CIVICUS CIVIL SOCIETY INDEX IN CROATIA

Building identity: future challenges for CSOs as professionals in the societal arena

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CERANEO – Centre for Development of Nonprofit Organisations

CIVICUS: World Alliance for Citizen Participation

FOREWORD

CERANEO (Centre for Development of Nonprofit Organisations) is an association, established in 1995, which has played a significant role in the development of civil society in Croatia. Until the end of 2000, CERANEO was the main resource centre for civil society in Croatia. During this five year period, CERANEO worked on establishing a favourable legal framework for the development of the non-profit sector, strengthening the sector's capacity and providing a voice for the civil society sector.

In 2001, CERANEO partially reshaped its mission and established itself as a public policy think tank, with a particular focus on the development of civil society. Under this new mission, CERANEO conducts research and organises discussions on social policy issues, and promotes innovative approaches to address these issues, while advocating that civil society has a more prominent role to play in Croatian governance.

The Civil Society Index (CSI) is a participatory, action-oriented, assessment of civil society around the world. In partnership with CIVICUS: World Alliance for Citizen Participation, CERANEO implemented the CSI for the third time. Participation in the research from its beginnings in 2001 has created an important and valuable source of information on civil society in Croatia for a decade, important not only for civil society organisations, but also for scholars, public servants, the business sector, foreign and domestic donors and the general public. Such a knowledge base enables comparisons, not only with other countries, but also chronological comparison across different points in time, making it possible to analyse trends in Croatian civil society.

The CSI project has contributed considerably to initiating a debate on the meaning, definition and the role of civil society in Croatia. The project was undertaken in cooperation with a wide range of organisations and individuals, including members of a broad-based Advisory Committee. This inclusive approach went some way to providing a platform for a structured debate about the state and the role of civil society in Croatia, as well as for delivering recommendations for its strengthening.

This Analytical Country Report is one of the major outputs of the CSI implementation process in Croatia and presents highlights from the research conducted, including summaries of civil society's strengths and weaknesses as well as recommendations for strengthening civil society in Croatia.

This report is structured as follows: Section I, "Civil Society Index Project and Approach", provides an overview of the history, conceptual framework and methodology of the project. Section II, "Civil Society in Croatia", presents some key features of Croatian civil society, as well as the mapping of social forces in Croatian civil society and society at large. Section III, "Analysis of Civil Society", provides the core of the CSI analysis of civil society along five dimensions: Civic Engagement, Level of Organisation, Practice of Values, Perception of Impact and External Environment. It encompasses an in-depth analysis of the research results. Section IV outlines "Strengths and Weaknesses of Civil Society in Croatia", identified in the research and at the CSI National Workshop. Section V, "Recommendations", provides recommendations stressed by the civil society stakeholders in the research, at the regional focus groups and the National Workshop. Finally, section VI summarises the main conclusions drawn from the research.

ACKNOWLEDGEMENTS

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LIST OF ACRONYMS

B.a.B.e. – Be Active, Be Emancipated (name of CSO)

CEE – Central Eastern European

CSI – Civil Society Index

CSO(s) – Civil society organisation(s)

EU – the European Union

HVIDRA – Croatian Disabled Homeland War Veterans Association

IDO – International developmental organisations

IPA – Instrument of Pre-Accession Assistance

JIM – Joint Inclusion Memorandum

NFCSD – the National Foundation for Civil Society Development (in Croatian: NZRCD)

EXECUTIVE SUMMARY

The Civil Society Index (CSI) is a participatory action-research project assessing the state of civil society in countries around the world. The CSI is initiated and implemented by, and for, civil society organisations (CSOs) at the country level, in partnership with CIVICUS: World Alliance for Citizen Participation (CIVICUS). The CSI implementation actively involves and disseminates its findings to a broad range of stakeholders including civil society, government, the media, donors, academics and the public at large.

In Croatia the CSI has been carried out by CERANEO – Centre for Development of Nonprofit Organisations. Croatia participated in the CSI from its pilot phase in 2001, which has resulted in a valuable data basis and knowledge base of civil society in Croatia over a period of a decade.

The CSI project approach marries assessment and evidence with reflections and action. As such, the CSI does not produce knowledge for its own sake but instead seeks to directly apply the knowledge generated to stimulate strategies that enhance the effectiveness and role of civil society.

The CSI methodology uses a combination of participatory and scientific research methods to generate an assessment of the state of civil society at the national level. The CSI measures the following core dimensions:

(1) Civic Engagement – the extent to which individuals engage in social and politically based initiatives;

(2) Level of Organisation – the degree of institutionalisation of civil society;

(3) Practice of Values – the extent to which civil society promotes and practises some core values;

(4) Perceived Impact – the extent to which civil society is able to impact the social and policy arena, according to internal and external perception; and

(5) External Environment – the socio-economic, political and cultural environment within which civil society operates.

These dimensions are illustrated visually through the Civil Society Diamond (see Figure III.1.), which is one of the most essential and well-known components of the CSI project.

As shown by the Croatia Civil Society Index diamond, the structure of civil society is rather stable and moderately developed. The dimension assessing the level of organisation is shown to be the strongest aspect of civil society in Croatia. The external environment, next to the level of organisation, is also assessed strongly, suggesting that it is enabling for civil society development.

The study shows that the level of citizens' participation in society and their communities constitutes a weak basis – the lowest scoring dimension on the CSI diamond – for the further development of civil society in Croatia. This remains an important issue which needs to be addressed by greater promotion of civic virtues to the public, including through the education system in particular.

Unsustainable and poor human resources were assessed as being one hindrance to the greater professional development of CSOs. At the same time, irregular and limited financing

for CSOs continues to pose a threat for the stability of human resources and for the sustained employment of young, educated professionals. The CSI study found that this was a problem even for more developed organisations. However, with sustainable programmes of financing and EU programmes of civil society support being introduced, it is reasonable to expect some improvements in this respect in the near future. Indeed, Croatia's accession to the EU has also created a real opportunity for CSOs to participate in new regional processes. However, their capacity to engage in these processes may be limited.

Within the Practice of Values dimension, the research suggests that CSOs do to a large extent practise the values they promote. However, the diversity and plurality of CSOs in Croatia makes it difficult to generalise. At the same time, the public perception of civil society is still often problematic, revealing a lack of trust in the work of CSOs. Notwithstanding the commitment on the part of CSOs to making real the principles and practice of their internal accountability, the research suggests that the practice of good governance has not yet been established in civil society at large.

The impact achieved by CSOs is one of the most important questions and challenges ahead for Croatian civil society. The impact of civil society on influencing policies is still a relatively new area of development in Croatia. It is obvious that external stakeholders and the public in general do not recognise or have a lower evaluation of the potential contribution of CSOs in policy making. This is shown by the CSI research in a discrepancy in the perception of civil society impact between CSOs and other stakeholders, found in the survey. Cementing its position as an important policy actor and building partnerships with the state and other stakeholders is a key objective for civil society in the years ahead.

The CSI study in Croatia found that the environment in which civil society operates is on the whole rather positive. Indeed, it scored as one of the most developed dimensions of the CSI diamond. However, a closer look at the socio-political environment reveals that in spite of some important improvements in the legal and policy environment in recent years, the framework is not always assessed by CSO representatives as appropriate in practice. Finally, inadequate presentation of civil society in the media and persisting problems of low levels of trust are identified as weaknesses and obstacles for strengthening civil society in Croatia.

This CSI study also sets out a number of clear recommendations for strengthening civil society in Croatia. In terms of improving civic participation, CSOs are encouraged to develop sustainable programmes for volunteers, in a way that they can contribute meaningfully to the mission of organisations. The importance of the education system in promoting civic engagement and civility is also seen as essential. When it comes to the role of civil society in policy making, it is important to strengthen the mechanisms for participation so that the influence that they enjoy does not depend on politics. When financing CSOs, regional and local governments should be guided by transparent criteria, based on local development priorities. Civil society should be more proactive in promoting and advocating certain core values to the public. In this sense, the media is recognised as an important actor for civil society development. The expected emergence and implementation of EU policies and programmes, particularly in the fields of employment, social inclusion and regional development is seen as one opportunity for the greater involvement of civil society and affirming its position as an important social stakeholder.

I.   THE CIVIL SOCIETY INDEX PROJECT AND APPROACH

The Civil Society Index (CSI), a participatory action-research project assessing the state of civil society in countries around the world, contributes to redressing the limited knowledge of civil society and the lack of opportunities for civil society stakeholders to come together to discuss, reflect and act. It aims at creating a knowledge base and momentum for civil society strengthening. The CSI is initiated and implemented by, and for, civil society organisations at the country level, in partnership with CIVICUS: World Alliance for Citizen Participation. The CSI implementation actively involves and disseminates its findings to a broad range of stakeholders including civil society, government, the media, donors, academics and the public at large.

The following key steps in CSI implementation take place at the country level:

1. **Assessment**: The CSI uses an innovative mix of participatory research methods, data sources and case studies to comprehensively assess the state of civil society using five dimensions: Civic Engagement, Level of Organisation, Practice of Values, Perception of Impact and the External Environment.
2. **Collective Reflection**: Implementation involves structured dialogue among diverse civil society stakeholders that enables the identification of civil society's specific strengths and weaknesses.
3. **Joint Action**: The actors involved use a participatory and consultative process to develop and implement a concrete action agenda to strengthen civil society in a country.

The following four sections provide a background of the CSI, its key principles and approaches, as well as a snapshot of the methodology used in the generation of this report in Croatia and its limitations.

1. PROJECT BACKGROUND

The CSI first emerged as a concept over a decade ago as a follow-up to the 1997 *New Civic Atlas* publication by CIVICUS, which contained profiles of civil society in 60 countries around the world (Heinrich and Naidoo, 2001). The first version of the CSI methodology, developed by CIVICUS with the help of Helmut Anheier, was unveiled in 1999. An initial pilot of the tool was carried out in 2000 in 13 countries.[1] The pilot implementation process and results were evaluated. This evaluation informed a revision of the methodology. Subsequently, CIVICUS successfully implemented the first complete phase of the CSI between 2003 and 2006 in 53 countries worldwide. This implementation directly involved more than 7,000 civil society stakeholders (Heinrich 2008).

Croatia has participated in the CSI project since its pilot phase in 2001, including in the following phases.

Intent on continuing to improve the research-action orientation of the tool, CIVICUS worked with the Centre for Social Investment at the University of Heidelberg, as well as with partners and other stakeholders, to rigorously evaluate and revise the CSI methodology for a second time before the start of this current phase of CSI. With this new and streamlined methodology

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[1] The pilot countries were Belarus, Canada, Croatia, Estonia, Indonesia, Mexico, New Zealand, Pakistan, Romania, South Africa, Ukraine, Uruguay, and Wales.

in place, CIVICUS launched the new phase of the CSI in 2008 and selected its country partners, including both previous and new implementers, from all over the globe to participate in the project. Table I.1.1 below includes a list of implementing countries in the current phase of the CSI.

TABLE I.1.1: List of CSI implementing countries 2008-2010[2]

1. Albania	14. Ghana	28. Niger
2. Argentina	15. Italy	29. Philippines
3. Armenia	16. Japan	30. Russia
4. Bahrain	17. Jordan	31. Serbia
5. Belarus	18. Kazakhstan	32. Slovenia
6. Bulgaria	19. Kosovo	33. South Korea
7. Burkina Faso	20. Lebanon	34. Sudan
8. Chile	21. Liberia	35. Togo
9. Croatia	22. Macedonia	36. Turkey
10. Cyprus	23. Madagascar	37. Uganda
11. Djibouti	24. Mali	38. Ukraine
12. Democratic Republic of Congo	25. Malta	39. Uruguay
	26. Mexico	40. Venezuela
13. Georgia	27. Nicaragua	41. Zambia

2. PROJECT APPROACH

The current CSI project approach continues to marry assessment and evidence with reflections and action. This approach provides an important reference point for all work carried out within the framework of the CSI. As such, CSI does not produce knowledge for its own sake but instead seeks to directly apply the knowledge generated to stimulate strategies that enhance the effectiveness and role of civil society. With this in mind, the CSI's fundamental methodological bedrocks which have greatly influenced the implementation that this report is based upon include the following:[3]

Inclusiveness: The CSI framework strives to incorporate a variety of theoretical viewpoints, as well as being inclusive in terms of civil society indicators, actors and processes included in the project.

Universality: Since the CSI is a global project, its methodology seeks to accommodate national variations in context and concepts within its framework.

Comparability: The CSI aims not to rank, but instead to comparatively measure different aspects of civil society worldwide. The possibility for comparisons exists both between different countries or regions within one phase of CSI implementation and between phases.

Versatility: The CSI is specifically designed to achieve an appropriate balance between international comparability and national flexibility in the implementation of the project.

Dialogue: One of the key elements of the CSI is its participatory approach, involving a wide range of stakeholders who collectively own and run the project in their respective countries.

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[2] Note that this list was accurate as of the publication of this Analytical Country Report, but may have changed slightly since the publication, due to countries being added or dropped during the implementation cycle.

[3] For in-depth explanations of these principles, please see Mati, Silva and Anderson (2010), Assessing and Strengthening Civil Society Worldwide: An updated programme description of the CIVICUS Civil Society Index Phase 2008-2010. CIVICUS, Johannesburg.

Capacity Development: Country partners are firstly trained on the CSI methodology during a three day regional workshop. After the training, partners are supported through the implementation cycle by the CSI team at CIVICUS. Partners participating in the project also gain substantial skills in research, training and facilitation in implementing the CSI in-country.

Networking: The participatory and inclusive nature of the different CSI tools (e.g. focus groups, the Advisory Committee, the National Workshops) should create new spaces where very diverse actors can discover synergies and forge new alliances, including at a cross-sectoral level. Some countries in the last phase have also participated in regional conferences to discuss the CSI findings as well as cross-national civil society issues.

Change: The principal aim of the CSI is to generate information that is of practical use to civil society practitioners and other primary stakeholders. Therefore, the CSI framework seeks to identify aspects of civil society that can be changed and to generate information and knowledge relevant to action-oriented goals.

With the above mentioned foundations, the CSI methodology uses a combination of participatory and scientific research methods to generate an assessment of the state of civil society at the national level. The CSI measures the following core dimensions:

(1) Civic Engagement
(2) Level of Organisation
(3) Practice of Values
(4) Perceived Impact
(5) External Environment

These dimensions are illustrated visually through the Civil Society Diamond (see Figure I.2.1 below), which is one of the most essential and well-known components of the CSI project. To form the Civil Society Diamond, 67 quantitative indicators are aggregated into 28 sub-dimensions which are then assembled into the five final dimensions along a 0-100 percentage scale. The Diamond's size seeks to portray an empirical picture of the state of civil society, the conditions that support or inhibit civil society's development, as well as the consequences of civil society's activities for society at large. The context or environment is represented visually by a circle around the axes of the Civil Society Diamond, and is not regarded as part of the state of civil society but rather as something external that still remains a crucial element for its wellbeing.

