

**CIVIL SOCIETY IN CROATIA:  
GAINING TRUST AND ESTABLISHING PARTNERSHIPS  
WITH THE STATE AND OTHER STAKEHOLDERS**

**CIVICUS Civil Society Index Report for Croatia**

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CIVICUS- World Alliance for Citizen Participation**

## FOREWORD

The Centre for Development of Non-Profit Organizations (CERANEEO), established in 1995, has played a significant role in the development of civil society in Croatia and, until the end of 2000, CERANEEO was the main resource centre for civil society in Croatia. During this five year period CERANEEO worked on establishing a favourable legal framework for non-profit sector development, strengthening the sector's capacity and providing a voice for the civil society sector.

In 2001, CERANEEO 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, CERANEEO conducts research and organizes discussions on social policy issues. It also promotes innovative approaches to address these social policy issues, while advocating that civil society has a more prominent role to play in Croatian governance.

CERANEEO was a partner organization during the pilot phase implementation of the CIVICUS Civil Society Index (CSI) in 2001. The current project is the follow up on this previous research. By conceptualizing the role and significance of civil society more broadly, than was the case in the 1990s, the CSI project has initiated a new debate on the concept and significance of civil society. This action-oriented study involved a wide range of stakeholders from throughout the country, and will be used to inform civil society organizations, as well as researchers, public sector employees, the private sector, national and foreign donors and the general public. The participation of CERANEEO in the first full implementation phase of the CSI project in 2003-05 took place in cooperation with a wide range of organizations, individuals and members of the National Advisory Group (NAG). This cooperation is expected to continue, particularly through the publication and presentation of project outcomes to a wide audience.

Gojko Bežovan, President  
Centre for Development of Non-Profit Organizations (CERANEEO)

## ACKNOWLEDGEMENTS

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The National Advisory Group (NAG), in line with the proposed methodology, assisted us from the very beginning of the project. We would like to express our gratitude to the NAG members who selflessly offered their time, knowledge and information in order to successfully accomplish this project. The members of the NAG include: Gordan Črpić - Centre for Promotion of Catholic Social Teaching, Željka Jelavić - Centre for Women's Studies, Siniša Kuhar - Trade Union of Civil Servants and Employees, Gordana Drakulić-Ramač - Suncokret, Branka Kaselj; Lejla Šehić-Relić - Centre for Peace, Non-Violence and Human Rights, Ana Butković - Ministry of Health and Social Welfare, Sandra Cvetko - Zagrebačka banka, Zoran Šučur – Department for Social Work at the Faculty of Law in Zagreb, Lidija Rogošić-Pavić - ODRAZ, Edi Žitnik - MI Association and Gordana Forčić and Slađana Novota - SMART.

Throughout the course of the project implementation, over 20 experts were consulted on various aspects of civil society, and we are grateful for their time and assistance (see list of key informants in Annex 1).

We are also grateful to our associates: MSc Vjekoslav Bratić, Krešimir Miletić and MSc Tin Gazivoda who assisted with the project by carrying out specific studies on selected topics. MSc Teo Matković also played a significant role in the project implementation, actively participating in the research, data organization and analysis and in drafting one section of the project report. The media analysis was conducted by hard working associates Aleksandra Pikić and Sanda Brumen, and useful proposals, with respect to the methodology, were provided by Dr. Ivan Rimac.

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CIVICUS - Civil Society Index - Croatian team

