding with violence, *the measure of custody in police premises* was implemented to 7.329 persons. 58.011 persons have been affected by family violence and the violence acts in family were committed in the presence of 16.197 minors.

In the same period on grounds of offence of *family violence* the police has reported the total number of 24.518 perpetrators. Harm was inflicted to a total number of 34.550 persons, whereof to 9.394 minors. With respect to the gender of violence victims, 23.489 victims (67.99%) from the total number of the inflicted persons were female. In the said period 10.281 minors were present in cases of violent behaviour in the family.

In this period the trend of gradual declining of the share of female victims in the total number of inflicted persons in cases of *violent behaviour in family* was recorded, since the number of female victims in 1999 amounted to 72.43%, 70.63% in 2000, 67.75% in 2001, and 67.71% in 2002, whereas the share of female victims in the total number of inflicted persons amounted to 66.96 in 2003.

In this period the police has revealed and filed criminal charges against 1,298 persons on ground of *criminal offence of family violence*.

In the text of the National Strategy the data have been revealed, received in the research of the Autonomous Women’s House Zagreb: “Economic Aspects of Family Violence: the Societal Costs of Ignoring and Tolerating Violence Against Women”. In the analysis of data on distribution of physical abuse in the Republic of Croatia it was noted that 59% of women have
never experienced physical abuse by her marital/extramarital partner.

According to same data every third women in our country was at least once victim of physical aggression of her marital/extramarital partner. Apart of it 68% of female respondents have experienced physical abuse by ex-husbands, i.e. partners with whom they were in dysfunctional marriage, 44% of women have experienced verbal abuse by their present spouse/partner/boyfriend and 35% of women have experienced such kind of violence by their ex partners. The high percentage of female respondents has experienced involuntary sexual relationship, even 11% of women 2-3 times, 8% even more times, and even 34% at explicit request of the partner, i.e. every third women.

In the research of this case the research methods have been used: interviews with the representatives of association, analyses of media and outcomes of recent researches on the family violence issue.

The Autonomous Women’s House Zagreb – shelter for women - victims of abuse, association of citizens acting on the principle of feminist support, joint responsibility and mutual cooperation.

**Research outcomes**

The survey was carried out by asking the female representatives of “Autonomous Women’s House Zagreb” and the women’s group “Korak” following questions:

1. What are your actions aimed at accomplishing your goals?
2. What strategies have you implemented?
3. Did you succeed in your efforts, if yes, in which??
4. What are your experiences (lessons learned)?

The responses to the questions were received by the female representative of the Autonomous Women’s House Zagreb. Considering the information of exceptional interest, we are conveying it partially or complete, partially arranging them in patterns according to the questions, conveying apart of the answers itself the reflections of our female interlocutor as well, her experience and very vivid and precise way of presenting the period from 1987 up to now. The methods, strategies, successes and lessons learned shall interweave, but shall become clear with respect of the context of the events.

**Methods and strategies**

The Autonomous Women’s House Zagreb regularly follows up the process of passing the laws by means of contacting the persons involved in the process, making use of their
acquaintances. They also make statements in the media, organize round tables, seminars, appeals and exert joint pressure with the related foreign organizations. The importance of pressure of related foreign organizations is in particularly emphasized, which implement the method of coordinated pressure when a significant issue or problem arises.

**Successes**

The most significant examples of success is the introducing of the SOS telephone since 1987, Shelter since 1990, amendments of the Family Act (abuse sanctioned as offence), in Criminal Act (sanctioned as criminal act) and in particularly the fact that they have become “focal point” for the European association network engaged in this issues (when did the amendments of the family act take place?). The UN recognizes and assumes high value on their “shadow reports” which convey their attitude to the issue of family violence and violence against women. One of their major successes is also the fact that two of their former lawyers have become public attorney, which speaks in favour of the professional competence, importance and contribution of the founders of the Autonomous Women’s House in this area.

These organizations have with their activities substantially contributed to enactment of the Law on Family Violence Prevention as well as adoption of the *National Strategy of Family Violence Prevention, for the period from 2005 to 2007*.