FIGURE I.2.1: THE CIVIL SOCIETY INDEX DIAMOND
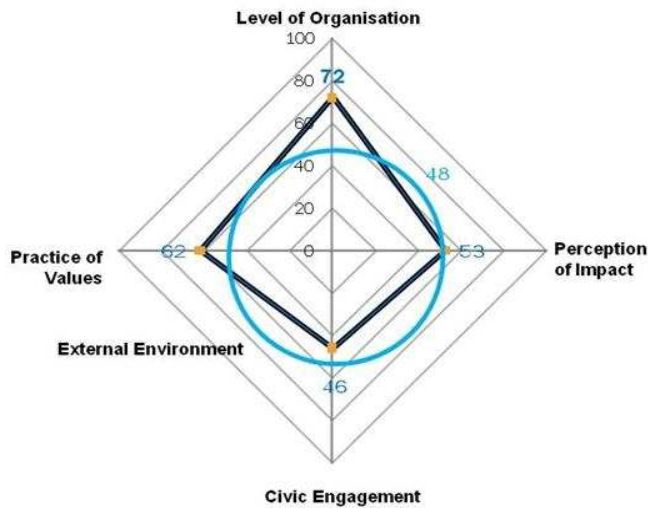
3. CSI IMPLEMENTATION

There are several key CSI programme implementation activities as well as several structures involved, as summarised by the figure below:[4]

FIGURE I.3.1: CSI IMPLEMENTATION PROCESS
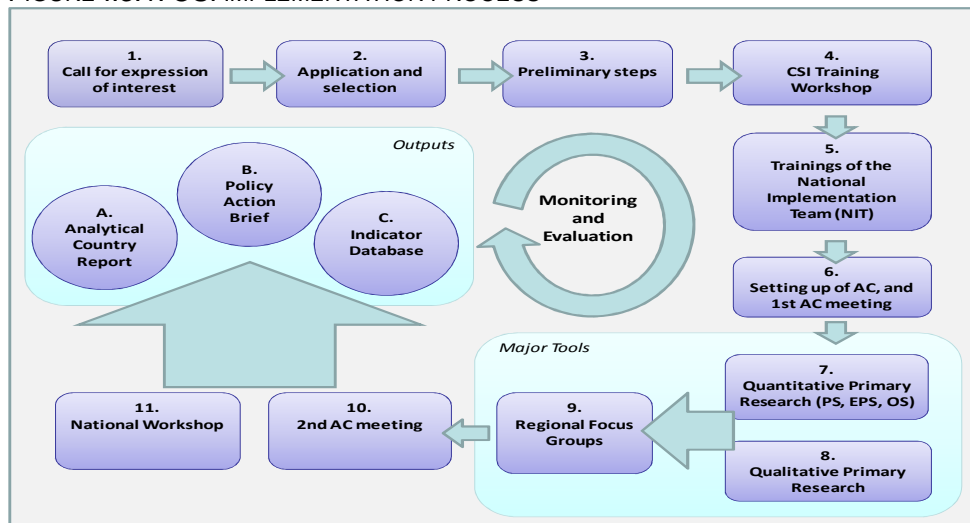
The major tools and elements of the CSI implementation at the national level include:

- Multiple surveys, including: (i) **Population Survey**, gathering the views of citizens on civil society and gauging their involvement in groups and associations (however, in countries where World Values Survey (WVS) or European Values Study (EVS) were recently implemented, these can be used instead since they contain variables used in the

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[4] For a detailed discussion on each of these steps in the process, please see Mati et al (cited in footnote 3).

Population Survey, and thus in Croatia the EVS 2008 Croatia[5] data was used for respective indicators); (ii) an **Organisational Survey** measuring the meso-level of civil society and defining characteristics of CSOs; and (iii) an **External Perceptions Survey** aiming at measuring the perception that stakeholders, experts and policy makers in key sectors have of civil society's impact.

- Tailored **case studies** which focus on issues of importance to the specific civil society country context.
- **Advisory Committee** (AC) meetings made up of civil society experts to advise on the project and its implementation at the country level.
- Regional and thematic **focus groups** where civil society stakeholders reflect and share views on civil society's role in society.

Following this in-depth research and the extensive collection of information, the findings are presented and debated at a National Workshop, which brings together a large group of civil society and non-civil society stakeholders and allows interested parties to discuss and develop strategies for addressing identified priority issues.

4. LIMITATIONS OF CSI STUDY

Notwithstanding the considerable effort put into methodology development and conducting the CSI research, particular limitations of the study have been recognised. They need to be stressed and kept in mind when reading this publication and interpreting the research results.

During the CSI implementation process a number of challenges were experienced, which led to particular limitations in interpretation of the research results. The greatest challenges were connected to the sampling (more is detailed in Appendix II) and to participants' low response rates to the questionnaires (only around 25%). Therefore, it was necessary to introduce a second round of dissemination of questionnaires. After the second round, the total response rate was 34% to both the Organisational and the External Perception Survey.

The problem of the low response rate was recognised in some earlier research too. The research results, obtained from the questionnaire data, suggest that the sample to a large extent represents better developed organisations, with characteristics and capacities greater than in average organisations. This conclusion was also brought up at the regional consultations, where the participants warned of the representation of the better developed organisations in the sample. Especially indicative are the results concerning financial stability and the structure of finances, as well as the results about peer-to-peer communication and networking of organisations through umbrella associations. As stressed by participants in the regional focus groups, it is assumed that organisations with stable finances, and accordingly, employed staff, and which have greater organisational and human capacities, are more responsive to such surveys and questionnaires.

The elaborated limitations are especially noticeable in the discrepancy between the findings within the civic engagement dimension, based on the European Values Survey (EVS) data, which included a representative sample of the total population, and the findings within the dimension of level of organisations, based on the Organisational Survey. As will be

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[5] Croatia has participated in the European Values Study since 1999 with a project named "*Europska studija vrednota*", coordinated by Professor Josip Baloban, PhD, at the Catholic Faculty of Theology Zagreb. The last EVS research phase initiated in 2008, the results of which were used in this CSI research, was delivered within the scientific programme "*Hrvatske vrijednosti u komparativnom kontekstu*", which is coordinated by Professor Ivan Rimac, PhD.

discussed later in the text, it is shown that citizens' participation, i.e. membership and volunteering in CSOs, is at a very low level. On the other hand, the dimension of the level of organisations, that captures the characteristics of the infrastructure of CSOs, was shown to be among the most developed aspects of Croatian civil society.

The low response of participants, especially from some smaller or remote areas, was also experienced in some regional consultations. Particular experiences of the work of organisations from smaller cities were encompassed by the case study on civic engagement in local community actions.

II.   CIVIL SOCIETY IN CROATIA

1. CONCEPT OF CIVIL SOCIETY

The concept of civil society is nowadays widely used in Croatia, even though the concepts of non-governmental and non-profit organisations are still often used interchangeably with civil society. However, the usage of the terms civil society and civil society organisations is preferred and promoted by a circle of scholars, and it can be said that the CSI 2003-2005 in Croatia contributed to the embeddedness of the civil society concept in Croatian public discourse. The term civil society is preferred, for it stands for organisations and initiatives with positive attitudes to social issues, contributing to the public good. In Croatia, civil society organisations comprise associations, foundations and funds, public benefit companies, some kinds of cooperatives and non-registered initiatives.

Concerning the definition of civil society, it can be said that the one used in the CSI 2003-2005, where civil society was defined as: *"civil society as the space between families, government and the market, where people associate in order to promote common interests"* is commonly accepted. As the CSI 2008 introduced a new definition, which differs slightly from the previous one, this was discussed by the AC and at the regional consultations. The definition of civil society, introduced in the CSI 2008, describes civil society as: "*the arena – outside of the family, the state, and the market – which is created by individual and collective actions, organisations and institutions to advance shared interests*". While the qualitative change from 'promotion' to 'advancement' of interests was welcomed by the participants, they agreed that civil society and other sectors are highly interdependent and intertwined, with civil society having an intermediary function, and therefore it should be placed between and not outside of the other sectors.

2. HISTORY OF CIVIL SOCIETY IN CROATIA

Civil society development in a particular country is dependent upon specific historical circumstances. Although, in Croatia, as a former socialist country, civil society is sometimes said to have a poor tradition, we can trace some civic initiatives in the late 19th and 20th Centuries, which have established foundations for some cultural, educational and social institutions, and in this way contributed to the modernisation of society (Bežovan, Zrinščak, Vugec, 2005). However, there is a lack of research on civil society in that period, which could otherwise have given deeper insights into determinants of the later processes (Bežovan, 2004). In the 1980s there were some civic initiatives, mainly in the fields of environmental protection, women's rights and, later, human rights (Bežovan, 2004; Stubbs, 2001). Given the fact that sport and culture, as well as some professional associations, were tolerated during socialism, this influenced the structure of civil society in the following years, which was explained by a 'heritage of communism' (Črpić, Zrinščak, 2005). The state had a paternalistic

attitude towards its citizens, a legacy which has been difficult to overcome, even many years later.

The concept of civil society in Croatia was re-discovered in the late 1980s and the 1990s (Bežovan, 2004). Political and economic transition corresponded with the outbreak of war, which also determined the development of civil society during that time. CSOs were active most notably as humanitarian organisations in the context of the war and specific social problems and needs. Civil society became characterised by the presence of foreign organisations, humanitarian work and a high level of solidarity.

By the second half of the 1990s, solidarity had decreased and civil society faced negative public perception. The relationship between the government and civil society was characterised by a mutual distrust and a negative attitude towards CSOs. Lack of understanding of the idea of civil society among political elites slowed down the creation of political preconditions for building civil society, as well as the regulatory framework for registering and work of CSOs (UNDP, n.d.). The government in this period used the media to defame non-government organisations (as they were mostly called in public). Several pieces of research warned of the negative attitude of citizens to civil society organisations (Bežovan, Zrinščak, Vugec, 2005). Such an attitude is still recognisable within some sectors of the public.

Generally, civil society was developed top-down, which only perpetuated a culture of civic passivity (Bežovan, 2004). It can be said that the political environment was considerably unfavourable (Bežovan, Zrinščak, Vugec, 2005). Legislative, policy and fiscal frameworks were rather restrictive and not stimulating. Previous research has highlighted some weaknesses of civil society of that time, such as financial instability, low membership, lack of professionalism in CSOs, low level of networking and undeveloped advocacy activities (Bežovan, 2004).

From the late 1990s onwards, the policy and institutional framework, as well as the general socio-political environment of civil society have improved. After 2000 and that year's elections, the new government declared its commitment to cooperate with civil society and expressed readiness to create legislation favourable for its development. That also led to a period of establishment of different forms of institutionalised cooperation, such as different governmental advisory bodies in which civil society representatives were included.

The process of accession to the European Union, especially in the last five years when it has taken an upward trajectory, has resulted in the Europeanisation of different policy processes, including policy toward civil society. There have been some notable improvements, and so-called cognitive Europeanisation has taken place. The principles of openness, accountability, participation, consultation and others have become an integral part of the public discourse on civil society. However, the institutional and legal frameworks, as well as the levels of citizens' participation are still fragile and will require a continuous endeavour for improvements (UNDP, n.d.).

The previous CSI study, implemented between 2003 and 2005, indicated important features and developmental trends present in Croatian civil society at the time. Low levels of networking, geographical disparities, lack of trust, inadequate representation of civil society in the media, inadequate cooperation with the government and poor impact on public policy-making were all identified as weaknesses which threatened to undermine the effectiveness of the sector. On the other hand, the trend of increasing corporate social responsibility, relatively generous financial support by the government of CSOs and decent human capital in some organisations were identified as laying the foundation for the possible development of the sector and enhancing its contribution to positive social change.

3. MAPPING CIVIL SOCIETY

This section contains a brief overview of the make-up of civil society in Croatia, as viewed by the National Implementation Team (NIT). In order to identify important social actors and their inter-relations, the NIT carried out a Social Forces Analysis exercise. It maps and analyses social forces in society as a whole and in civil society in particular. Social forces were presented graphically.

When identifying the key forces in society, the NCO team identified Central Government, the Prime Minister, political parties, big companies and their owners and the current Mayor of Zagreb, the capital, as forces which have the greatest level of influence. Together with financial forces (banks and foreign investors) they form the core of the society, while other forces (more or less influential) are scattered around. The Catholic Church was attributed a rather big influence in society and was positioned near the central political powers. The EU was perceived to have a relatively big influence too but, as one member commented, it is more used by the domestic politicians as a driver and justification for different reforms and political decisions, while its actual influence is not quite clear. It is also noticeable that actors belonging to the business and state sector prevail, whilst civil society actors do not exercise great influence.

FIGURE II.3.1: MAPPING OF SOCIAL FORCES IN SOCIETY
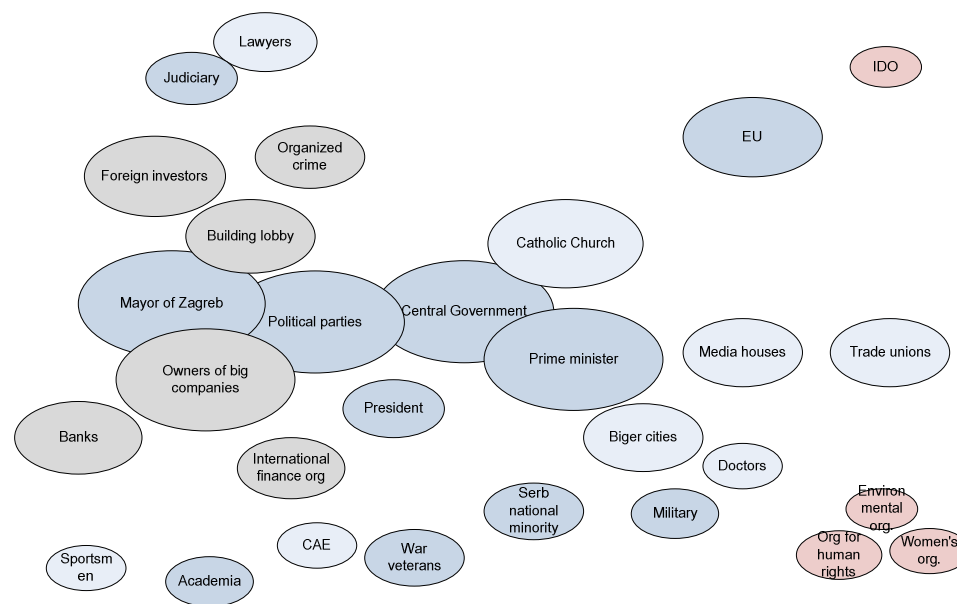
In mapping civil society, the NCO members found certain 'women's' organisations, organisations for human rights and the biggest association of Homeland War invalids to have the greatest influence/power within civil society. The first two are also positioned quite close to each other, and are found to cooperate well. They are also perceived as the most present and most well-known to the public. War veterans' associations are still quite influential. The National Foundation for Civil Society Development was placed in the centre, for its important role in funding and because it develops cooperation with different associations. Other associations are scattered around. There was an agreement that actors within civil society do not have a systematic structure and that the picture of civil society is rather ambiguous.

FIGURE II.3.2: MAPPING OF CIVIL SOCIETY
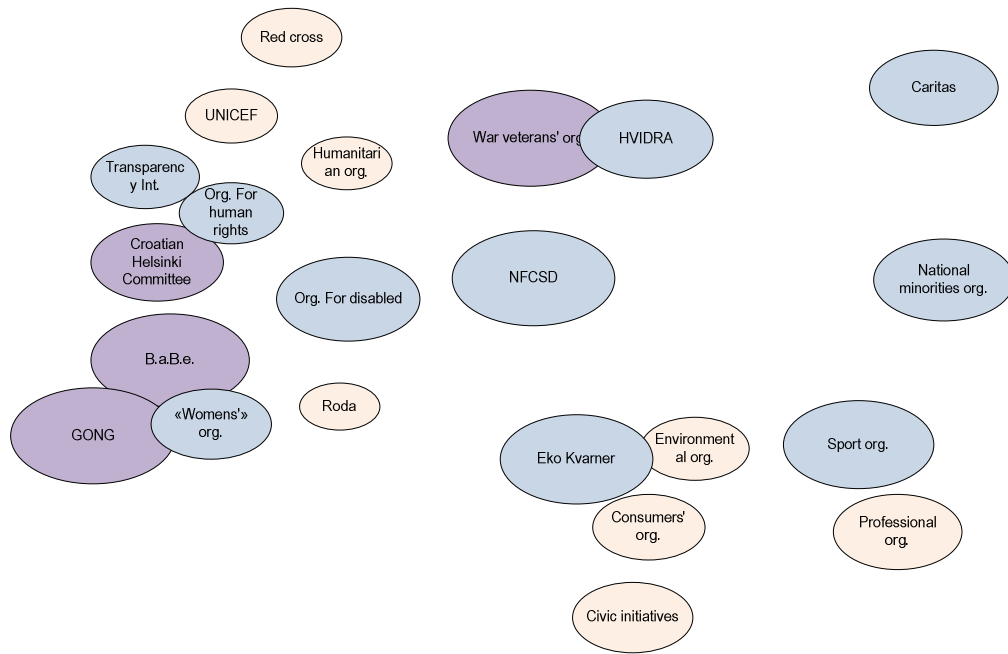
III.   ANALYSIS OF CIVIL SOCIETY

In the following sections, the analysis of five dimensions and sub-dimensions will be presented. Where important, data on individual indicators will be also presented. Indicator scores were computed from the EVS 2008 survey, the CSI organisational survey, CSI external perception survey, and secondary databases.