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## LIST OF ACRONYMS

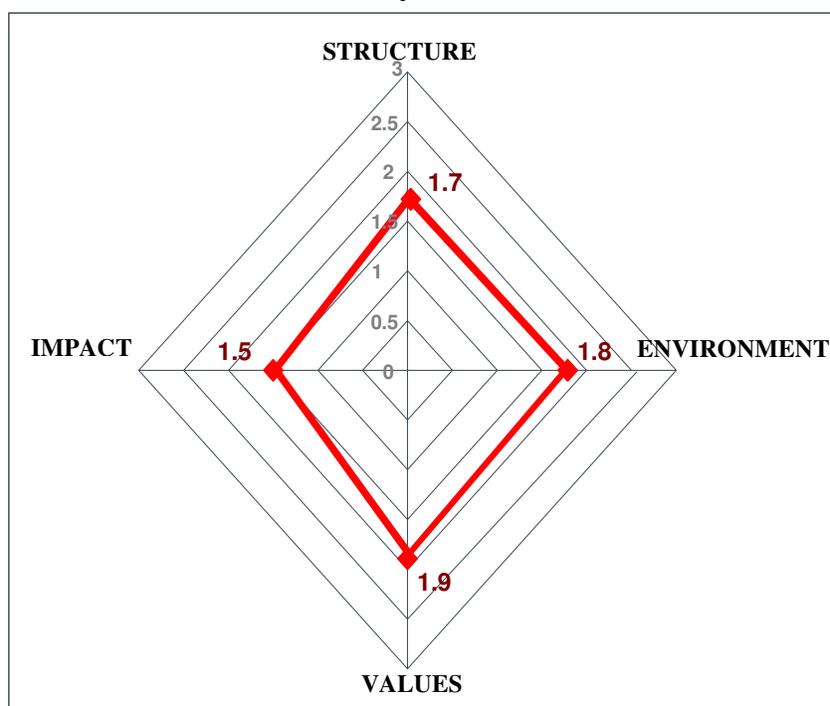
AED	Academy for Educational Development
CERANEO	Centre for Development of Non-Profit Organizations
CSI	Civil Society Index
CPI	Corruption Perception Index
CSO	Civil society organisation
EVS	European value survey
HDZ	Croatian Democratic Union
NAG	National Advisory Group
NCO	National Coordinating Organisation
NIT	National Index Team
GSV	Gospodarsko socijalno vijeće (Economic Social Committee)
RECC	Regional Environmental Centre Croatia
RSC	Regional Stakeholder Consultation
SDP	Social Democratic Party
ZUS	Zagreb Unemployment Society

## EXECUTIVE SUMMARY

This section presents the main findings, observations and implications of the CIVICUS Civil Society Index (CSI) project in Croatia, which has been carried out by the Centre for Development of Non-Profit Organisations (CERANEO).

During 2004 and in the first part of 2005 the CSI project collected information from a wide range of civil society stakeholders: citizens, civil society organisations (CSOs), experts and researchers. The main data sources are secondary data, a population survey, a regional stakeholder survey, policy case studies, interviews with key informants and a media analysis. Using a comprehensive framework of 74 indicators and four dimensions, as well as using the wide range of data described above, the National Advisory Group assessed the overall state of civil society in the country which is visually presented in the Civil Society Diamond (see figure 1 below).

**FIGURE 1: Civil Society Diamond for Croatia**



The diagram, visualising the state of Croatian civil society in the form of a Diamond, shows that civil society in Croatia is rather well balanced and of medium size. The structure and impact dimensions are slightly less developed and consequently include a larger number of weaknesses than the other two dimensions.

Based on these new empirical facts, the participatory CSI assessment exercise identified the following main issues for Croatian civil society:

### 1 - Civic engagement and civic participation

With regard to civil society's structure, the lack of widespread and active membership in CSOs and the low levels of civic engagement is still a key concern. However, the amounts donated by citizens for humanitarian purposes are gradually increasing, though the propensity to volunteer is growing at a considerably slower rate. At community level, however, citizen participation in CSOs and through other forms of civic engagement is on the rise, since here the benefits of practicing such civic virtues for social stability and public safety are clearly apparent.

### 2 - Networks of civil society organisations

Civil society's infrastructure was assessed as moderate and is developing rather slowly. One specific problem is the low levels of trust among CSOs, which result in poor networking and insufficient cooperation among them. Specific CSO networks and groups are often aligned with political parties, with almost no cooperation existing across party lines. However, ad hoc

coalitions of CSOs dealing with specific issues are gaining trust among the general public. Croatian CSOs are also poorly networked at the international level, which has recently been recognized as a challenge and an area in need of significant attention.

### **3 - Low trust and social capital**

There is a deep level of mistrust throughout Croatian society. This also applies to CSOs, which are not trusted by citizens, state representatives or the corporate sector. To make matters worse, CSOs do not seem to have any positive impact on the attitudes and norms of their members, as shown in the analysis of civil society's role in building social capital. However, this is changing at the community level, where CSOs are increasingly able to attract the support of citizens.

### **4 - Biased media coverage**

The media, particularly national television, focuses on the scandals involving CSOs and rarely presents the positive activities undertaken by Croatian CSOs. In other words, it generally presents civil society as an arena of conflict, mistrust and rivalry, not as a sphere of cooperation, tolerance or social integration. Thus, journalists need more knowledge on the positive and important role of civil society in contemporary societies. However, it should be pointed out that print media is more open to covering stories about civil society's contributions, as revealed by the CSI's media analysis.