The reason of success in influencing these processes they recognize in the fact that the foundations have been established as early as in 1987. All was initiated by introducing of the SOS telephone, what was the first project of this kind in the East Europe. The shelter, established in 1990 was the first shelter in East Europe. During the war substantial support was provided by the Shelter Coordination from Austria and the Swiss Women’s House. Support was provided through education, organized visits and joint appeals addressed to foreign public. When, for instance, the guardianship right was denied to women placed in shelters due to the fact that they were staying at secret address (the social welfare centres considered this as a negative point), the related foreign organizations were asked for assistance. Within a short period the Ministry of Labour and Social Welfare has received a number of faxes from abroad which had to be answered. From a high official they were informed that they had to employ two new employees only for writing answers. And they were forced to react and implement changes. In this way they were provided significant support by foreign related organizations.
Conclusion

The case of Autonomous Women’s House Zagreb activities indicate several important facts, relevant for their success:

- Significant results have been accomplished after 10-15 years of activities (this period is perceived as the period of learning, organizing, networking with foreign partners and donors). This indicates the significance of the time component for maturation and growing up of civil initiatives.

- The association started to exert a more significant impact when they have been, apart of a whole range of activities “on home ground” provided by support from related foreign women’s associations and organizations. The alliance with such organization strengthens the position of organizations in the country, providing them with legitimacy.

- Apart of it, the commitments assumed by Croatia by signing of certain international agreements and documents provided for exerting the impact. In some of them the cooperation with civil society organizations was defined. These facts are partially implemented in CSO activities in other development areas as well.

- The entrenchment of specific legal aspects in legislation of modern democratic countries has appeared to be of great importance. The fight for something already existing somewhere else appears to be easier. The significant argument is the possibility to invoke the practice of other countries. More complicated appears the struggling for a new legal aspect, in particularly if the state has no commitments to implement certain legal regulations pursuant to an agreement from this area.

- Specific social and political processes have a considerably important impact; as for instance the public environment among the woman members of parliament has considerably contributed to assigning more attention to these issues. The door is thus open for lobbying.

- The internal organization of these organizations, the entrepreneurial approach, and wide range of expert associates, networking and coordination with other women’s organizations appeared to be of great significance in this process.

- The transfer of experts from CSOs in state institutions appeared to be very important – they have become powerful advocates (as for instance the public attorney). Through their
activities in CSOs they acquire respectable experience and adopt competitive specific skills.

- CSOs have become partners and significant factor in implementation of the National Strategy of Family Violence Prevention.

The practice of the said organization has become a pattern for other communities in which the local authorities increasingly appear as partners in emerging initiatives. Consequently, the specific and sensitive area of providing services to family violence victims becomes the area of civil society organizations activities in general.

4 - Civil society and the national budget process

Introduction

The budget is the principal economic policy document which should be based on an accurate assessment of the fiscal situation. However, governments representatives can lay down budgetary priorities in financing that do not necessarily reflect the desires of people who elected them. That is the main reason why citizens can attempt through the media, academic institutions, NGOs, interest groups and other instruments to get involved in the debate about the adoption of the Budget and the allocation of budgetary resources\(^{83}\). Because of such influence, for example, interest groups like unions or employers’ associations try, and very often manage, to push through their own interests. Therefore, anyone who understands the budgetary process can get involved in it more easily and thus make some impact on the proper management of budgetary money. Civil society in Croatia should discuss and be aware of all budget issues, especially those which are directly linked to civil society (poverty, pensions, healthcare, childcare and so on). However, it is still very difficult to evaluate the extent and the quality of influence of civil society on the national budget process in Croatia. One of the reasons, besides weak interest for budget issues, could probably be the lack of transparency in the budget process. Although there are only few relevant studies in Croatia on the role of civil society in the budgetary process\(^{84}\), this study will try to evaluate to what extent civil society in Croatia influences the budgetary process. The study is based on interviews with parliamentary representatives in 2003, heads of counties and majors of cities in 2004, political scientists and different local experts and scientists.