The section is divided along the following dimensions: Civic Engagement, Level of Organisation, Practice of Values, Perception of Impact, and External Environment.

FIGURE III.1: THE CSI 2008 – 2010 CIVIL SOCIETY DIAMOND IN CROATIA
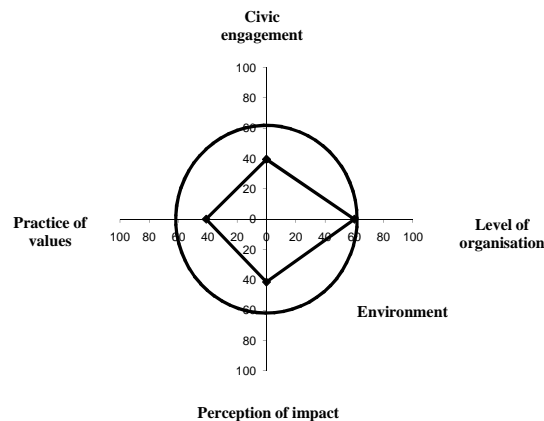
1. CIVIC ENGAGEMENT

The score for this dimension is 39.4%. Civic Engagement is one of the core components of the CSI's definition of civil society as it describes the formal and informal activities undertaken by individuals to advance shared interests at different levels, from recreation to social and political interests.

This dimension describes and analyses the overall size, strength and vibrancy of civil society in terms of the extent, the depth and the diversity of civic engagement. In this research, civic engagement is divided into socially-based (engagement in activities of a generally social or recreational nature, important for the building of social capital) and political (activities through which individuals try to advance shared interests of some political nature, such as participation in demonstrations, boycotts or signing petitions, aiming at impacting policies and/or bringing about social change at the macro level). All indicator scores are based on the EVS 2008 micro-data.

Civic Engagement was assessed on the six sub-dimensions (see Figure III.1.1). The lowest scores were assessed on the indicators of the extent of socially-based and political engagement (14.8% and 19.3% respectively), while the diversity of socially-based and political engagement seemed to be rather strong (79.9% and 78.9% respectively).

FIGURE III.1.1: SUB-DIMENSION SCORES IN CIVIC ENGAGEMENT DIMENSION
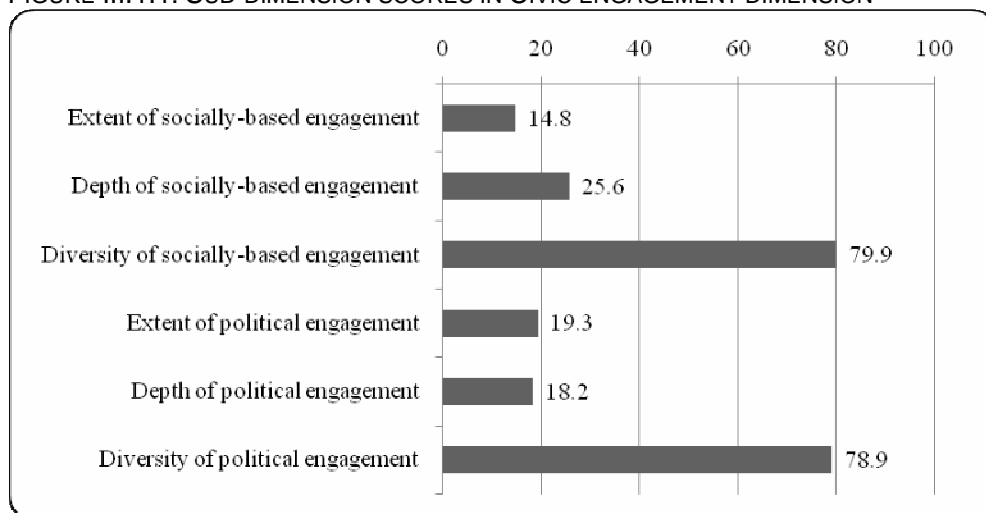
1.1. Extent of socially-based engagement

The extent of socially-based engagement sub-dimension analyses the level (extent) of citizen participation, both as members and/or volunteers, in socially-based organisations and activities. The score for this sub-dimension, as a percentage of socially engaged citizens, is relatively low: 14.8%.

The percentage of citizens who are members of social organisations, such as religious, sport and recreational or art and music organisations is 20.7%. In the sample, 11.8% of citizens are members of sport or recreational organisations, 9.5% are members of religious organisations, while 7.6% are members of educational, art and cultural bodies. According to the EVS 1999, most members belonged to faith-based organisations (12.9%), sports or recreation organisations (11.9%) and trade unions (10.6%), while an insignificant number belong to social, ecological, women's or other organisations (Bežovan, Zrinščak, Vugec, 2005).

Concerning the indicator of social volunteering, the picture is even less satisfactory. Only 8.8% of citizens volunteer (defined for the survey as doing any unpaid voluntary work for at least one social organisation or activity, such as organisations concerned with health, religion, education, culture, youth work, elderly people's welfare or sport and recreation. For example, 5.3% of the citizens who were asked volunteer in religious organisations, 3.5% in educational and cultural activities, and 2.3% in sport or recreational organisations. Only 1.1% of the population volunteer in welfare organisations and 0.7% in voluntary health organisations. Such low levels of volunteering in organisations can be explained by the tradition of providing informal support to neighbours rather than formalised volunteering through CSOs. This was also suggested by the findings in the previous CSI phase (Bežovan, Zrinščak, Vugec, 2005).

1.2. Depth of socially-based engagement

The depth of socially-based engagement sub-dimension assesses how frequently or extensively people engage in civil society activities. It captures those citizens who are members or volunteer for more than one social organisation.

The percentage of members of CSOs that are active in more than one organisation is 22.6%. Furthermore, there are 28.6% of the population who do voluntary work for more than one social organisation. Thus, the data seems to suggest that only a very small percentage of the total population is actually active in volunteering and in the work of civil society. This challenge was discussed also at regional focus groups and the national workshop. There is an impression, not only within civil society, but also in the general public (as shown by the case study on civil society in the media), that there are always the same individuals from civil society that participate in different activities, such as conferences, education, consultative bodies, or that are present and recognised in public. This lack of active participation, which was described as a serious problem for CSOs, was highlighted already in the previous CSI study in Croatia, and remains an area of concern.

1.3. Diversity of socially-based engagement

Diversity reflects the inclusiveness of civil society. This sub-dimension explores how representative civil society is, with respect to different socio-demographic groups that are typically marginalised in society. The sub-dimension score represents the percentage of members of organisations who belong to social groups such as women, people of a minority ethnicity, or people from rural areas in social groups or activities. In comparison to the extent and depth of engagement, this sub-dimension value is assessed much better: 79.9% of members of the above-mentioned groups are members of socially-based organisations. The previous CSI study (2003-2005) also revealed a high representation of women in civil society, most notably in humanitarian and social organisations. Ethnic and linguistic minorities were also regarded as well represented, in regions where minorities existed (Bežovan, Zrinščak, Vugec, 2005).

1.4. Extent of political engagement

This sub-dimension presents information about the extent to which people are actively engaged in CSOs of a political nature, such as labour unions, political groups and parties, environmental organisations or professional organisations. It also captures participation in activities of a political nature, such as signing a petition, joining boycotts and attending peaceful demonstrations.

According to the European Values Survey (EVS) 2008, 13.2% of citizens in Croatia are active members of at least one organisation of a political nature. Specifically, 6.6% of citizens belong to trade unions, 6.3% to political groups or parties, 2.5% to environment organisations, while 1.9% belong to professional associations.

The percentage of the population doing voluntary work for these organisations is even smaller than those volunteering for social organisations, 4.8%. As noted by one participant at the national workshop, civil society in Croatia operates in a culture in which it is "modern" to declare oneself as apolitical; there is low trust in politics, and therefore there is a certain distrust towards organisations of a political nature. This affinity between perceived modernity and political apathy, although perhaps constraining for the extent of engagement with political groups, could bode well for more positive attitudes towards civil society generally in Croatia.

Within this dimension, individual activism is also analysed. 39.8% of citizens undertake political activism. This indicator score ranges the highest within this sub-dimension. 40.4% of citizens have signed a petition, 7.9% have participated in boycotts, and 7.6% of citizens have attended lawful demonstrations. At the regional consultations it was also highlighted that in the last couple of years, an increase of *ad hoc* civic activism, as a way of dealing with some current problems, is noticed. A notable example, brought up at regional consultations, is a

civic initiative "Right to the City",[6] or recent students' demonstrations for free university education.

When social and political membership are assessed together, it is shown that around 17% of the population of Croatia are members of organisations. This shows a sharp decrease compared to the CSI 2003-2005, where 35.2% of Croatian citizens were members of at least one CSO, or compared to the EVS 1999, where 40% of citizens declared membership (Bežovan, Zrinščak, Vugec, 2005). However, it was pointed out that active participation was rare. At the regional consultations it was noted that many new organisations are registered with only a minimal number of members, which in a way undermines their legitimacy. This confirms the problem of a weak membership base of CSOs, shown already in the previous CSI research. This problem was also identified by the case study on civil society in the media, while in the conclusions of the previous CSI 2003-2005 research, this issue was stressed as one of the priority actions for civil society development. However, a broad membership base is not common to all types of associations. For example, organisations such as those providing assistance, expertise and trainings for CSOs are not necessarily supported by a large membership. On the other hand, large numbers of members are often characteristic for organisations working for their members, such as different social or health organisations. It was found as problematic that sometimes membership in organisations, for example for people with disabilities, is at the same time a prerequisite for some local social benefits (for example free public transport). In such cases, membership can be seen to be often motivated by some social welfare benefits.

Volunteering was shown to be particularly low; on average less than 7% of the population does some voluntary work. Again, this is a rather surprising decrease in the level of volunteering, if we compare it to the CSI 2003-2005 (38.4%) or the EVS 1999 (21.3%). Some other research reports different levels of volunteering. As explained by one participant in the regional focus groups, from an organisation doing research on volunteering as one of their activities, there are quite big differences in figures about volunteering, which can be partly explained by different research approaches towards the definition of what constitutes volunteering. For example, according to Ledić (in: Ćulum et al., 2009) between 45% and 50% of citizens in Croatia participate in some sort of volunteer activities, but these voluntary activities are usually occasional (up to a few times per year).

Croatia is not alone in these challenges. Recently published (2010) Gallup research on citizens' participation found the lowest levels of participation in the countries of the Balkans region, below the world average. The same study has shown that citizens are more willing to donate money or help a person they do not know than to volunteer for some organisations. Accordingly, 23% of the citizens declared they had helped a stranger and 8% that they had donated money, while only 2% of citizens had volunteered for an organisation.[7]

There are several possible reasons for low volunteering rates among citizens, including financial problems, lack of appropriate values or lack of information (Ledić, 2001). According to the same research, the low level of volunteering could be explained by the impression that volunteering is not always valued by society, and by the low level of attention paid to volunteering in schools and in the media.

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[6] The civic initiative "Right to the City" started in Zagreb, against turning part of the pedestrian zone into a ramp for an underground garage planned as part of luxury flat complexes that are developing in the old part of Zagreb.

[7] http://www.gallup.com/poll/145589/Civic-Engagement-Highest-Developed-Countries.aspx?utm_source=alert&utm_medium=email&utm_campaign=syndication&utm_content=morelink&utm_term=Religion+and+Social+Trends+-+USA#1

However, it should be noted that organisations with good recognition in the community do not usually report a problem of low interest among potential volunteers. On the contrary, the CSI regional consultations highlighted the problem of limited capacity within organisations to accommodate and manage volunteers. CSOs often lack good quality and sustainable programmes for volunteers. As one participant noted, "...*volunteers in an organisation need to be managed, someone has to organise their work, and organisations often lack human resources for that, therefore there are not many organisations prepared to involve volunteers in their work.*" Organisations that are well organised, which offer a professional approach, and set clear roles and responsibilities for volunteers, experience good interest from volunteers. Concerning the profile of volunteers, as shown at regional consultations, as well as by the case study on civic engagement (see Appendix I), young people constitute a big share of volunteers.

1.5. Depth of political engagement

This sub-dimension describes how frequently and extensively people participate in CSOs and activities of a political nature. This sub-dimension value is somewhat lower than that for depth of diversity of socially-based engagement, and scores 18.2%. It represents the percentage of the population participating in political organisations and activities relatively frequently and extensively.

There are 15.3% of the population active in more than one organisation of political orientation. Furthermore, the percentage of the population that does voluntary work for more than one political organisation is 12.5%.

Depth of civic engagement was assessed as better than the extent of engagement. This finding was also confirmed at the regional consultations. As noted, it appears that citizens who are active, are active in several organisations or fields (one participant commented that "you always meet the same people"). This was also brought up in the case study of the relationship between the media and civil society.

Again, depth of political activism, the percentage of the population that engage very actively in activism of political orientation, is rather high compared to other indicators of the extent and depth of participation. The depth of political activism indicator scores 26.8.

1.6. Diversity of political engagement

This sub-dimension explores the diversity of social groups who are politically engaged in civil society issues. It can be said that different socio-economic, ethnic, age, gender and other groups are appropriately represented. 78.9% of members of the above-named groupos are members of organisations of a political nature such as women, people of minority ethnicity, older people or people from rural areas.

Conclusion

The Civic Engagement dimension scored the lowest on the CSI diamond. Low levels of civic participation and volunteering present a serious constraint for strengthening civic culture and civil society in Croatia. Assessments of both socially-based and politically-based participation reveal similar weaknesses.

The level of volunteering was assessed as particularly low. However, there are signs that both the civic virtue of volunteering and the notion of work for the public good have been given greater attention recently. This may be as a result of public discussions which have been organised on volunteering, as well as the efforts of some organisations, notably the

volunteers' centres, which strongly advocate for the value of volunteering. Some cities, counties and other actors organise public tenders for awards celebrating the "Volunteer of the Year", thus recognising the value of volunteering. The European Year of Volunteering 2011 is seen as an opportunity for stronger embedding of this civic virtue in our everyday life.

Local organisations often have good cooperation with schools, and schools themselves develop volunteer sections. As stressed at the CSI consultations, it is important to promote the values of volunteering and civic engagement from an early age, in the education system through school curricula. Such examples of good practice in promoting volunteering could provide scope for doing more within the education system. Indeed, earlier research on civil society themes in the curricula at universities in Croatia (Bežovan, Ledić, Zrinščak, 2008) has shown that further development of such curricula can contribute to sustainable civil society development, including through recruiting volunteers from among students. One practice of rewarding volunteers' achievements is developing in which awards, such as an "Oscar" for volunteers (as one is called), contribute to increasing the recognition of the work of volunteers. However, initiatives such as these should not obscure the importance of more regular ways of rewarding volunteer engagement, for example in recognising volunteer work when assessing applications for jobs or scholarships. Concerning the community engagement of the business sector, it seems that much depends on the economic situation in a particular region or city. However, some small local firms or businesses often participate in local initiatives and humanitarian actions, with donations in cash or in kind.

The CSI study found that the *depth* of civic engagement was assessed as better than the *extent* of civic engagement. As some participants in the survey highlighted, there are a small number of individuals from civil society who are very active and present in the public sphere. Finally, the diversity of civic participation scored rather high, suggesting that different social groups (notably national minorities) do seem to be appropriately represented in civil society in Croatia.

2. LEVEL OF ORGANISATION

The score for this dimension is 60%. The Level of Organisation dimension looks at organisational development and complexity, as well as the institutionalisation of civil society. It looks at civil society's infrastructure, its stability and its capacity for collective actions. The overall score for this dimension is rather high and, together with the External Environment dimension, constitutes the strongest aspect of Croatian civil society. In general, it can be said that in recent years, the infrastructure for civil society has improved. Most of the sub-dimensions score very highly, except that of international linkages and human resources, which are shown to be quite weak.