### **5 - Concentration of civil society organisations in larger towns**

Looking at the geographical distribution of CSOs in Croatia, it is clear that civil society is still a phenomenon concentrated in larger cities and in the more developed part of the country. However, a civic culture is developing in those rural areas, where there is economic growth and where local resource centres exist.

### **6 - Financial resources - a critical factor for sustainable development**

The lack of stable financial resources and the limited transparency of the current system of state support to civil society are key obstacles to achieving sustainability for the sector. However, the future strengthening of civil society also depends considerably on further investment in appropriate human resources. In this regard, some interesting recommendations have been made in this report, such as a state-sponsored scheme to attract more young professionals to work with CSOs.

### **7 - Corporate social responsibility**

Despite a rather negative assessment of corporate social responsibility in the context of the CSI, a range of new initiatives are emerging, which are likely to provide substantial impetus for the development of civil society at the local level. However, many observers opine that the purposes of these activities are driven by the company's public relations goals rather than by real social responsibility. Be it as it may, more and more small companies are actively taking part in such initiatives.

### **8 - Meeting the needs of marginalized groups**

CSOs appear to be more proactive and attentive than the state in meeting the needs of marginalized groups, such as the poor and disabled persons. The results achieved by CSOs' service provision in this area places them in a strategic position to play a stronger role in the process of preparing and developing significant social policy programmes, such as care for addicts. These advocacy activities are a good entry point for civil society organisations to become more involved in service delivery in the future.

## **9 - Civil society actions to protect the environment**

Croatian CSOs have a history of strong dedication to environmental protection, dating back to the 1980s. Currently, environmental CSOs are probably the most developed and effective civil society sub-sector in the country. Their activities now include public information and education campaigns, and they are increasingly effective in cooperating with other stakeholders, such as business and government. For example, in decision-making processes regarding large investment projects, environmental CSOs are regarded as an important stakeholder. The best known example is the activism of ecological organizations around the oil pipeline project, “Družba Adria”. Their positive relationship with, and effective use of, the media could serve as a good role model for other CSOs and initiatives.

## **10 - Relationship between the state and CSOs**

The dialogue between the state and CSOs is rather limited, and is neither frequent nor systematic, even though committees with civil society participation are being established. In most cases, the state seeks to avoid having to consult with civil society. Consequently, in general, CSOs have only a modest impact on public policy formulation as they are rarely invited to participate in the process of preparing, passing or implementing laws or policies. However, there are positive examples where CSOs are seen as legitimate stakeholders in public decision making processes. Clearly, stronger advocacy skills are needed for those CSOs which seek to engage the state.

## **11 - Reactive approach of CSOs**

In general, Croatian CSOs’ approach to existing social problems is reactive and rarely focuses on preventing social problems from emerging. This is due to the fact that CSOs still lack a firm grounding in the Croatian citizenry and only engage in activities in the framework of previously planned and financially covered projects, often designed by donors. However, a more proactive approach by CSOs to social issues can be seen in the example of newly established CSOs providing services to some marginalised groups, such as the elderly.

The future of civil society in Croatia is unclear, however there are several indications that civil society is becoming more stable and sustainable. The CSI study indicates that younger, more educated sections of the Croatian population are more involved in civic engagement than the general population. Also, the interest of local entrepreneurs and local government to cooperate with civil society initiatives is growing. In general, it can be observed that civil society is currently in the process of building relations of trust and partnership with other stakeholders in the country. This is particularly evident at the local level, where considerable space for dialogue among different stakeholders is being created and where new networks are being established. Thus, there are realistic prospects for the development of a strong locally grounded civil society; one that will work in partnership with the local government and local businesses. Taking into account the situation of civil society some years ago, when it was characterized by foreign donor dependency, lack of civic engagement and weak capacities, such a development would signify a major achievement, and would bode well for the long-term sustainability of Croatian civil society.

There is still a need to generate an overall strategy for strengthening civil society in Croatia, which would increase the legitimacy of CSOs as relevant stakeholders in the developmental processes of the country and increase the level of trust in CSOs.

## INTRODUCTION

This document presents the outcomes of the CIVICUS Civil Society Index (CSI) in Croatia, implemented from September 2003 to May 2005, as part of the international CSI project coordinated by CIVICUS: World Alliance for Citizen Participation.