\(^{83}\) Useful web site in this context is http://www.internationalbudget.org/resources/guide/.
National budget framework

According to the Constitution, political power is organized on the principle of the three-branch division of power, into the legislature (Parliament), executive (Government), and the judiciary. Similarly, according to the laws, the budgetary process is a complex process divided into three main stages (preparation, drafting and adoption of the national budget). In Croatia the budgetary process is a set of rules (formal and informal) that lets the executive make decisions leading to the preparation of the Budget, its proposal and adoption in Parliament, and its ultimate execution. In 2003, Croatia introduced a new Budget Act (Official Gazette Narodne Novine No. 96/03). Pursuant to this Act, the state budget is a document, which comprises the estimates of the government's revenue and receipts as well as of its expenditure and expenses for one year in accordance with law. There are three levels of budget: the national Budget, the budget of the extra-budgetary funds and the budgets of units of local government. All these budgets together form a single whole – the budget of general government which does not pass through the same administrative procedure as the national Budget. There are also a numbers of funds that remain outside the budget decision-making process, although their financial projections are included in the budget documents.\(^85\)

In the budgetary process, the government defines the overall plan of the Budget (as well as the planned level of revenue and expenditure), within which decisions are made about the distribution of budgetary resources. The budgetary process is important because decisions about the manner of collecting and spending our money are made during the preparation and adoption of the Budget. The most important figures involved in the process of preparing and adopting the national Budget are Parliament (the legislature), the government (the executive), the Ministry of Finance, other beneficiaries of the national Budget, and the people.

However, we (people) are witnesses that every year some specific proposed budget items like huge ratio of public debt in GDP and budget deficit in Croatia are debated in the media. Usually these comments (from MPs, mostly opposition members, academics, chambers, special interest groups like banks) come after the budget draft is delivered from the Government to the Parliament (mid November). That leads to the situation that the Parliament has to discuss more than 400 amendments on budget proposal almost every year. This is one of the crucial points when civil society should try to exert their influence and require financing of some specific issues of big interest for them. Besides them, there are only several institutions (Institute of Public Finance in Croatia, Katarina Ott, Available on www.cbpp.org)

\(^{84}\) For Example: Promoting participation in the budgetary process: The case study of the work of the Institute of Public Finance in Croatia, Katarina Ott, Available on www.cbpp.org
Finance, Institute of Economics, Croatian Institute for Banking and Insurance, Croatian National Bank and so on) and some experts, mostly economists from such institutions, who deal with the budget every year.

**Study findings**

The implementation of the planned fiscal policy is based on efficient functioning of all participants in the budgetary process. However, the state budget in Croatia is revised almost every year (in some years more than once) which is exclusively the result of inadequate budget planning. The causes of budget revisions should be sought in the poor budgetary process and the poor functioning of institutions which participate in all three phases of the budgetary process. This section will try to describe the extent to which different players (civil society, the Parliament, the Government, the Ministry of Finance and others) are involved in the budgetary process in Croatia.

Although Croatia has seen a development of numerous CSOs since 1990, it is hard to define which of them deal with budget every year. Even though CSOs are very important parties in the supervision of budget process, their role regarding the budget process in Croatia is still very passive and not effective.

*The budget preparation* lies within the competence of the Ministry of Finance. At the proposal of the Ministry of Finance the Government decides on the fiscal policy, works out a strategy for the state budget and draws up proposals for the allocation of budgetary funds. At this point it is very difficult for civil society to influence the budget proposal. That is aggravated by the huge fiscal deficit and other fiscal constraints. Although there are limited resources to be allocated freely and not enough free space to exert a greater influence on budget preparation, CSOs should try to do it. Lobbying plays a big role at this point.

In Croatia the key for successful lobbying lies in placing your demands at the appropriate time within the budgeting cycle because every year some CSOs projects are financed from national budget through line ministries. The key problems of CSOs in this phase is that there are no statutory provisions requiring public presentation (e.g. via web pages) of budget proposals at the preparation stage, unavailability of budget information and the lack of simplified financial information on budget proposal intelligible to a wider public.