FIGURE III.2.1: SUB-DIMENSION SCORES IN LEVEL OF ORGANISATION DIMENSION
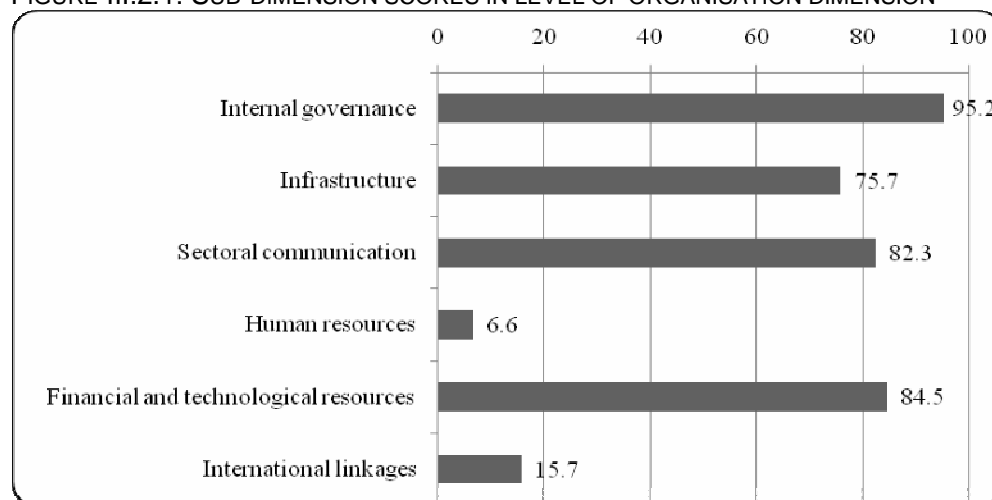
2.1. Internal governance

The internal governance sub-dimension measures the percentage of organisations which have a Board of Directors or a formal Steering Committee. According to the Organisational Survey, 95.2% of organisations have such formal management. It is explained by the legislation framework for civil society. It can be said that such organisational structures, characteristic for democratic countries, are common within civil society in Croatia. However, some participants at the regional consultations emphasised that this does not necessarily assume good governance. In practice, these organisational structures can often function poorly, with inactive assemblies or supervisory boards. Previous CSI research, from 2003-2005, already indicated that this may be a problem. However, as noted by interviewees within the case study of accountability of CSOs (see Appendix I), civil society is characterised by plurality and diversity regarding the types of organisations and their practice of values, and therefore it is difficult to generalise the assessment of accountability to all organisations. There are obviously some organisations dedicated to the practice of internal accountability, as those studied in the case study; however, they belong to better developed organisations with greater capacity and whose democratic orientation is widely recognised.

2.2. Support infrastructure

This sub-dimension refers to the support structures available for civil society, primarily through participation in umbrella bodies. This sub-dimension score is based on the indicator calculated as the percentage of the organisations that are formal members of any federation, umbrella group or support network. According to the Organisational Survey, 75.7% of organisations are members of at least one umbrella organisation. Furthermore, 43.8% of the

organisations are members of at least two umbrella networks, 26.2% are members of at least three, while 14.3% are members of four or more umbrella organisations or networks.

Previous CSI research identified the problems CSOs faced in networking and consequently the problem of how CSOs were represented before and accessed by the public, as well as the public administration and state institutions. It was shown that organisations promoting the rights and interests of their own members were more predisposed towards networking. For example, organisations representing people living with disability or people suffering from some rare diseases, war veterans' associations, and recreational and sport organisations were more inclined toward organising in umbrella organisations (Bežovan, Zrinščak, Vugec, 2005).

The CSI study also asked how many organisations participate in international (European or worldwide) networks or federations. Based on the quantitative content analysis of the list of umbrella organisations, 24% of the organisations in the survey are members of at least one regional or international umbrella organisation, network or federation. However, bearing in mind the limitations of the survey sample (that better developed organisations are more likely to respond to surveys), it should be noted that this number may reflect a higher percentage than the real proportion of organisations who are internationally linked. The previous CSI study, carried out in 2003-2005, also warned of the weak international networks and linkages of Croatian CSOs. While the challenge remains a significant one, the prospect of European Union membership looks likely to be a motivation in coming years for more organisations to join European umbrella bodies and participate actively in European civil society.

2.3. Sectoral communication

Sectoral communication depicts the extent to which diverse actors communicate and cooperate with one another. It explores examples of networking, information sharing and alliance building to assess the extent of linkages and productive relations among civil society actors. This sub-dimension score is derived from two indicators: the percentage of organisations that have recently held meetings, and the percentage of organisations that have exchanged information with other organisations.

According to the Organisational Survey, 79.9% of the organisations held meetings with other organisations working on similar issues. Furthermore, 84.7% of the organisations exchanged information (e.g. documents, reports, data) with another organisation. In a survey of the National Foundation for Civil Society Development (NFCSD), an even greater number of CSOs (96.3%) reported cooperation with others (NZRCD, 2010b). This shows an increase in cooperation, compared to the CSI 2003-2005, where more than 70% of CSOs assessed the communication and information exchange as moderate or limited (Bežovan, Zrinščak, Vugec, 2005).

However, some experts at the regional meeting found the score from the Organisational Survey too high. According to them, there are examples of poor cooperation even between organisations working on the same issues. Cross-sectoral cooperation is even less present. Also, examples of low levels of trust among CSOs are sometimes recognised. The increase in cooperation can be partly explained by donor-driven policies, where partnerships and networking are highly promoted.

2.4. Human resources

This sub-dimension reports on the sustainability of human resources in CSOs. It is based on the indicator of the percentage of organisations whose paid staff amounts to at least 75% of the total work force (paid staff and volunteers). The indicator score is 6.6%, which is rather low, but its accuracy was confirmed at regional consultations. 31% of organisations do not

have employees at all. If the few big organisations with more than 100 employees are excluded, other organisations have three employees on average (median). Such a low level of human resources is rather surprising, bearing in mind that more than 26% of organisations are supported by the National Foundation for Civil Society Development (NFCSD) through its programme of institutional support, which aims at strengthening the institutional sustainability of organisations (see below). The problem of sustainable human resources within CSOs was widely recognised at the regional consultations. Indeed, there is currently no policy at the national level that would promote employment in this sector. Lack of financial sustainability hinders employment, especially of professionals or young, educated people. This also results in high fluctuations of staff, and thus organisations lose human capital in which they invest. Discussions in regional consultations emphasised that the civil society sector has been affected by the current economic crisis. Decreases in donations and a reduction in the number of calls for applications, as well as complex procedures of applying for the EU pre-accession funds, have affected the stability of human resources within CSOs. It is difficult to expect an increase in employment in CSOs during the crisis.[8]

2.5. Financial and technological resources

The score for this sub-dimension is 84.5%. It is derived from two indicators: financial sustainability and technological resources.

Concerning the financial sustainability indicator, the Organisational Survey shows that 72.3% of organisations have a stable financial resource basis. That means that those organisations' revenues were greater or the same as their expenditures in the year before the survey was conducted. Apparently there have been some improvements compared to the CSI 2003-2005, when financial resources scored 56.6%.[9] When asked about the revenues, 44.6% of the organisations reported that their revenues increased compared to the year before, 24.3% maintained the same level of revenues, while 31.2% of organisations experienced a decrease in their revenues. On the other hand, in 60.8% of organisations expenses increased, while 25.5% had the same level of expenses in the observed years, and only in 13.7% of organisations did expenses decrease.

Concerning the structure of finances, CSOs in Croatia are financed from various sources. Table III.2.1 shows in how many organisations different sources of finance are present.

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[8] Already in the beginning of the economic crisis, in one newspaper it was suggested to cut public donations to CSOs from the state budget and reallocate the same funds to ensuring free handbooks for pupils and students.

[9] The score was recalculated by converting a 0 – 3 to a 0 – 100 scale, but the scores may not necessarily be directly comparable even when converted.

TABLE III.2.1: PERCENTAGE OF
ORGANISATIONS RECEIVING FINANCIAL
SUPPORT FROM A PARTICULAR SOURCE

Source of finances	%
Cities	69.2
Government (ministries)	67.2
Membership fees	61.3
Counties	46.7
Individual donations	39.5
Indigenous corporate funding	38.5
Service fees	36.9
Other foreign donors	32.8
NFCSD - institutional support	26.2
NFCSD - donations	19.0
Municipalities	19.5
Other resources	18.5
EU pre-accession funds	10.8

TABLE III.2.2: AVERAGE SHARE IN
ORGANISATIONS' TOTAL REVENUES

Source of finances	%
Cities	12.4
Government (ministries)	40.0
Membership fees	3.0
Counties	6.3
Individual donations	5.0
Indigenous corporate funding	8.0
Service fees	9.7
Other foreign donors	21.5
NFCSD - institutional support	17.0
NFCSD - donations	10.0
Municipalities	3.2
EU pre-accession funds	30.0

It can be said that cities and different ministries provide financial support to the greatest number of CSOs. Membership fees, often only symbolic, are also an income source to a large number of organisations. It is assumed that this refers to organisations serving their members, such as different organisations in the fields of social and health care.

According to the data from the Government Office for Cooperation with NGOs, in 2009 CSOs were granted from the public budget at the national level 529,596,954.21 Kuna (approximately 71 million Euros) in total. From the state budget they were granted 53.3%, while 46.2% of the funds came from the lottery. Considering the source of funding, within this amount, the greatest share was donated by the Ministry of Science, Education and Sport (31%), followed by the Ministry of Culture (18.2%), Ministry of the Family, Veterans' Affairs and Intergenerational Solidarity (13.2%), Ministry of Health and Social Care (12.1%) and the Council for National Minorities (8%), while the National Foundation for Civil Society Development was responsible for 5.6% of the total amount (Ured za udruge, 2010).

In 2007 the National Foundation for Civil Society Development introduced a programme of decentralised financing of CSOs, through cooperation with four regional foundations. Within this programme, financial support is granted to civic initiatives strengthening the development of local communities. In 2009, through the programme of decentralised support, there were 123 initiatives financed, totalling 1,738,310 Kuna (NZRCD, 2010a) (a number of those initiatives were discussed in detailed in the case study on civic engagement in local community actions – see Appendix I).

It was also found to be important to examine the relative share of each source of finance in the structure of an organisation's revenues. According to Table III.2.2, the largest share in organisations' revenues comes from the government, mainly from different ministries. Foreign donors, most notably EU pre-accession funds, are a very important income source, particularly given the size of the funds. For organisations with the capacity to draw on the EU pre-accession funds, these funds constitute an important source of financial support. However, the regional experts found the financial sustainability score too optimistic. They

also found the percentage of CSOs receiving EU pre-accession funds too high; the indicator score was considered too optimistic and not completely reflecting the reality.

The NFCSD was recognised at the regional workshops as one of the most important domestic donors. Its programme of institutional support is found to be important with regard to the financial sustainability of CSOs. Some other donors, such as the Ministry of Health and Social Care, have also recently started introducing more sustainable financial programmes. On the other hand, the policies regarding financing CSOs within counties[10] were found by regional workshop participants to be problematic: they often lack transparency and well-defined criteria for granting financial support.

When it comes to corporate philanthropy, it was recognised already in the earlier CSI 2003-2005 that some better developed business actors were developing the practice of corporate social responsibility. However, a cooperation of different business actors and their partnership on projects with public good objectives are still rare.

Technical resources are assessed as very good, with an indicator score of 96.6%. This represents the percentage of organisations that have regular access to technologies such as computers, telephones, fax and email. Access to a computer or to an internet connection is widely ensured (in 94.3% and 92.8% of organisations respectively), more than to a telephone (91.9%). Generally, the research findings from the CSI study, including feedback at the national workshop and regional focus groups, did suggest that the technological and communication infrastructure is highly developed in Croatia. However, it should be noted again that the limitations of the sampling in the study (that better developed organisations were more likely to respond to the survey) may mean that this score demands further interrogation among organisations with more limited capacity.

Concerning the types of premises which organisations use, the greatest number of organisations (35.1%) do not pay to use their premises. Further, 28.8% rent from a city or municipality, 17.6% rent from a private person, and 9.8% own their premises. Interestingly, 3.4% of organisations use private premises such as a house or apartment of a secretary or other staff member. 2.4% of the organisations use premises of another organisation or public institution (e.g. school), and those without premises constitute 1.5%.

2.6. International linkages

The international linkages sub-dimension reports on the presence of international non-governmental organisations in Croatia, as a ratio to the total number of known international non-governmental organisations (INGOs). According to the Union of International Associations database, in Croatia 15.7% of INGOs are represented.[11]

Conclusion

Compared to the previous CSI research, sectoral communication (networking) has improved significantly. Also, financial stability is now assessed to be better (cf. Bežovan, 2004;

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[10] Croatia is territorially divided into 21 counties, which are natural, historical, transport, economic, social and self-regulated administrative units. Within their scope, counties have different obligations of local and regional importance, such as spatial and urban planning, child care, social care, primary health care, education, culture and sport, transport, environment protection and others. Within their budgets, counties also grant financial support to CSOs.

[11] Ceraneo – Centre for Development of Nonprofit Organisations and CIVICUS: World Alliance for Citizen Participation would like to thank the Union of International Associations for their collaboration with the CSI project in providing this data.

Bežovan, Zrinščak, Vugec, 2005). The highest scores were attained in the internal management dimension (95.2) and financial and technological resources (84.5). In these strengths, it should be remembered that the better developed organisations were probably more likely to respond to the surveys than those with weaker capacity. In terms of weaknesses, the sustainability of human resources sub-dimension scored very poorly (6.6). Human resources, referring to the employees of an organisation, remain one of the key challenges for the sustainable development of organisations, and are a key area in which much more must be done to strengthen civil society.

3. PRACTICE OF VALUES

The overall score for this dimension is 41.1%. This dimension reveals how Croatian civil society promotes and practices some core values. The idea is to explore not only whether CSOs endorse certain progressive values, but also the extent to which civil society's practices are consistent with their ideals.

The score for this dimension, can be considered as relatively low. It also shows a decrease compared to the CSI 2003-2005, when this subdimension scored around 63.[12] The practice of democratic decision making seems to have weakened in comparison to the earlier CSI, where this subdimension scored 2.5 out of a maximum of 3 under the previous methodology. When it comes to the question of transparency of CSOs, it can be said that the value for this subdimension has remained at a similar level as in the earlier CSI, where it scored 1.3 out of 3 (Bežovan, Zrinščak, 2007).

However, this interpretation is partly limited due to the changes in the methodology and the indicator set itself. Within it, the sub-dimension of democratic decision-making is assessed the most positively. On the other hand, labour standards are set at a rather low level. Environmental standards appear not to be widely practised.

FIGURE III.3.1: SUB-DIMENSION SCORES IN PRACTICE OF VALUES DIMENSION
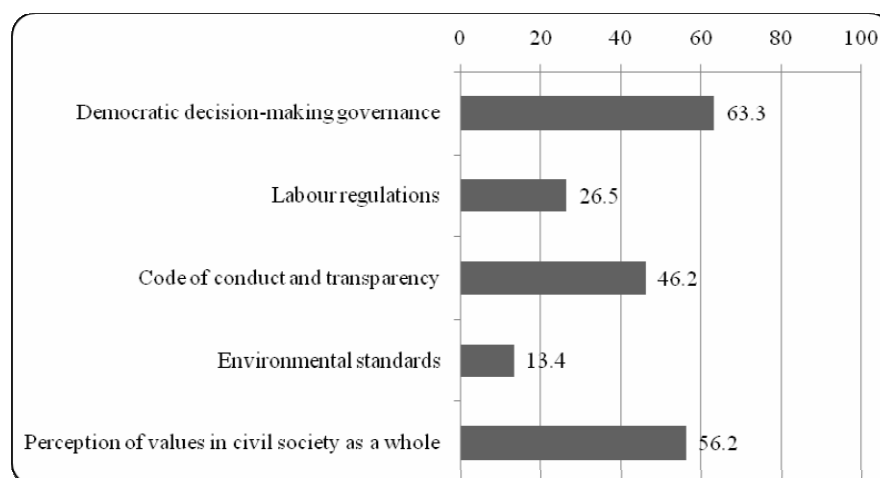
3.1. Democratic decision-making governance

It is important to explore how decisions are reached in organisations, and by whom. This dimension looks at decision-making in CSOs. According to the Organisational Survey, 63.3% of organisations practice democratic decision-making internally. In those organisations key decisions are taken either by the staff, elected leader, elected board or the members. In the majority of organisations key decisions are taken by an elected board (48.8%) or appointed board (30.9%). In 5.8% of organisations key decisions are taken by an elected leader and in the same number by an appointed leader. In 5.3% of organisations members take decisions, and in 3.4% of organisations, it is the staff members who take key decisions. Even though the majority of organisations do practice democratic internal decision-making, it is rather surprising and indicative that there are more than a third of organisations where decisions

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[12] This score is recalculated to fit the scale. The original score was 1.9, on the 3 point scale. However, it should be noted that the scores may not be directly comparable even when converted.

are not taken in a democratic manner. Similarly, the previous CSI study also warned of autocratic leadership in some organisations (cf. Bežovan, Zrinščak, Vugec, 2005).