The CSI is a participatory, action oriented research project, assessing the status of civil society in countries around the world. The project links the assessment exercise with stakeholders' reflections and the development of an action plan, aimed at strengthening civil society in the areas where weaknesses or challenges were detected. By seeking to combine the results of a participatory assessment with joint actions by relevant stakeholders, the CSI aims to contribute to the development of knowledge-based policies and practices on civil society.

In each country, the CSI is implemented by a National Coordinating Organisation (NCO), guided by a National Advisor Group (NAG) and the CSI project team at CIVICUS. The NCO—CERANEO in Croatia—collects and synthesizes the data and information on civil society from a variety of primary and secondary sources. This information is employed by the NAG to score the 74 CSI indicators, which together provide a comprehensive assessment of the state of civil society. The findings are then discussed at a National Workshop, where civil society stakeholders identify specific strengths and weaknesses of civil society as well as develop recommendations for strengthening civil society. The international CSI project team at CIVICUS provides training, technical assistance and quality control to the NCO throughout the project implementation.

The CSI is an international comparative project currently involving more than 50 countries around the world. It was conceived with two specific objectives: (1) providing useful knowledge on civil society and (2) increasing the commitment of stakeholders to strengthen civil society. The first objective inherits a certain tension between country-specific knowledge and knowledge comparable cross-nationally on a global scale. CIVICUS sought to resolve this tension by making it possible to adapt the methodology and the set of 74 indicators to country-specific factors. CERANEO made a few adaptations to the project methodology, but adhered fairly closely to the project framework proposed by CIVICUS.

CERANEO is primarily interested in the comparability of the research findings with other Eastern European countries implementing the CSI. Comparing the research findings will provide new stimuli for discussions about the development of civil society in the region. In implementing the CSI project in Croatia we faced a number of challenges, and gained new insights, which helped to define new issues for future studies on the nature of civil society in Croatia.

### Structure of the Publication

Section I, the “Civil Society Index Project and Approach”, provides a detailed history of the CSI, its conceptual framework and its research methodology.<sup>1</sup>

Section II, “Civil Society in Croatia”, provides a background on civil society in Croatia and highlights some specific features of Croatian civil society. It also describes the use of the civil society concept in Croatia, as well as the definition employed by the CSI project. Last, it describes the exercise of developing a map of civil society, which was carried out as part of the CSI project activities in several regions in the country.

Section III, entitled “Analysis of Civil Society”, is divided into four parts—Structure, Environment, Values and Impact—which correspond to the four main dimensions of the CSI. The presentation of the results according to individual dimensions and subdimensions is intended to

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<sup>1</sup> See also Appendix 1 The Scoring Matrix, and Appendix 2 A Survey of Methods.

be a resource repository, and readers looking for an overall interpretation of the report should refer to the conclusion. This section also involves the case studies, described in detail in Annexes 2 and 3.

Section IV, “Strengths and Weaknesses of Croatian Civil Society”, summarises the ideas, arguments and opinions raised at the National Workshop which was held on April, 2005 in Stubičke Toplice. Participants from CSOs and academic institutions had the opportunity to comment on, criticise and supplement the findings through their participation in plenary sessions and small group discussions.

Section V, “Recommendations”, provides the many recommendations raised by participants at the National Workshop and other project events. These recommendations focus on concrete actions on how to strengthen civil society and its role in Croatia.

Finally, the conclusion in Section VI maps the Civil Society Diamond and offers an interpretation on the report’s implications for the overall state of Croatian civil society.

# I. CIVIL SOCIETY INDEX PROJECT & APPROACH

## 1. PROJECT BACKGROUND

The idea of a Civil Society Index (CSI) originated in 1997, when the international non-governmental organisation CIVICUS: World Alliance for Citizen Participation published the *New Civic Atlas* containing profiles of civil society in 60 countries around the world (CIVICUS 1997). To improve the comparability and quality of the information contained in the *New Civic Atlas*, CIVICUS decided to embark on the development of a comprehensive assessment tool for civil society, the Civil Society Index (Heinrich/Naidoo 2001; Holloway 2001). In 1999, Helmut Anheier, the director of the Centre for Civil Society at the London School of Economics at the time, played a significant role in the creation of the CSI (Anheier 2004). The CSI concept was tested in 14 countries during a pilot phase lasting from 2000 to 2002. Upon completion of the pilot phase, the project approach was thoroughly evaluated and refined. In its current implementation phase (2003-2005), CIVICUS and its country partners are implementing the project in more than fifty countries (see table I.1.1).