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The budget approval lies within the competence of the Parliament. The Government submits a proposal for the state budget and the budget of the extra budgetary funds to the Parliament, where it is subjected to a detailed analysis by the Finance and Central Budget Committee (Budget Committee) and other bodies. After the analysis carried out by the committees, the proposal is brought up for discussion in the Parliament. This is followed by the adoption of the state budget and budgets of extra-budgetary funds. However, due to unrealistic estimates of revenues in the budget proposals that have been submitted to the Parliament so far, budget expenditure surpassed budget revenue. This problem has been resolved through budget revisions, forced revenue collection, accumulation of arrears and borrowing.

The analysis of the Parliament's work concerning the annual budget shows that this body does not efficiently perform its function within the budgetary process. This is due to its inferior position to that of the Government, lack of infrastructure (i.e. offices and funds), as well as budgetary and time constraints. In order to improve the Parliament's operation it is necessary to allocate more funds for the professional improvement of employees, to organize a continuous or supplementary education for MP's, to improve the efficiency of the Budget Committee and to facilitate communication between the Ministry of Finance, the Government, the Parliament and, particularly, the Budget Committee. It is especially important that the Government or the Ministry of Finance provides timely and reliable information to the Parliament and the Budget Committee as well as to the public on all relevant budget issues.

It is important to say a few words about the Budget Committee. This Committee consists of 12 MPs (mostly from ruling coalition). There are also 6 members outside of parliament who represent the labor union (1), Croatian Chamber of Economy (1), the Croatian Employers’ Association (1) and scientific and professional technical institutions (3), who are very active when the budget proposal is submitted to the Budget Committee. Although in 2003 one scientist from the Institute of Public Finance was allowed to attend all Committees sessions (president of Budget Committee allowed that), this was not the case with the new Budget Committee in 2004 (new President of that Committee explained it is not the usual practice of the Committee). However, the analyses and studies have shown that there are certain difficulties in the operation of the Budget Committee and the Parliament. For example, the Budget Committee’s interventions are of a formal rather than a substantive nature, the time available for budget consideration is extremely short, too short for a debate at the Committee level. Since everything takes place within a single day, the budget proposal is submitted without any additional explanations. The Parliament's infrastructure is underdeveloped (although not for the lack of funding but because of
the lack of political will), and the Parliament is therefore placed in an inferior position towards the Government. One of the problems is also the fact that most MPs do not understand the budget proposal submitted to the Parliament by the Government and have difficulties in analyzing the budgetary items. However, at this stage CSOs should try to persuade some MPs into financing certain items that are of especial importance to them because lobbying is the most appropriate way of influencing the budget.

The public does not participate in the process of budget adoption. This is a completely closed process, where the budget becomes available to the public only after it has been adopted and published in the Official Gazette.

*The Execution (implementation, supervision and control) of the budget* is the responsibility of the Ministry of Finance, i.e. the Treasury. At that stage it is extremely difficult for CSOs to exert any influence.

*Overall Budget work*. It is worth to mention that ODRAZ and GSV (Gospodarsko socijalno vijeće- Economic Social Committee) in 2003 and 2004 have organized seminars and training courses on budget issues on local and central government level. However, a huge problem for most CSOs in Croatia is that they do not have enough funds to actively participate in the budget process.

**Conclusion**

The budget is too important to be left to individual politicians and the interest groups they might represent. The people and various governmental and non-government establishments and organizations should be actively involved in the budgetary process. However, even today the work and influence of civil society as a whole on the budget is rather small.

If civil society in Croatia tries to deal with the national budget, they usually seek specific interventions in the budget, either through contacts at the ministries or via MPs during the legislative phase. Usually the strong players such as bank lobbies are more successful in this lobbying. It is hard to find and detect some crucial activities of civil society in budgetary process. That is the reason why it is hard to say which organizations are active and successful in influencing the national budget.