3.2. Labour regulations

Labour regulations includes the existence of policies regarding equal opportunities, staff membership in labour unions, training in labour rights for new staff, and a publicly available statement on labour standards. The derived score for this sub-dimension is 26.5%.

The lowest indicator score within this dimension is the membership of labour unions. There are only 6.4% of paid staff within organisations who are members of labour unions. This can be connected to the problem of protection of workers in CSOs, recognised at the regional consultations. Accordingly, civil society is expected to be a promoter of the progressive and democratic part of society, and at the same time the internal structure and practice of values within CSOs is often problematic. Also, the generally small number of employed staff in CSOs is an obstacle against stronger unionism. Consulted experts agreed that having written policies (e.g. on equal opportunities) is important, especially *vis-à-vis* civil society's value orientation. With the greater introduction of quality assurance systems, which is already taking place,[13] the practice of written policies within CSOs is expected to strengthen.

The highest score within the labour regulations sub-dimension related to the public availability of policies for labour standards; 50% of surveyed organisations had a publicly available policy for this. However, this result should be taken with caution; it might be that some organisations represented themselves better in the answers. A random search of web pages of some organisations shows that not many organisations put such documents online. Additionally, 24.3% of organisations that do not have such a policy state they are consider adopting one in the future, but, 15.2% do not intend to introduce any such policy. This can be largely explained by the low level of employment in CSOs since, according to Croatian labour law, organisations which employ fewer than 20 employees are not obliged to have a policy for labour standards. Furthermore, as highlighted during the regional consultations, the majority of organisations lack the skills and knowledge to deliver such documents. On the other hand, the case study on accountability of CSOs (see Appendix I) shows that particular "stronger" organisations, which practise internal responsibility, deliver such documents regardless of the size of their staff.

3.3. Code of conduct and transparency

This sub-dimension identifies whether CSOs make publicly available codes of conduct and ensure financial transparency through publicly available financial reports. The score for this sub-dimension is 46.2%.

According to the Organisational Survey, 35.1% of organisations have a publicly available code of conduct for their staff. This refers to a document which sets rules outlining proper practices, behavioural expectations and responsibilities of staff. 28.6% of those that have not embraced this practice yet, plan to introduce it in the future.

Considering the practice of transparency, 57.3% of organisations have their financial information publicly available. When asked where their financial reports can be found, 21.4% of them report that they publish them on their web pages, 21% provide their financial information on request, 6.2% make it public through their assemblies, while 2.4% publish it in

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[13] In 2009 NFCSD contracted the introduction of a system called SOKNO to organisations supported by the Foundation. SOKNO is the first certified quality assurance system for non-profit organisations in Croatia (NZRCD, 2009).

the organisation's journal or some other gazette. Participants at the regional focus groups observed that the practice of online publishing of reports is often due to donors' policies. If financial transparency is interpreted in the stricter sense of having financial reports available online, then only one fifth of the surveyed organisations could be considered financially transparent. Again, the organisations surveyed probably tended to be the more developed ones, who tend to have functioning web pages. Bearing in mind that there are numerous registered organisations which do not have internet pages, this score is even more diminished. Some other research (NZRCD, 2010b) found that around 70% of organisations had their own web pages. However, bearing in mind a high rate of refusal to participate in the respective research and the problem, already emphasised, of representation of CSOs in the research, it is difficult to secure a better insight into the management of a large number of organisations in Croatia.

One case study on the media and civil society (see Appendix I) suggests a problem in the perception of CSOs as not being transparent, or being prone to "scams" in their work. Within this context of negative perceptions, the importance of strengthening the legitimacy and accountability of organisations towards their beneficiaries and the public could not be greater. Ensuring that their work, results, and finances are transparent and publicly available is an essential step in this regard.

3.4. Environmental standards

This sub-dimension examines the extent to which CSOs adopt policies that uphold environmental protection standards in their work. Only 13.4% of organisations surveyed have a publicly available policy for environmental standards. 38.1% of the organisations that do not yet have such a policy are considering embracing it in the future, whereas 26.7% do not plan to introduce any policy in their organisation. Such standards are rather a new idea, and maybe partly unknown in Croatia. However, as noted by some respondents and experts in the survey, some organisations do already practise those values internally (e.g. waste separation), but without having written policies.

3.5. Perception of values in civil society as a whole

Civil society is often seen as a promoter of values such as democracy, tolerance, peace and non-violence, transparency and trustworthiness. This sub-dimension looks at how CSOs perceive civil society as a whole as practicing such values. The following aspects have been looked at: perceived non-violence and civil society's role in promoting it, internal democracy, corruption in civil society and perceived intolerance and the weight of intolerant groups. The derived score for this sub-dimension is 56.2%. This can be interpreted as a medium level of the practice of values within CSOs. As noted at regional focus groups and the national workshop, and also found in the case study on the status of accountability of CSOs, civil society is by definition plural and very diverse. In Croatia, there are a great number of organisations, characterised by different internal practices. Notwithstanding the recognised problems of a negative perception of civil society among some members of the public and some very real examples of non-democratic or non-transparent practices within CSOs, the participants considered civil society to generally represent one of the most accountable and democratic sectors in society, particularly compared to both the public and the business sectors. Despite regular criticism of their internal practice, as noted by interviewees in the case study, most of the CSOs do seem to practise the values they promote. Nevertheless, particular exceptions do reach the media, which can make citizens inactive in civil society develop prejudices about CSOs' work and the absence of transparency. Attitudes about civil society among the public are often built without relevant information, and it is therefore crucial how CSOs present themselves to the public.

Concerning the **perceived internal democracy,** the score is 65.5%. When asked to assess civil society's current role in promoting democratic decision-making within their own organisations and groups, 25.4% of the organisations assessed it as significant, 40.1% as moderate, 27.9% as limited, and 6.6% insignificant. Additionally, the case study on the accountability status has shown that the practice of internal democracy differs, depending on the structure of the organisation. While some organisations rely more on their membership, others are more oriented towards their users and have a narrow membership base. Regardless, democratic decision making was found to be very important. In most of the organisations procedures of decision making are defined in organisations' statutes. Some organisations involved in the case study also regulate decision making procedures through particular written guidelines or regulations. Strategic decisions can be taken by assemblies which assure the participation of members in decision making. Operational decisions are usually taken by an organisation's staff, and organisations surveyed for the CSI found it important to assure the greatest level of consensual decision-making as possible. However, these examples of good practices are not necessarily representative for civil society as a whole. As noted by the regional consultations, in many CSOs assemblies and boards are often either inactive or do not meet regularly, while decisions are not always taken in a democratic manner.

The **perceived level of corruption** was assessed with a score of 22.2%. This is surprisingly low. As noted at the regional consultations, examples of corruption within CSOs are rare. Nevertheless, there is a perception that these examples are much more numerous. Indeed, isolated examples of financial malpractice greatly affect the image of the whole civil society sector in the eyes of the public. The transparency of the work of CSOs is considered very important among representatives of civil society. As stressed at the regional consultations and shown by the case study on the practice of accountability, particular donors' policies and procedures of financing, especially the foreign ones, have also contributed to strengthening the practice of accountability and transparency of CSOs. As some participants noted, when applying for some funds where partnerships are needed, it is much easier to develop cooperation with other CSOs who are used to such transparent and accountable work, than with other institutions, often financially more powerful.

Conclusion

It can be said that different written policies and standards are not yet fully embedded in CSO structures. As noted by one participant in the regional consultations: "In organisations, the emphasis is still on project activities and their beneficiaries, while neglecting the organisation's development, the rights of workers and the business ethics". This is expected to improve with the greater introduction of quality assurance systems. On the other hand, some shared a concern that quality assurance increases administration work and may undermine activism. Although the CSI scores indicate rather high levels of perceived corruption and intolerance within civil society, participants in the consultations thought that actual examples of corruption and misuse of funds by CSOs were quite rare. Where examples do exist, however, they threaten to undermine the reputation of all organisations. In this sense, CSOs should work more on promoting themselves in the media, not only in terms of their activities, but also in presenting their values and mission. The previous 2003-2005 CSI study highlighted the media as being one key stakeholder for civil society development in the future. In this research study, the case study on civil society in the media suggests that journalists and editors give low priority to and are poorly informed about the role of civil society in modern societies. The case study showed that part of the public is suspicious about the transparency of the work of CSOs, while there is sometimes an impression that CSOs get registered only to write project proposals and withdraw money. The media in general seem not to trust civil society, and can perceive them as seeking privileges or unaccountable money.

4. PERCEPTION OF IMPACT

The overall score for this dimension is 41.4%. The Perception of Impact dimension analyses the extent to which civil society is active and successful in fulfilling its essential functions. It looks at the level of impact that civil society has on policy and social issues as well as on attitudes within society as a whole. Within this dimension, the perceptions of civil society representatives (internal perceptions) and of expert external stakeholders (external perceptions) are juxtaposed.

FIGURE III.4.1: SUB-DIMENSION SCORES IN PERCEPTION OF IMPACT DIMENSION
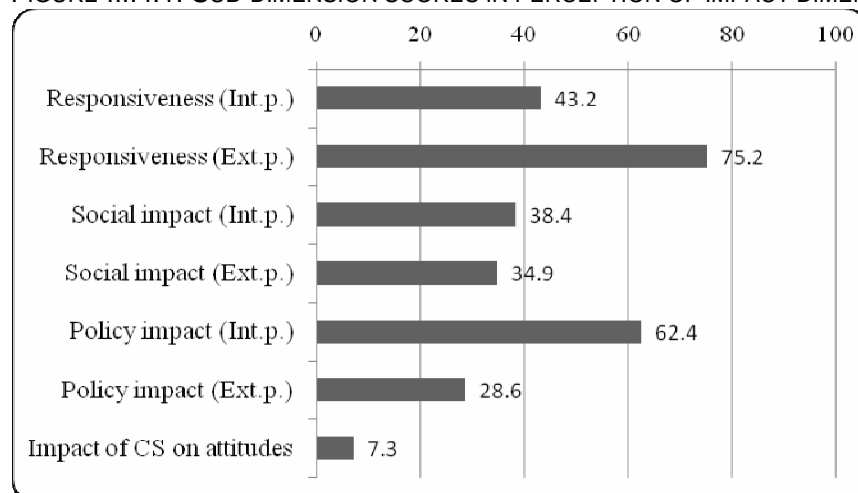
4.1. Responsiveness (internal perception)

Within this sub-dimension, civil society perception of its own responsiveness to two identified, key social concerns in Croatia is analysed. The Advisory Committee identified the following two social concerns: the work of public administration and citizens' participation in public policies. The derived score for this sub-dimension is 43.2%.

Concerning the impact that civil society has on the work of public administration, the indicator score is 36.7%: the proportion of organisations who assessed the impact as being at least tangible. Only 3.5% of the organisations assess that civil society has had a high level of impact, while 33.2% think that it has some tangible impact. The greatest proportion of CSOs (48.5%) think that the impact of civil society on this area is very limited, and 14.8% perceive that civil society has no impact at all.

When analysing how much impact civil society has on strengthening citizens' participation in public policies, the indicator value is somewhat better: 49.7%.

4.2. Responsiveness (external perception)

This sub-dimension examines the views of external experts on civil society's impact in the same two identified social issues. The average score for the sub-dimension is 34.9%.

As regards the first identified social concern - the work of public administration - the external perception indicator score is 31.1%. Of the external respondents, 1.6% think that civil society has had a high level of impact and 29.5% some tangible impact, while the majority (59%) find civil society's impact very limited, and 9.8% think that civil society has had no impact.

In terms of the second concern - the impact of civil society on citizens' participation in public policies - the indicator value is somewhat better, but still rather low, at 38.7%. Interestingly, no one from the external stakeholders assessed civil society's impact as high. 38.7% of the surveyed external stakeholders perceived civil society to have had some tangible impact. The majority of respondents find the impact very limited, while 4.8% think that civil society has no impact on fostering citizens' participation in public policies.

4.3. Social impact (internal perception)

This sub-dimension measures civil society's impact on society in general and takes a wider look at civil society's perception of both their sector's effectiveness, as well as the effectiveness of the respondent's particular organisation. The sub-dimension's average value is relatively high: 75.2%.

Regarding the areas of social concern in which CSOs exert the greatest impact, 34% of organisations see themselves as effective in education and training. One third of the organisations regard themselves as influential in supporting the poor and marginalised (such as people with disabilities). However, this is probably due to the categorisation used in the survey, where people with disabilities are included and explicitly named, and we can expect that this score largely represents organisations for people with disabilities. As stressed by the AC, organisations for people with disabilities constitute a relatively large and influential part of civil society, which was also an argument to put the organisations for people with disabilities into a separate category. Concerning the impact on combating poverty, the previous CSI 2003-2005 already showed that CSOs were largely unsuccessful in meeting the needs of poor people. On the other hand, housing and employment seem to be fields in which civil society has a very low impact. Housing and employment are expected to become relevant fields of civil society activities in the years to come, accelerated by Croatia's accession to the EU. Finally, there is a group of organisations which name other fields where they consider themselves influential, most notably in the fields of human rights (20%), environmental protection (14%), recreation and leisure (14%) and culture and art (7%).

TABLE III.4.1: SOCIAL FIELDS WHERE CSOS EXERT MOST IMPACT

Social field	% of organisations(
Education and training	34.0
Supporting the poor and marginalised (e.g. people with disabilities)	33.0
Social development	32.0
Health	9.0
Humanitarian relief	7.0
Employment	3.0
Housing	1.5
Food	0.5
Other	67.0

∗ (possible multiple - up to 2 answers)

With regard to the level of impact that civil society as a whole has on the above selected fields, as perceived by CSO representatives themselves, 20% find that civil society in general has a high level of impact, 51.6% of the organisations see some tangible impact, 27.2% find the impact very limited, and 1.3% have a view that civil society has no impact.

On the other hand, when asked to evaluate their own work - the impact of their own organisation - the respondents assessed their work as having a higher impact. It can be said that CSO representatives in the survey perceive their work and their organisation's

effectiveness as better than the average effectiveness of civil society in Croatia. A high 80% (indicator value) of the organisations assessed their impact as high or tangible. 26% of organisations believe themselves to have a high level of impact, most (54%) think their organisation has some tangible impact, 17.4% assess their impact as very limited, and 2.7% do not see any impact.

4.4. Social impact (external perception)

Similarly, this sub-dimension presents the analysis of the perception of external stakeholders on the impact of civil society on society in general and in selected social fields. The indicator value for this sub-dimension is 62.4%.

When asked to select social fields where they recognise the greatest impact of civil society, external experts, similarly to CSOs, find supporting the poor and marginalised an area where there is a recognisable impact by civil society (39.7%). However, the role of CSOs in providing humanitarian relief was recognised by a third of respondents, which was not recognised as an important field of impact by CSO representatives. Again, many answers are concentrated in the 'other' category, where the relative majority (46%) recognise the impact of civil society in the protection of human rights, 31.8% in environmental protection, 12.7% in culture and art, and 11.1% in recreation and leisure. The case study in this research suggests that the media perceives the impact of civil society to be mainly in the fields of humanitarian work, environmental protection and human rights.