**Table I.1.1: Countries participating in the CSI implementation phase 2003-2005<sup>2</sup>**

1. Argentina	18. Gambia	36. Northern Ireland
2. Armenia	19. Georgia	37. Orissa (India)
3. Azerbaijan	20. Germany	38. Palestine
4. Bolivia	21. Ghana	39. Poland
5. Bulgaria	22. Greece	40. Romania
6. Burkina Faso	23. Guatemala	41. Russia
7. Chile	24. Honduras	42. Scotland
8. China	25. Hong Kong (VR China)	43. Serbia
9. Costa Rica	26. Indonesia	44. Sierra Leone
10. Croatia	27. Italy	45. Slovenia
11. southern part of Cyprus	28. Jamaica	46. South Korea
12. northern part of Cyprus	29. Lebanon	47. Taiwan
13. Czech Republic	30. Macedonia	48. Togo
14. East Timor	31. Mauritius	49. Turkey
15. Ecuador	32. Mongolia	50. Uganda
16. Egypt	33. Montenegro	51. Ukraine
17. Fiji	34. Nepal	52. Uruguay
	35. Nigeria	53. Vietnam
		54. Wales

The CSI project is in line with CERANEO's mission, which is dedicated to collecting, analysing and researching social policy issues, promoting new initiatives and advocating for a more important role for civil society in governance. The CSI combines action oriented research with a comprehensive set of instruments for civil society assessment, which result in concrete recommendations and action points for various stakeholders to strengthen civil society. This fits very well with CERANEO's mission as a means for building new knowledge on practical civil society issues. The project is also significant for Croatian civil society, since its findings can be compared among neighbouring countries. The overall goal of the project is to assess the status of civil society in Croatia, enrich the knowledge on civil society, to increase awareness among all stakeholders on the importance of civil society and to learn from comparing the project findings among countries – in the Croatian case, mainly among transition countries and countries in Eastern Europe.

<sup>2</sup> This list encompasses independent countries as well as other territories in which the CSI has been conducted, as of January 2006.

The preparations for the project implementation were intensive. In September 2003, a CERANEO representative participated in a CIVICUS' training workshop in Johannesburg to acquire the necessary knowledge for implementing the project. The next step was to secure the necessary financial resources, which were provided by the European Union, Ministry of Science, Education and Sports, the City of Zagreb – Department for Labour, Health Care and Social Welfare, CIVICUS and the National Foundation for Civil Society Development. Project activities got underway on 23 January 2004, when the first meeting of the NAG was held.

## 2. PROJECT APPROACH

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

### 2.1. Conceptual framework

#### *How to define the civil society?*

CIVICUS defines *civil society as the arena, outside of the family, the state and the market where people associate to advance common interests.*<sup>3</sup> The CSI has two interesting features that contrast other civil society concepts. First, its goal is to avoid the conventional focus on formal and institutionalized civil society organizations (CSOs) by also considering informal coalitions and groups. Second, whereas civil society is sometimes perceived as an area with positive actions and values, the CSI seeks to assess both the positive and the negative manifestations of civil society. This concept consequently includes not only the humanitarian organizations and associations active in environmental protection, but also, groups such as skinheads and aggressive football supporter groups. The CSI does not only assess to what extent the CSOs support democracy and tolerance, but also the extent of their intolerance or even violence.

#### *How to conceptualize the state of civil society?*

To assess the state of civil society, the CSI examines civil society along four main dimensions:

- The **structure** of civil society (e.g. number of members, extent of giving and volunteering, number and features of umbrella organisations and civil society infrastructure, human and financial resources);
- The external **environment** in which civil society exists and functions (e.g. legislative, political, cultural and economic context, relationship between civil society and the state, as well as the private sector);

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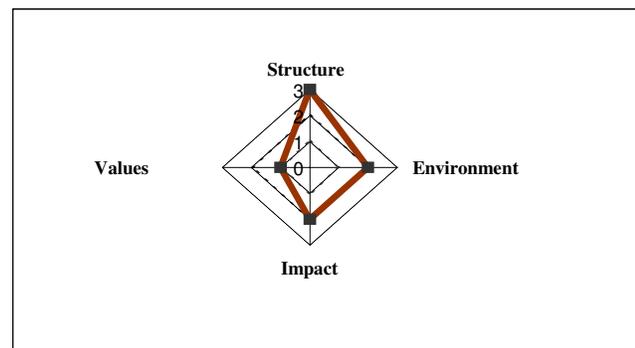
<sup>3</sup> In debates about the definition of civil society in regional stakeholder consultations, the NAG meetings and the National Workshop participants agreed to use the word *space* instead of *arena*.