However, in the future it is necessary to improve the communication between the Ministry of Finance, the Government, the Parliament, the Budget Committee, and civil society, especially CSOs. The Committee, NGOs and people should be informed about the development of the budgetary process even before the budget proposal is submitted to the Parliament. The Ministry of Finance should inform them about the assumptions for the next budget and framework
budgetary items, in order to facilitate the proposing of the next year's budget by the Committee. This would also keep other MPs informed and media, which is necessary given the great importance of the budget.
ANNEX 3 - CORPORATE SOCIAL RESPONSIBILITY STUDY

**Introduction**

Part of the CSI project applies to the short inquiry on corporate social responsibility. In Croatia, this issue has just recently entered the public agenda. What is important, the representatives of civil society organizations were themselves the first to convene discussions on this topic. In midst of crisis-ridden late 1990s, it was difficult to find significant number of partners for discussion on this topic. As well, the absence of incentives (like tax deductions) has discouraged business sector from donating for public good. Bank of Zagreb (Zagrebacka banka) was setting an example in the practice of providing support to CSOs by awarding several project grants each year.

New tax policy regarding the donations is being implemented since January 2001. Organizations liable to profit-tax can reduce their tax base by the value of donations in cash or in kind done for public good (including non-profit organizations). These deductions may be as high as 2% of the total income earnings generated in the previous year, and with approval of the relevant ministry the tax deductible donations can exceed the given figure.

When addressing the corporate social responsibility issue, we must consider a hypothesis about influence of politics on the low extent of business donations and sponsorships during the previous decade. According to some indications, the socio-political and cultural framework was more favourable for development of clientelism than for development of civil initiatives.\(^{86}\)

**Attitudes towards the civil society**

Traditionally, the business sector used to maintain good cooperation with various sports and cultural organizations, hospitals and other public institutions, supporting them with various donations. In early 1990-s, the civil society became a force which has provided a significant assistance in overcoming the war induced crises. Donations to humanitarian organizations were motivated by wish to support the war victims. Another area where the civil society is recognised is environmental protection, more recently joined by the issue of sustainable development.

The Croatian Business Council for Sustainable Development is the first institutional initiative which gathers companies concerned with the promotion of sustainable development.

Consequently, a rather limited communication of these stakeholders has contributed to indifferent attitude of corporations to civil society organizations. CSO-s were frequently

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\(^{86}\) This hypothesis can be supported by investigative journalist exposures of various fixed art auctions, which were under sponsorship of political parties. Furthermore, during our contacts with executives of a number of companies it was revealed that they have been granting donations under political coercion.
perceived as unreliable groups run by individuals concerned more with their own interest than for public good.

The culture of corporate social responsibility, which is engaged in community and wider society, has been introduced in Croatia by international companies, which have became the owners of most profitable sectors of economy during the privatization process. More recently, well educated younger managers and the owners of small and medium companies have as well contributed to development of such culture.

The award “Donor of the Year” for the business sector, which was awarded during the period from 2001 to 2003, promoted value of such practices as value, and was supported by the Zagreb Chamber of the Croatian Chamber of Commerce. The termination of the award is a good indicator of immaturity of the culture of corporate social responsibility in Croatia.

The discussion at the conference Promotion of corporate social responsibility in Croatian companies: Agenda for 2005 (Zagreb, December, 2004) has revealed that in most cases the provisions of business sector are mostly considered as sponsorships rather than donations. In this context it was emphasized that the increasing number of beneficiaries that have received significant sums as “donations” expresses gratitude via newspaper advertisements to “donors”, what actually constitutes a typical sponsorship relation.

According to outcomes of the survey addressing the stakeholders, the business sector rarely participates in civil society initiatives.

Three empirical researches on corporate social responsibility have been carried out in Croatia: Bezovan (2002), UNICEF (2003), and one comprehensive study (Bagic, Skrabalo, Narancic, 2004) which as well had an educational function.

Research outcomes

The corporate social responsibility issue was approached through analysis of presentation and operations of ten leading Croatian companies selected with respect to income, profit and assets. Beyond these criteria, the Coca-Cola Beverages Croatia was involved in the analysis as a company which is presenting itself as leader in the area of social responsibility.