In contrast to civil society representatives, external experts recognise CSOs for their impact in the "traditional" role of improving the social welfare of citizens, rather than for their potential in implementing employment policy, including for example education and training. However, as noted by some experts, the role of CSOs in employment policy is expected to increase due to the nascent EU membership and greater introduction of the Open Method of Coordination.[14]

TABLE III.4.2: SOCIAL FIELDS WHERE CSOS EXERT MOST IMPACT (EXTERNAL PERCEPTION)

Social field	% of organisations∗
Supporting the poor and marginalised (e.g. people with disabilities)	39.7
Humanitarian relief	33.3
Health	6.4
Social development	6.4
Education and training	1.6
Housing	1.6
Employment	1.6
Food	0
Other	101.6

∗ (possible multiple - up to 2 answers)

Concerning the level of civil society's impact on the above key social fields, 85.1% of external stakeholders find the impact to be relatively high. Specifically, 19.4% perceive a high level of impact on the selected fields, 65.7% see some tangible impact, 13.4% think that civil

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[14] The Open Method of Coordination is developed within and is characteristic for the EU policy processes in the fields of social policy, most notably, policies on social inclusion, characterised by a so called 'soft' or non binding approach. It involves a range of different stakeholders, including the CSOs in policy making, and thus opens possibilities for their greater policy impact.

society's impact is very limited, and 3.2% of respondents think that civil society has no impact on the selected fields.

Finally, external experts were asked to assess the general impact that civil society has in the social field. In contrast to the relatively favourable perception of impact on the recognised 'strong' fields of civil society work, the indicator value for the perceived impact on society in general is considerably lower, at 39.7. It is important to stress that no one from the surveyed external experts found that civil society has a high level of general impact. 39.7% of respondents recognised some tangible impact. The majority of external stakeholders (55.6%) think that civil society only has a very limited impact, and 4.8% see no impact at all.

4.5. Policy impact (internal perception)

This section examines the impact of civil society on policy in general and the impact of CSO advocacy on selected policy issues, as perceived by CSOs themselves. Two aspects of the work of CSOs are assessed: whether they are active in influencing public policies, and the outcome or success of this activity.

Again two viewpoints are juxtaposed: the perceptions of CSOs themselves, and the perceptions of the external experts. The general score for this sub-dimension is 38.4%.

When asked about the impact of civil society as a whole on policy making in Croatia, there is a tendency for answers to report lower levels of impact. The indicator score is 47%, which describes the proportion of CSOs which perceive high or some tangible level of impact. .

When CSOs were asked if their organisation in the previous two years pushed for any policies to be approved, 45.9% reported such activity.

Among those CSOs who are active in advocating for policy change, they assess their performance as follows: on average, almost 7% of CSOs report there was no outcome of their activity, 7.8% experienced rejection of their policy initiative, in 39.6% of the cases policy was still under discussion, and in 45.7% of the cases policy was approved.

This policy impact can be seen as satisfactory in terms of the relatively high acceptance of policy proposals. There were also quite a few cases where policy was still under discussion, and therefore had the potential to achieve a positive outcome. However, bearing in mind that less than half of the organisations reported activity in policy advocacy, it can be said that not many CSOs in Croatia participate in policy making. Success in at least one policy-related field was experienced by 22.4% of all surveyed organisations.

More worrying are those experiences where CSOs' advocacy ended with no outcome, indicating that there may still be problems of accountability among some sections of the political establishment. Indeed, those cases seem to indicate that co-governance - the practice or arrangement in which civil society organisations on equal footing participate in the planning and delivery of policies and services[15] - is not fully embedded in Croatia. It is obvious that this issue remains an important challenge for civil society development.

Organisations name different examples of laws, strategies and other documents and policy fields, both at national and local levels, in which they exerted impact. By grouping the participants' answers, it can be said that fields of policies in which CSOs were the most active include policies for young people and children, social policy (in the broader sense) and

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[15] For more on the concept of co-governance see for example: Pestoff and Brandsen (2008)

policies for people living with disability. Also, notable activities were undertaken in the fields of gender equality and protection of women, environment protection, policies for greater transparency and the fight against corruption, and human rights. A smaller number of organisations were included in the processes of the EU's policies, namely, the Joint Inclusion Memorandum (JIM)[16] and IPA (Instrument of Pre-accession Assistance) programming.

4.6. Policy impact (external perception)

This section contains the analysis of the views of external experts on civil society's impact on policy in general and the impact of CSO activism and advocacy on selected policy issues. As above, the activity and effectiveness of civil society in influencing policies is examined. The average value for this sub-dimension is quite low: 28.6%.

External experts named different policy areas or concrete policy documents, where they recognised the impact of civil society (summarised in Table III.4.3). Environmental protection and social care seemed to be widely recognised policy areas where CSOs have gained a participatory role in policy making. Protection of human rights also appears to be an important field for civil society. Also widely recognised are the fields of health care, education and training. Some of the experts named concrete policy documents, the delivery of which was greatly supported by CSOs, such as the National Programme of Action for Youth, the National Policy for Promotion of Gender Equality and the Strategy for Equal Opportunities for Persons with Disabilities.

TABLE III.4.3: POLICY FIELDS WHERE CSOS EXERT MOST IMPACT (EXTERNAL PERCEPTION)

Policy field	% of organisations(
Environment protection	69.0
Social care	52.5
Human rights	35.6
Health care	23.7
Education and training	23.7
Supporting the poor and marginalised	8.5
Humanitarian work	8.5
Persons with disabilities	6.8
Young people and children	5.0
Gender equality and protection of women	5.0
Employment	5.0

(possible multiple - up to 2 answers)

When it comes to the impact of civil society on policy making in general, the majority of external experts (62.9%) perceive it as very limited.

Here, it may be illustrative to quote a famous Croatian medicine researcher, Professor Ivan Đikić, who summarised the role of associations in health work: "In that work an important role is attributed to the associations of citizens, who with their knowledge and engagement often

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[16] In line with the Accession Partnership, the Government of the Republic of Croatia, Ministry of Health and Social Welfare has drawn up a Joint Inclusion Memorandum, together with the European Commission, Directorate-General for Employment, Social Affairs and Equal Opportunities, which is designed to assist Croatia to combat poverty and social exclusion and to modernise its systems of social protection as well as to prepare the country for full participation in the open method of coordination on social protection and social inclusion upon accession. (Joint Memorandum on Social Inclusion of the Republic of Croatia, 2007).

achieve better results in promoting the fight against cancer than individuals with responsibilities in the health and education system. Unfortunately, state institutions too often neglect or ignore the potential of those associations." (Večernji list, 24 May 2008).

4.7. Impact of civil society on attitudes

Civil society is generally envisaged as a vehicle of social capital and a promoter of positive social change, by encouraging certain values and norms. This sub-dimension reflects a set of universally accepted social and political norms and measures the extent to which these values are upheld by members of civil society compared to the extent to which they are practiced in society at large. The idea is to assess civil society's positive contribution in influencing the practice of these values. Data for this sub-dimension was gathered from the EVS 2008.

This sub-dimension score is dramatically low, at 7.3%. It derives from the set of the following four indicators, shown in the Figure III.4.1.

FIGURE III.4.1: DIFFERENCE IN ATTITUDES BETWEEN MEMBERS AND NON-MEMBERS OF CSOS
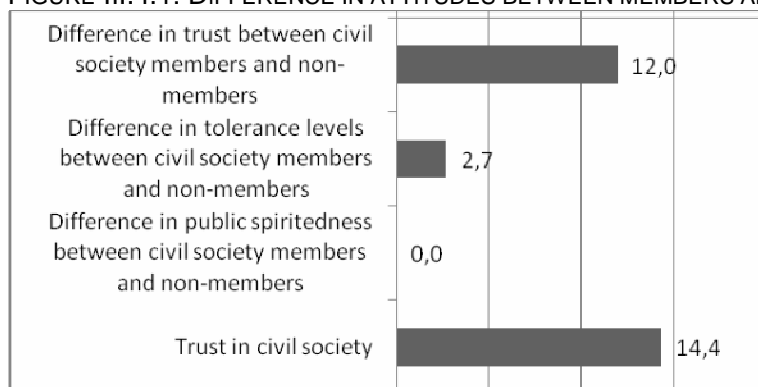
Generally it can be said that civil society does not produce considerably higher levels of trust, tolerance and public spiritedness, as would have been expected. As shown in Figure III.4.1, differences in attitudes are either very small or even non-existent.

For example, it would be expected that members of CSOs show a higher degree of trust in people than those citizens who are not members of CSOs. However, the CSI analysis shows only a minor difference. In total, as shown by the EVS 2008 survey, Croatian citizens show rather low levels of trust, with only around 20% of citizens feeling that most people can be trusted.

The level of tolerance in general appears to be much higher than the level of trust in society. Accordingly, more than 70% of citizens declared tolerance towards different groups in society (see sub-dimension 5.3, below). Again, there was only a small difference between citizens who were members of CSOs and those who were not.

When it comes to public spiritedness, or disapproval of behaviour such as cheating on taxes, apparently there is no difference at all between members and non-members of CSOs. It should be highlighted that a general level of public spiritedness is the highest when compared to the level of trust and tolerance; almost 85% of citizens showed this virtue.

Finally, the level of trust in civil society is also rather low. Only every seventh citizen trusts civil society. This should be taken as a serious weakness hindering civil society development. The same problem was recognised also at the regional consultations, as well

as in a few interviews with civil society representatives.[17] This lack of trust towards CSOs seems also to have been inherited by the media, as shown by the case study. It is therefore important to stress again the importance of transparency within CSOs, as well as greater public promotion of their mission, practice of values, and activities.

Conclusion

The CSI study shows that differences between how CSOs and external stakeholders perceive civil society's impact are similar for both social and policy impact. The data also suggests that CSOs tend to rate the results of their work more highly than other stakeholders do. The social impact of civil society is assessed as higher than the policy impact of civil society by all stakeholders. However, as noted at the regional consultations, over the last decade there have been considerable improvements in the impact that civil society has on policy: nowadays, CSOs are regularly consulted on important issues, through access to different committees or forums. On the other hand, their role in most cases remains consultative, which limits their impact. Also, policy impact, at both national and local levels, is much dependent on individual sensitivity, knowledge and capacities of politicians and civil servants to cooperate with CSOs. Also, notwithstanding the strengthening of civil society and its greater recognition, CSOs still often lack advocacy skills, as identified in the CSI 2003-2005. Regional consultation participants also assessed social impact as greater than policy impact, especially in their work with the marginalised and people with disabilities.

When it comes to the concrete examples of impact, analysed in the respective case study, it was shown that some reputable organisations which enjoy public trust are often not in fact successful in policy impact. For example, the state cannot adequately meet the growing needs of older people anymore. Initiatives and programmes of CSOs are therefore expected to be essential in this field. However, the sustainable development of those organisations is possible only if the state subsidises their services, as in the case of public homes for the older people. As an example of adequate involvement of CSO representatives in policy making, delivery of the EU–Croatia Joint Inclusion Memorandum (JIM) is often stressed. This process was in line with the obligations of the EU candidate status, and was characterised by a long and intensive consultation process, including different Ministries and Government agencies, civil society organisations, social partners as well as some representatives of regional and local governments (Stubbs, Zrinščak, 2010). However, while welcoming such opportunities, the participants in consultations did also recognise challenges of limited capacity within some CSOs to participate in such processes.

Small differences in attitudes between members and non-members of CSOs show civil society's limited role in the strengthening of social capital. On the other hand, participants in regional consultations perceived that CSO members are more trustful and tolerant. They noted a problem that CSOs promote and cherish those values mainly within the sector itself, and that better advocacy among the general public is needed. Promotion of examples of good practices where civil society organisations exerted important social impact or policy impact should be given greater attention in public debates.

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[17] See a more detailed description in the case study on the practice of accountability of CSOs

5. EXTERNAL ENVIRONMENT

The overall score of this dimension is 61.9%. Although not being a part of civil society as such, the External Environment is an important dimension for the state of civil society. This dimension assesses the environment in which civil society exists and operates. Depending on its particular features, it can, to different extents, enable or hamper the development of civil society. In this sense, three elements of the environment are found to be important: socio-economic, socio-political and socio-cultural contexts.

Interestingly, this dimension scored the highest of all dimensions. Most of the indicators within this dimension are calculated from external sources and databases, and recalculated to match the CSI indicator scale and direction. Some indicators are calculated from the EVS 2008 data, while two indicators are based on the Organisational Survey.

FIGURE III.5.1: SUB-DIMENSION SCORES IN EXTERNAL ENVIRONMENT DIMENSION
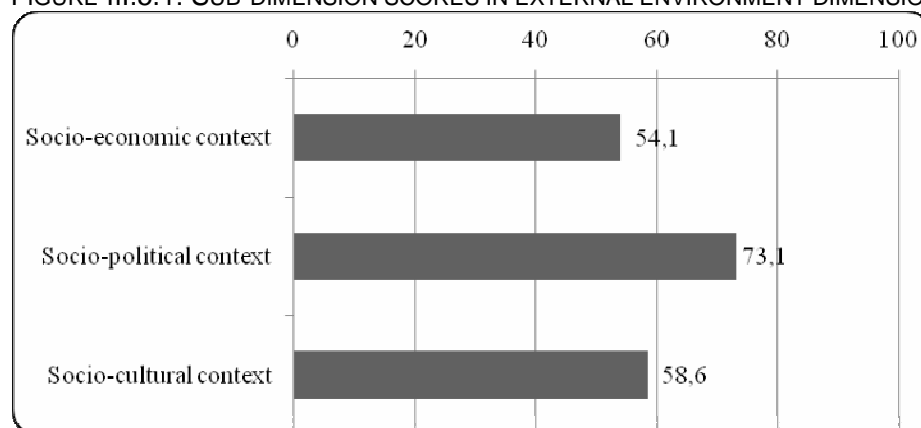
As shown in Figure III.5.1, the highest score within this dimension was attributed to the socio-political context (73.1). Socio-economic and socio-cultural sub-dimensions were both assessed to be at a medium level.

5.1. Socio-economic context

This section describes aspects of the socio-economic situation in Croatia and its impact on civil society. The score for this sub-dimension is 54.1%. This score is aggregated from the set of four indices and indicators, as follows: Social Watch Basic Capabilities Index, Transparency International Corruption Perception Index, Gini coefficient, and the World Bank Development Indicators. The results show that regarding the socio-economic context, Croatia performs very well on the Basic Capabilities Index; however, concerning the economic context, the environment for civil society development is very unfavourable.

The Social Watch Basic Capabilities Index (BCI) comprises three indicators on health and education: the percentage of children who reach fifth grade at school, the percentage who live until at least their fifth year, and the percentage of births attended by health professionals. The index identifies situations of poverty, not by using income as an indicator, but different aspects of people's condition and their possibility of having their human rights fulfilled.[18] In 2008 the Basic Capabilities Index for Croatia was very high, at 99.1.

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[18] http://www.socialwatch.org/node/11389

The Transparency International Corruption Perception Index (CPI) was used to assess the level of perceived corruption in the public sector. In 2008, the CPI for Croatia was 44.[19] This score is not very satisfactory, especially if we compare to the countries of the Central and Eastern Europe (CEE) region, such as Slovenia (67), Czech Republic (52), Hungary (51), Slovakia (50) and Poland (46).[20]

Economic inequalities, if too great, can weaken social cohesion and social capital. The Gini coefficient measures social inequalities on a 1-100 scale, where 0 represents absolute equality and 100 represents absolute inequality. In 2005 the Gini coefficient for Croatia was 29.[21] For the CSI, the Gini coefficient is reversed to match the direction of the CSI indicators, and thus the indicator score is 71 (100-29). In the late 1990s, the Gini coefficient in Croatia was much higher than in some other post-socialist countries, such as Czech Republic and Slovakia (Šućur, 2004). Furthermore, 11.5% of Croatians are socially excluded, and around 11% are found to be poor (UNDP, 2006).

5.2. Socio-political context

This sub-dimension depicts basic features of the political system in Croatia, and its repercussions for civil society. This sub-dimension was assessed as most favourable within the environment dimension at 73.1%. It is calculated from a set of indicators, partly from external databases, and partly from the Organisational Survey. It analyses state effectiveness, political rights and freedoms, and characteristics of the legal framework for civil society.

Freedom of the World is Freedom House's comparative assessment of global political rights and liberties.[22] The CSI political rights and freedoms indicator is calculated from the Index of Political Rights 2008. In order to match the ICD 0-100 scale, this score is recalculated and, as such, the indicator value is 87.5. It suggests a relatively high level of political freedoms in Croatia; however, there is still much space for improvement. For instance, Slovenia and Czech Republic score 95; Hungary and Slovakia 92.5.

The rule of law and personal freedoms indicator is calculated from Freedom House's Index of Civil Liberties 2008. For the purposes of the CSI, the following indicators were added into one score: rule of law, personal autonomy and individual rights and freedom of expression and belief. The higher the score, the higher the level of rights. The CSI indicator score is 79.2. Results from both the Index of Political Rights and Index of Civil Liberties suggest that Croatia is a relatively free country.

The associational and organisational rights CSI indicator was also derived from Freedom House's Index of Civil Liberties. On the 0-12 scale, associational and organisational rights in Croatia were assessed at 12, and therefore this indicator reached the maximal value.

Notwithstanding the high indicator value, it is also important to explore how civil society representatives themselves experience the legal framework for civil society. For that purpose, the Organisational Survey covers respondents' opinions and experiences regarding the legal framework. From this perspective the legal framework was assessed with a significantly lower value (38). Specifically, when asked about the regulations and law for civil society in Croatia, only 7.6% of respondents find them fully enabling. The majority find them moderately enabling (55.1%), while 28.1% of respondents think regulations and laws are quite limiting, and 9.2% find them highly restrictive. Concerning their experiences of any

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[19] The original data is scaled from 1 to 10, therefore the scale was multiplied by 10 to match the CSI 1-100 scale.
[20] http://www.transparency.org/news_room/in_focus/2008/cpi2008/cpi_2008_table
[21] http://data.worldbank.org/indicator/SI.POV.GINI
[22] More information available from: http://www.freedomhouse.org/template.cfm?page=15&year=0

illegitimate restriction or attack by local or central government, it is worrying that 79% of respondents reported facing such restriction or attack, and only 21% did not have such experience.

Furthermore, representatives of CSOs were asked how often, in their opinion, the state overly interferes in the activities of CSOs. More than 75% think that the state often and sometimes overly interferes, where only 4.3% thinks it does not interfere. Already earlier CSI results showed that the state overly interfered in civil society activities and had a paternalistic attitude.

The last indicator within this sub-dimension measures the state's effectiveness: the extent to which the state is able to fulfil its defined functions. This indicator score is derived from the World Bank's Worldwide Governance Indicators.[23] Government effectiveness captures perceptions of the quality of public services, the quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government's commitment to such policies. Accordingly, the CSI indicator score is 60.8, which can be interpreted as a medium level of state effectiveness.

5.3. Socio-cultural context

This sub-dimension explores how favourable the socio-cultural context is for the development of civil society, specifically, the extent to which socio-cultural norms and attitudes (including interpersonal trust, tolerance, public spiritedness) are conducive or detrimental to civil society. Those indicators have already been partly referred to above, when the impact of civil society on attitudes was discussed. Data for this sub-dimension was retrieved from the EVS 2008 survey. The average score for the sub-dimension is 58.6%.

Levels of trust are shown to be particularly low and problematic. According to EVS 2008, only 20.1% of people feel that most people can be trusted. The majority of the population think that one needs to be very careful. Furthermore, the same survey shows that only 6.8% of the population trust political parties.

People's tolerance towards different groups is also assessed. 81.2% of citizens would not mind having as neighbours people of a different religion, 84.9% would not mind having as neighbours people of a different race, and 87% would not mind having as neighbours immigrants or foreign workers. Croatian citizens are to a lesser degree tolerant of people with HIV/AIDS and homosexuals, with the percentage of people who would not mind having them as neighbours 57.7% and 46.2%, respectively. On average, the score for the CSI tolerance indicator is 71.4.

Public spiritedness refers to the general acceptance or justification of illicit behaviour, such as claiming government benefits without being entitled to them, avoiding a fare on public transport, cheating on taxes or accepting a bribe in the course of one's duties. The score for this indicator is 84.2. Accepting a bribe is never justified by 74.6% of citizens, 65% would never justify claiming state benefits without entitlement, cheating on tax is never justified by 57.8%, while avoiding a fare on public transport is never justified by 41.6%.

Conclusion

It can be said that the external environment is relatively enabling. However, by taking a closer look, some serious threats to the work of civil society can be identified. Concerning the socio-economic context, Croatia - on some indicators, such as the Basic Capabilities Index -

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[23] http://info.worldbank.org/governance/wgi/sc_country.asp

performs very well. On the other hand, a highly unfavourable economic context is surely not conducive for sustainable civil society development. It can be expected that the impoverishment of the middle class and the increase of unemployment among the young, highly educated population, will negatively reflect on both civility and the development of civil society. Regarding the socio-cultural context, low levels of trust, already indicated in the previous CSI research, present a serious and constant developmental challenge for civil society in building social capital. Within this dimension, the socio-political context was assessed as the most enabling. Over the last ten years, there have been some notable developments with regard to the legal and policy framework for civil society. Some changes to institutional arrangements have also been made, such as the establishment of the Government Office for Cooperation with NGOs, the Council for Development of Civil Society, the National Foundation for Civil Society Development, as well as regional foundations[24], or the Social Council of the City of Zagreb. However, as participants of regional consultations noted, the implementation of policies such as the Strategy for Creation of an Enabling Environment for Civil Society Development is not always effective. Importantly, over the same time period public recognition of civil society has also improved. However, there are still examples of a negative perception of civil society by the public and media. As noted at the regional consultations, CSOs should be more proactive in their public presentation and in building dialogue with other actors.

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[24] Those are: *Slagalica*, *Kajo Dadić* Foundation, Foundation for Partnership and Civil Society Development and *Zamah*

IV. STRENGTHS AND WEAKNESSES OF CIVIL SOCIETY IN CROATIA

This section summarises some key strengths and weaknesses of civil society in Croatia, identified at regional focus groups and at the national workshop, as well as by the research results and insights from the previous CSI study.

STRENGTHS:

- Strengthening of the network of volunteers' centres in larger cities, as an institutional support to citizens interested in volunteering;

- Availability of diverse sources of finances for CSOs, which also have a regional dimension;

- Availability of programmes of multi-annual financing of CSOs, which contribute to the sustainability of organisations;

- European programmes favour the role of civil society as a unavoidable stakeholder in the development of contemporary societies;

- European programmes of support to civil society in Croatia offer an opportunity for some organisations to establish themselves as regional leaders;

- Civil society as a topic is appropriately present in the local media; however, their work is superficially reported on;

- Local authorities accept cooperation with CSOs;

- Better developed business subjects are developing a practice of social responsibility.

WEAKNESSES:

- Low level of membership in CSOs;

- A relatively small number of citizens volunteer;

- The culture of civic participation and engagement is not fully embedded in local communities;

- Economic crisis may in some ways be contributing to citizens' passivity and to decreasing levels of trust;

- There is still a certain level of distrust towards CSOs by the public;

- Only a small proportion of organisations actively promote core civic values in the public domain;

- CSOs do not easily achieve impact. When they do, the state does not always appreciate their achievements or models of good practice;

- The media rarely understand the mission of civil society or play a role as partners in its development.

V. RECOMMENDATIONS

- CSOs should put greater effort into developing sustainable and efficient programmes for the involvement of volunteers as an important resource in their work;

- At the same time, it is important to promote greater volunteer involvement in social or health institutions and public benefit companies. The possibility for state-led subsidies for volunteer programmes should be given serious consideration;

- Civic virtues and the culture of volunteering need to be promoted within the education system and curriculum, continuously and from an early age;

- Teaching students at universities about the meaning, role and accomplishments of civil society could be an effective contribution to investing in the future of a sustainable civil society;

- Active volunteering should be additionally recognised and rewarded when applications for scholarships or jobs are considered;

- Donors should support pilot programmes to support the employment of young professionals in the civil society sector;

- CSOs should have a greater role in influencing regional development policies, including those of the EU. To achieve this, civil society, development agencies and other important regional actors should strengthen the mechanisms for dialogue;

- Stronger mechanisms need to be developed for involving CSOs in local government decision and policy making processes, in such a way that they are not affected by changes in political power;

- An evaluation of the state's current financial support programmes for CSOs should be conducted;

- Enhanced policies should be implemented for financing CSOs at regional and local levels, which correspond to agreed development priorities, and which would contain transparent criteria for allocating funds;

- Professional capacity should be strengthened, including through training, within local and regional self-government for cooperation with civil society;

- Strengthened networking and cooperation between smaller organisations working on similar issues should be encouraged, aiming at strengthening their professional and financial capacities and exerting greater impact;

- Strengthened networking between mentor organisations, with greater professional and financial capacity, and smaller organisations with limited capacity, but playing an important social role in their communities, should be put in place;

- Strengthened mechanisms should be developed for dialogue between civil society and the media. CSOs should push to be more active in the media, not only in presenting their project activities, but also their mission and values;

- CSOs should be more proactive in presenting their work in public and in dialogue building. It is recommended that representatives from civil society participate more significantly in the public debates on important issues in society;

- Pilot programmes should be initiated to educate and involve media representatives in themes on civil society, with corresponding pilot programmes to train civil society representatives in public relations;

- In order to strengthen the impact and internal governance of civil society, it is recommended that the Government of Croatia, as well as regional and local government, introduce the practice of public calls for membership of boards of directors within institutions they control.

VI. CONCLUSIONS

This report, based on the CSI action-research study, highlights that there is still much to do to ensure a healthy civil society in Croatia.

Low levels of civic engagement in communities and society constitute a weak foundation for civil society in Croatia. As the weakest dimension on the CSI "diamond", active citizen participation and engagement remains a real area of concern. Membership in organisations is not growing. Meanwhile, formal volunteering levels are low, in part because volunteering is rarely regarded as a resource which could be used in public institutions, and in part because it does not tend to be seen as a civic virtue worth promoting vigorously. With the economic crisis set to push citizens ever closer to the survival line and preoccupy them further with dealing with their own immediate problems, the motivation to volunteer one's time freely may be further undermined. Across local communities, as well as in the national public arena, one finds that those citizens who are active tend to come from the same pool of "usual suspects".

In terms of the level of organisation of civil society in Croatia, the CSI study found that limited and unsustainable human resources are a key problem for the development and success of CSOs, even among the more developed and entrenched ones. Greater investment in human resources through training and education, as well as incentivising young, skilled, junior professionals to work in the sector are both therefore among key development priorities for civil society in Croatia. In other organisational areas, the CSI study found that internal management, infrastructure, sectoral communication and stable financial resources are fairly strong, and lay the foundation well for more stable and better developed organisations. It should be kept in mind, however, that organisations who responded to surveys as part of this CSI study may not necessarily paint correctly the full picture of the state of civil society in Croatia. Internationally, civil society has the potential to be better linked in the context of Croatia's accession process to the EU. However, the capacity of Croatian CSOs to participate and engage in European regional civil society is still quite weak, and should therefore be stressed as a development priority.

In terms of the extent to which civil society practices the values it advocates for, the signs are indisputably positive. CSOs are found as key stakeholders that promote civic values of peace and non-violence, tolerance, protection of human rights, solidarity, rights of minorities, rights of vulnerable groups, the fight against corruption and protection of the environment. In these fields, CSOs in Croatia have accomplished numerous achievements. A consistent and visible promotion of organisations' activities, as well as their values and missions in the media, would increase their reputation and public trust in their work further still. It would also contribute to changing the reputation of CSOs as being opaque in their work and internal mechanisms. However, it should be noted that CSOs sometimes do not have written rules on the internal management and decision making process, and where these policies or written rules do exist, they are not always well implemented. Information gathered on CSOs through surveys and through regional consultations, moreover, does not indicate a widespread practice of good governance.

The impact that civil society achieves is still questionable. External stakeholders perceive that civil society achieves only limited impact (categorised as responsiveness, social impact and policy impact). The policy impact of civil society is a rather new area of development in Croatia. Good practice introduced with the European Union's open method of coordination, which is based on the involvement of different stakeholders in the process of drafting, delivery and implementation of policies and programmes, notable in the EU and Croatia Joint Inclusion Memorandum (JIM), has not yet spilt over into other policy areas. Where reforms are undertaken, they still usually derive from centres of power at the top. Public debates are

still undeveloped and rarely institutionalised, while "cooperation" is often achieved through confrontation. Such circumstances and the absence of mechanisms perpetuate a situation in which civil society organisations are reactive, rather than proactive.

As a result, there are few notable examples of impact of civil society on policies and programmes. Policy and programme makers are not always responsive to social innovations and to examples of good practices offered by CSOs. A genuine partnership between state and civil society in delivering more complex and comprehensive programmes should be put on the public agenda, while there is also a need for better coordination and division of labour between state and civil society where partnership already exists. It should be noted that there is also a widespread belief that CSOs financed from the state budget are less critical of government in their work and limited in their influence on policies and programmes. Meanwhile, although business actors in Croatia have started to discuss the importance of corporate social responsibility, cooperation between business actors and civil society to implement projects aimed at serving the public good is still rare.

Finally, the CSI study suggests that the external environment enables civil society development. While the indicators used to assess the socio-economic context may not capture the fast-moving nature of the economic crisis, the crisis is nevertheless recognised here primarily as a hindrance and threat to civil society development, rather than an engine for positive transformation. Finally, low levels of trust and limited public spiritedness among citizens remain a long-term challenge for the development of civil society in Croatia.

Contained in this report are a number of recommendations aimed at building on the strengths and confronting the weaknesses of civil society in Croatia. These recommendations, further fleshed out in the corresponding Civil Society Index Policy Action Brief, form a basis for further action to strengthen civil society. Indeed, it will be critical for the future of civil society in Croatia that a meaningful and inclusive dialogue is carried forward on how to strengthen civil society. It is evident that there is much still to do. This Civil Society Index country report, while providing a snapshot of civil society in Croatia, can only be a beginning to a new phase of dialogue. Through the regional consultations and national workshop which formed a critical part of this project, these conversations have begun. But in bolstering civic engagement, ensuring sustainable human resources, enhancing CSO transparency and governance, and in improving civil society-media relations and understanding, further dialogue will need to be initiated and stakeholders brought on board. Only then will a clear and supported roadmap for civil society strengthening in Croatia point towards a collective route forwards.

APPENDIX I. CASE STUDY SUMMARIES

1. Social engagement in local community actions

This case study explores the extent and modes of citizens' participation in local civic initiatives. This CSI research has indicated a rather limited extent of civic participation, where volunteering was shown to be particularly low. Furthermore, the regional consultations indicated a strengthening of *ad hoc* civic activism, in contrast to traditional volunteering. Therefore, this case study explored the characteristics of participants in particular social actions, their management, the contribution they made to the action and the cooperation between CSOs and other local stakeholders. Within this case study, seven CSOs were included, selected among organisations which received funds from the NFCSD in 2009, via its decentralised programme "Our Contribution to the Community". The interviews were conducted with coordinators of actions or other people familiar with the action (usually the president). It was shown that CSOs in their activities mainly rely on the volunteer contribution of their own members. Generally, the readiness of citizens to get involved in such actions and to volunteer was found to be low. CSOs often find it difficult to get new people involved. Greater citizen involvement is usually recorded in cases of humanitarian actions. Most interviewees stressed the importance of adequate presentation of volunteering to the citizens. Good interest among local media, good cooperation with other CSOs and institutions in the local community, and a strong organisational reputation in communities were recognised as potential areas for strengthening of civil actions and social capital building at the local level. Schools were also recognised as important institutions which can contribute to the culture of volunteering among the younger population.

2. Status of accountability of CSOs

The CSI research has shown that more than 63% of CSOs practise democratic decision-making in terms of who takes key decisions in the organisation. However, the regional consultations revealed that sometimes organisations promoting human rights and other values at the same time do not respect them internally. This, in conjunction with the results recorded in the previous CSI study, indicate that internal democratic practice is somewhat problematic. This case study explored both internal and external accountability: the accountability of an organisation not only towards its own staff and members, but also towards other external stakeholders and beneficiaries. For that purpose, interviews were conducted with representatives from five organisations. It is important to stress that organisations in the sample are all recognised as those promoting and practising some core values, with good organisational and human capacities, and thus do not represent average organisations in Croatia. The case study explores how particular organisations and their leaders understand and practise different aspects of accountability (inclusiveness, transparency, evaluation processes and complaints mechanisms). The interviewees generally recognised and defined different aspects of accountability, stressing their importance and giving examples of how they had practised different aspects of accountability. The interviewees particularly stressed the importance of transparency of the work of CSOs. When compared to other sectors, civil society is assessed as one of the most accountable stakeholders in society. What is needed is a more proactive presentation of CSOs in the public eye, the creation of a basis for dialogue and greater efforts to change the perception of civil society.