In 2003, three companies have prepared annual reports on social responsibility in form of separate publication: Those involve the following companies: petrochemical industry INA ("INA and corporate social responsibility" - 104 pages), leading pharmaceutical company Pliva
("Report on sustainable development" - 36 pages), and Coca-Cola ("Social report" - 98 pages). These publications were lavishly produced, well designed, and publicly presented with some media coverage. The remaining six companies covered by our analysis have not presented us with such publications or any document relating to issue of corporate social responsibility.

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<td>Adris group</td>
</tr>
<tr>
<td>Coca Cola Hrvatska</td>
</tr>
<tr>
<td>(since 2002)</td>
</tr>
<tr>
<td>HT</td>
</tr>
<tr>
<td>INA</td>
</tr>
<tr>
<td>(ecological and social )</td>
</tr>
<tr>
<td>Konzum</td>
</tr>
<tr>
<td>Pliva</td>
</tr>
<tr>
<td>T-mobile</td>
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<tr>
<td>Vipnet</td>
</tr>
<tr>
<td>Zagrebacka pivovara</td>
</tr>
</tbody>
</table>

We have analysed the corporate image presentation on the web sites of the companies, that is, the presence and articulation of various dimensions of social responsibility.

As we can see, there is a number of companies within our sample which in no aspect present themselves as socially responsible (this does not imply that they actually do not practice some aspects of social responsibility). However, most of the observed companies have adopted the social responsibility concept, and are using it (together with concepts of environment protection and sustainable development) when reporting on their own activities.

The ecological and health safety of products and services (frequently by stating adoption of ISO 14001 standards) as well as activities related to environment protection comprise most frequently stated dimension of corporate social responsibility. Promotion of acceptability of own ecological practices is a typical strategy for petrochemical and pharmaceutical industry, however in our sample this topic is being addressed by all companies which are presenting themselves as socially responsible.

Only three companies have explicitly focused their attention to social responsibility towards buyers/users. Unsurprisingly, those are the companies engaged in distribution/sales of products (Konzum, INA, Coca-Cola).

Information about investments in culture and sports figured most prominently on all the sites which we have observed, and most of individual socially directed actions and donations presented on the websites belonged to this field.
Four companies have mentioned the social responsibility in a more narrow sense, as a responsibility to community, although it was mentioned in a less elaborated form. Pliva is engaged in some public health activities, whereas Coca-Cola has children as a focus of its social responsibility activities.

Finally, the claims about social responsibility towards employees can be traced only among the companies which have completed social reports. Large part of each report covers company activities in employee education and development of favourable and safe working environment.

To summarise, it appears that among the leading Croatian companies there exists a significant declaratory consent to the concept of social responsibility. Different aspects of social responsibility receive various level of attention – from commonly adopted environment consciousness to rarely mentioned well-being of buyers and employees, or insufficiently elaborated core concept of social responsibility. However, the concrete actions in the area of social responsibility are rather sporadic, being mostly of symbolic volume and focused to culture and sports.

**Conclusion**

In the recent years, corporate social responsibility became a relevant topic in Croatia, promoted by economic actors themselves. The announced conference due in autumn 2005 as a part of the *Croatian Agenda for Responsible Business Operations* shall undoubtedly provide additional incentives.

The practices of the major companies with respect to socially responsible business operations indicate various articulations of this idea. The medium and small companies, being closer to community, are frequently more innovative and convincing in their commitments. Increased interest of donors for achieved outcomes and engagement of managers of donor organizations within the civil society activities, as announced at regional discussions, shall give additional impetus to development of this culture.

According to regional discussions, most of the corporate socially responsibility activities are being realized through activities of entrepreneurs and managers from Rotary and Lions clubs, although these activities are not recognized as such by wider range of civil society organizations.

There is a need for the **credible convenor** organization/initiative which would gain trust of a number of companies and act as donator forum and fund-raiser for significant projects in promotion of public good. As well, corporate social responsibility values would be certainly promoted by re-introduction of the donor of the year award, to be awarded by the Croatian Chamber of Commerce.
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