3. Development and achievements of the Bishop Josip Lang Foundation

This case study is envisaged as a follow up to the previous CSI 2003-2005. The aim of the study was to assess the changes between two points in time and to assess the social impact that the Foundation exerts. The case study was based on the previous research, a media review and an interview with two representatives of the Foundation. As the previous CSI research showed, the Bishop Josip Lang Foundation, in partnership with reputable representatives of the corporate sector, public television and other stakeholders, demonstrated that it was possible for CSOs to exert influence on various stakeholders and to put the social problems of older people, the sick and frail on the policy agenda. This case study shows that the problems of older and infirm people are increasing. There is also a greater number of impoverished older people. Notwithstanding, there is a relatively small number of civic initiatives dealing with this vulnerable group, and those which exist mainly do not cooperate. It was shown that the state does not have recognisable programmes of support to such initiatives, and thus they remain occasional. The state and its programmes are not receptive to such civil initiatives and do not show readiness to develop partnerships in social policy or in the growing area of social needs. Considering the expected retrenchment of the state in terms of capital investment, for example in the residential homes for the elderly, it is recommended for the state to improve its policy towards such civil initiatives and development of the welfare mix[25] in Croatia.

4. Civil society in the media

This case study also relates to the earlier CSI 2003-2005. The previous CSI research results highlighted the media as one of the key stakeholders in civil society development. In the earlier media analysis (Bežovan, Zrinščak, 2007) a relatively weak interest for civic themes was recognised. The media was presenting those themes rather superficially and only a few journalists demonstrated some deeper understanding of civil society and its role in society. Within the recommendations from the same survey, the media was recognised as a potentially key partner of CSOs in the promotion of the culture of civility and positive social change. This case study shows that in the Croatian media, civil society is still superficially and occasionally referred to. There are not many journalists that cover civil society themes. It was also shown that the media often do not trust CSOs and perceive them as pursuing their particular interests and using donations in a non-transparent manner. Civil society is not easily visible to the public; there are a smaller number of organisations and individuals that are always present in the public eye. The media is dominated by politics and politicians and the lack of public debates is recognised as an important problem for social development.

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[25] Welfare mix is an arrangement in which the state, local governments, civil society, for-profit sector, informal sector, family and other stakeholders occupy the earlier monopolistic role of the state, and cooperate in the processes of policy making and the implementation of social programmes.

APPENDIX II. OVERVIEW OF RESEARCH METHODS

Organisational Survey and External Perception Survey

This research activity included a postal survey of the organisations and external stakeholders in the sample. The survey was undertaken by two sets of questionnaires, namely, the Questionnaire for Organisations and the Questionnaire for External Stakeholders. Information gained by the first questionnaire was used mostly for assessing the dimensions of the level of organisation, values and perceived impact, while the information gained by the latter questionnaire was mainly used to feed the perceived impact dimension.

Both samples were created in September 2009, namely, a stratified sample of organisations, where type of activity and county were criteria (based on the official Register of Associations), and a convenience sample of the external stakeholders. The former sample consisted of 500 organisations, and the latter of 200 respondents.

Currently, there are more than 42,000 associations in Croatia and even though the official Register of Associations is available online it is not fully searchable. Furthermore, some earlier research indicated that there are a large number of inactive registered organisations, which makes the Register unreliable. Therefore, the sampling of organisations was made by combining the official Register of Associations with another available unofficial address book of organisations, created by particular organisations with an aim of mapping and compiling a basis of contacts of associations for a certain region.

The first round of sending questionnaires took place during October and November 2009. Due to a low response (around 25%), a second round was undertaken during March 2010. A significant effort was put into collecting the questionnaires, which included email and telephone reminders. The final response rate for both questionnaires was 34%.

	Sent	Returned
CSOs	623	210
External stakeholders	186	63

In total, 210 completed questionnaires were collected from the CSOs, and 63 questionnaires from external stakeholders. A more detailed description of participants in the survey is shown in the following tables.

TABLE A.II.1. NUMBER OF ORGANISATIONS IN THE SAMPLE, ACCORDING TO THE REGIONS

Region (including the counties)	N	%
Southern Croatia (Split-Dalmatia, Dubrovnik-Neretva, Zadar and Sibenik-Knin)	32	15.2
Eastern Croatia (Vukovar-Srijem, Osijek-Baranja, Brod-Posavina, Virovitica-Podravina and Pozega-Slavonia)	30	14.3
Continental Croatia (Zagreb county, Sisak-Moslavina, Karlovac and Bjelovar-Bilogora)	38	18.1
Western Croatia (Coast-Gorski Kotar, Istria and Lika-Senj)	18	8.6
Northern Croatia (Varazdin, Koprivnica-Krizevci, Krapina-Zagorje and Medjimurje)	16	7.6
The City of Zagreb	76	36.2
Total	210	100.0

TABLE A.II.2. NUMBER OF ORGANISATIONS IN THE SAMPLE, ACCORDING TO TYPE OF ORGANISATIONS

Type of organisation	N	%
Farmer/fisherman group or cooperative	3	1.4
Traders or business association	0	0
Professional association (e.g. doctors, teachers)	8	3.9
Trade union or labour union	1	0.5
Neighbourhood/ village committee	0	0
Religious or spiritual group	1	0.5
Political organisations and movements	0	0
Cultural group or association (e.g. arts, music, theatre, film)	7	3.4
Burial society	0	0
Co-operative, credit or savings group	0	0
Education group (e.g. parent-teacher association)	4	1.9
Health group / social service association	37	17.9
Sports association	7	3.4
Youth group	16	7.7
Women's group	13	6.3
NGO / civic group / human rights organisation	21	10.1
Ethnic-based community group	2	1.0
Environmental or conservational organisation	19	9.2
Hobby organisation (e.g. stamp collecting club)	2	1.0
War veterans association	3	1.4
Organisations for people with disabilities	37	17.9
Other groups	26	12.6

TABLE A.II.3. NUMBER OF EXTERNAL STAKEHOLDERS IN THE SAMPLE, ACCORDING TO TYPE OF INSTITUTION

Type of institution	N	%
Executive branch of government (government, ministries, governmental offices)	9	14.5
Legislative branch (i.e. parliament)	1	1.6
Judiciary branch (e.g. supreme court, constitutional court)	0	0
Private sector	5	8.1
Media	1	1.6
Academia	3	4.8
International governmental organisation	3	4.8
Donor organisation	1	1.6
Regional and local government	6	9.7
Public institutions	25	40.3
Other	8	12.9

Total	62	100.0

Regional focus groups

In order to ensure a regional coverage, consultations with the representatives of civil society and other stakeholders were organised in six cities, namely:

- Split, 10 May 2010. (13 participants)
- Rijeka, 18 May 2010. (10 participants)
- Osijek, 21 May 2010. (13 participants)
- Pula, 24 May 2010. (4 participants)
- Varaždin, 28 June 2010. (10 participants)
- Zagreb, 1 July 2010. (10 participants)

Regional focus groups were facilitated by Jelena Matančević and Marina Dimić Vugec.

Case studies

Case studies were conducted by:

- Social engagement in local community actions – Jelena Matančević
- Status of accountability of CSOs – Jelena Matančević
- Development and achievements of the Bishop Josip Lang Foundation – Gojko Bežovan
- Civil society in the media – Gojko Bežovan

A list of people interviewed for the case studies:

Saša Šegrt, Transparency International Croatia

Maja Mamula, Women's' Room

Stela Fišer, *Pragma*

Željana Buntić-Pejaković, Cenzura Plus

Sandra Prlenda, Centre for Women's Studies

Prof. dr. sc. Mijo Nikić, Bishop Josip Lang Foundation

Pater Antun Cvek, Bishop Josip Lang Foundation

Zvonimir Despot, Večernji list (media)

Jasenka Plantak, Krik

Indira Asanović, Pogledaj me

Ante Puljević, Prijatelj

Gordana Tomić, Golubovi

Aleksandra Podrebarac, Carpe diem

Tomislav Novak, Krug

Željko Pripuzović, Društvo multiple skleroze Istarske županije

APPENDIX III. LIST OF ADVISORY COMMITTEE MEMBERS

Kristina Bulešić Stanojević – Istria County

Željana Buntić-Pejaković – Cenzura Plus

Bojana Ćulum. PhD – Faculty of Philosophy in Rijeka

Tajana Drakulić - Croatian Trade Union Federation of Nurses and Medical Technicians

Danica Eškić - Association of Societies of Multiple Sclerosis of Croatia

Gordana Forčić – Smart

Martina Gregurović – Krapina-Zagorje County

Lidija Japec

Jaša Jarec – Government Office for Cooperation with Associations

Ivana Marić. PhD – Faculty of Economy in Zagreb

Mirjana Matešić – Croatian Business Council for Sustainable Development

Krešimir Miletić – City of Zagreb

Sandra Prlenda – The Centre for Women's Studies

Ana Profeta – Partnership for Social Development

Lejla Šehić Relić - Volunteers' Centre in Osijek

Marko Turk – Foundation of the University of Rijeka

APPENDIX IV. CSI DATA MATRIX

Subdimension	Indicator	Name	Data Result
1) Dimension: Civic Engagement			**39.4**
1.1		Extent of socially-based engagement	14.8
	1.1.1	Social membership 1	20.7
	1.1.2	Social volunteering 1	8.8
1.2		Depth of socially-based engagement	25.6
	1.2.1	Social membership 2	22.6
	1.2.2	Social volunteering 2	28.6
1.3		Diversity of socially-based engagement	79.9
	1.3.1	Diversity of socially-based engagement	79.9
1.4		Extent of political engagement	19.3
	1.4.1	Political membership 1	13.2
	1.4.2	Political volunteering 1	4.8
	1.4.3	Individual activism 1	39.8
1.5		Depth of political engagement	18.2
	1.5.1	Political membership 2	15.3
	1.5.2	Political volunteering 2	12.5
	1.5.3	Individual activism 2	26.8
1.6		Diversity of political engagement	78.9
	1.6.1	Diversity of political engagement	78.9
2) Dimension: Level of organisation			**60.0**
2.1		Internal governance	95.2
	2.1.1	Management	95.2
2.2		Infrastructure	75.7
	2.2.1	Support organisations	75.7
2.3		Sectoral communication	82.3
	2.3.1	Peer-to-peer communication 1	79.9
	2.3.2	Peer-to-peer communication 2	84.7
2.4		Human resources	6.6
	2.4.1	Sustainability of HR	6.6
2.5		Financial and technological resources	84.5
	2.5.1	Financial sustainability	72.3
	2.5.2	Technological resources	96.6
2.6		International linkages	15.7
	2.6.1	International linkages	15.7
3) Dimension: Practice of Values			**41.1**
3.1		Democratic decision-making governance	63.3
	3.1.1	Decision-making	63.3
3.2		Labour regulations	26.5
	3.2.1	Equal opportunities	30.8
	3.2.2	Members of labour unions	6.4

	3.2.3	Labour rights trainings	18.7
	3.2.4	Publicly available policy for labour standards	50.0
3.3		Code of conduct and transparency	46.2
	3.3.1	Publicly available code of conduct	35.1
	3.3.2	Transparency	57.3
3.4		Environmental standards	13.4
	3.4.1	Environmental standards	13.4
3.5		Perception of values in civil society as a whole	56.2
	3.5.1	Perceived non-violence	31.5
	3.5.2	Perceived internal democracy	65.5
	3.5.3	Perceived levels of corruption	22.2
	3.5.4	Perceived intolerance	59.4
	3.5.5	Perceived weight of intolerant groups	83.7
	3.5.6	Perceived promotion on non-violence and peace	74.6
4) Dimension: Perception of Impact			***41.4***
4.1		Responsiveness (internal perception)	43.2
	4.1.1	Impact on social concern 1	36.7
	4.1.2	Impact on social concern 2	49.7
4.2		Social impact (internal perception)	75.2
	4.2.1	General social impact	70.5
	4.2.2	Social impact of own organisation	80.0
4.3		Policy impact (internal perception)	38.4
	4.3.1	General policy impact	47.0
	4.3.2	Policy activity of own organisation	45.9
	4.3.3	Policy impact of own organisation	22.4
4.4		Responsiveness (external perception)	34.9
	4.4.1	Impact on social concern 1	31.1
	4.4.2	Impact on social concern 2	38.7
4.5		Social impact (external perception)	62.4
	4.5.1	Social impact selected concerns	85.1
	4.5.2	Social impact general	39.7
4.6		Policy impact (external perception)	28.6
	4.6.1	Policy impact specific fields 1-3	34.5
	4.6.2	Policy impact general	22.6
4.7		Impact of civil society on attitudes	7.3
	4.7.1	Difference in trust between civil society members and non-members	12.0
	4.7.2	Difference in tolerance levels between civil society members and non-members	2.7
	4.7.3	Difference in public spiritedness between civil society members and non-members	0.0
	4.7.4	Trust in civil society	14.4
5) Contextual Dimension:			***61.9***

Environment			
5.1		Socio-economic context	54.1
	5.1.1	Basic Capabilities Index	99.1
	5.1.2	Corruption	44.0
	5.1.3	Inequality	71.0
	5.1.4	Economic context	2.3
5.2		Socio-political context	73.1
	5.2.1	Political rights and freedoms	87.5
	5.2.2	Rule of law and personal freedoms	79.2
	5.2.3	Associational and organisational rights	100.0
	5.2.4	Experience of legal framework	38.0
	5.2.5	State effectiveness	60.8
5.3		Socio-cultural context	58.6
	5.3.1	Trust	20.1
	5.3.2	Tolerance	71.4
	5.3.3	Public spiritedness	84.2

APPENDIX V. ASSOCIATIONS IN CROATIA, ACCORDING TO COUNTIES

County	Number of associa-tions	Share of total nr. of organisations	Population	Nr of associations over 10000 people	Share of population with university degree, older than 15 years	Share of urban population, %
Bjelovarsko-bilogorska	1.231	2,90	133.084	9,25	6,6	36,0
Brodsko-posavska	1.293	3,05	176.765	7,31	6,9	44,1
Dubrovačko-neretvanska	1.619	3,82	122.870	13,18	13,9	58,7
Grad Zagreb	9.578	22,58	779.145	12,29	22,5	94,5
Istarska	2.304	5,43	206.344	11,17	12,5	59,4
Karlovačka	1.222	2,88	141.787	8,62	8,6	49,3
Koprivničko-križevačka	1.082	2,55	124.467	8,69	7,0	34,5
Krapinsko-zagorska	1.076	2,54	142.432	7,55	5,8	16,8
Ličko-senjska	520	1,23	53.677	9,69	7,1	40,2
Međimurska	1.040	2,45	118.426	8,78	6,5	22,6
Osječko-baranjska	3.193	7,53	330.506	9,66	9,1	48,1
Požeško-slavonska	719	1,69	85.831	8,38	6,7	42,9
Primorsko-goranska	3.375	7,96	305.505	11,05	15,2	65,2
Sisačko-moslavačka	1.619	3,82	185.387	8,73	7,6	46,5
Splitsko-dalmatinska	3.799	8,96	463.676	8,19	13,4	70,1
Šibensko-kninska	1.072	2,53	112.891	9,50	9,4	54,3
Varaždinska	1.534	3,62	184.769	8,30	8,4	31,6
Virovitičko-podravska	828	1,95	93.389	8,87	5,7	32,9
Vukovarsko-srijemska	1.597	3,76	204.768	7,80	6,6	43,2
Zadarska	1.273	3,00	162.045	7,86	10,6	53,6
Zagrebačka	2.448	5,77	309.696	7,90	7,8	31,4
Ukupno	**42.422**	**100,00**	**4.437.460**	**9,18**	**11,9**	**100**

Source: Register of Associations (Available from: http://www.appluprava.hr/RegistarUdruga/ Accessed on 24 January 2011), Croatian Bureau of Statistics - Population census 2001 (Available from: http://www.dzs.hr/ Accessed on 24 January 2011)

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