- The *values* practiced and promoted within the civil society arena (e.g. democracy, tolerance or protection of the environment) and
- The *impact* of activities pursued by civil society actors (e.g. public policy impact, empowerment of people, meeting societal needs).

Each of these main dimensions is divided into a set of sub-dimensions which contain a total of 74 indicators.<sup>4</sup> These indicators are at the heart of the CSI and form the basis of the data presented in this report. The indicator – subdimension - dimension framework underpinned the entire process of data collection, the writing of the research report, the NAG’s assessment of Croatian civil society and the presentations at the National Workshop. It is also used to structure the main section of this publication.

To visually present the scores of the four main dimensions, the CSI makes use of the Civil Society Diamond tool (see figure I.2.1 below as an example).<sup>5</sup> The Civil Society diamond graph, with its four extremities, visually

**FIGURE I.2.1: CIVICUS Civil Society Diamond**



summarises the strengths and weaknesses of civil society. The diagram is the result of the individual indicator scores aggregated into sub- dimension and then dimension scores. As it captures the essence of the state of civil society across its key dimensions, the Civil Society Diamond can provide a useful starting point for interpretations and discussions about how civil society looks like in a given country. As the Diamond does not

aggregate the dimension scores into a single score, it cannot, and should not, be used to rank countries according to their scores for the four dimensions. Such an approach was deemed inappropriate for a civil society assessment, with so many multi-faceted dimensions, contributing factors and actors. The Diamond also depicts civil society at a certain point in time and therefore lacks a dynamic perspective. However, if applied iteratively, it can be used to chart the development of civil society over time, as well as compare the state of civil societies across countries (Anheier 2004).

## 2.2. Project methodology

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

### 2.2.1. Data Collection

The CSI recognized that, in order to generate a valid and comprehensive assessment of civil society, a variety of perspectives and data should be included – insider, external stakeholder and outsider views, as well as objective data ranging from the local, the regional to the national level. The CSI therefore includes the following set of research methods: (1) Review of existing information, (2) Regional stakeholder consultations, (3) Population survey, (4) Media review and (5) Fact-finding studies.

It is believed that this mix of different methods is essential to generate accurate and useful data and information, and also accommodates the variations of civil society, for example in rural

<sup>4</sup> See Appendix 1.

<sup>5</sup> The Civil Society Diamond was developed for CIVICUS by Helmut Anheier (see Anheier 2004).

versus urban areas. The CSI also seeks to utilize all available sources of information to avoid ‘re-inventing research wheels’ and wasting scarce resources. Lastly, the research methodology is explicitly designed to promote learning and, ultimately, action on the part of participants. Besides feeding into the final national-level seminar, data collection processes also aim to contribute to participant learning. This is done, for example, through group-based approaches that challenge participants to see themselves as part of a “bigger picture”, to think beyond their own organisational or sectoral context, to reflect strategically about relations within and between civil society and other parts of society, to identify key strengths and weaknesses of their civil society and assess collective needs. It is important to note that the CSI provides an aggregate needs assessment on civil society as a whole, and is not designed to exhaustively map the various actors active within civil society. However, it does examine power relations within civil society and between civil society and other sectors, and identifies key civil society actors when looking at specific indicators under the structure, values and impact dimensions.

The Croatian CSI study applied the complete list of proposed methods for data collection:

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

### 2.2.2. *Aggregating data*

The project team collected various types of data for the draft report and structured them according to the CSI indicators, sub-dimensions and dimensions. Each indicator was attributed a score between 0 and 3 (0 being the lowest value and 3 the highest). Each potential indicator score (0, 1, 2 and 3) was described in either qualitative or sometimes quantitative terms. The NAG scoring exercise is modelled along a “citizen jury” approach (Jefferson Centre 2002), in which citizens come together to deliberate, and make decision on a public issue, based on presented facts. The NAG’s role is to give a score (similar to passing a judgement) on each indicator based on the evidence (or data) presented by the National Index Team (NIT) in the form of the draft country report.

The process of indicator scoring, performed by the NAG, was based on a discussion on the information provided for each indicator. Based on this discussion and the scoring matrix featuring the indicator score descriptions, the NAG decided on a score for each respective indicator. The National Workshop also played a role in validating the indicators, if an adequate rationale was provided, national workshop participants could decide to change the indicator score provided by the NAG. This only happened in one case, and national workshop participants were

also asked to provide comments and inputs related to the CSI findings. As a result of the workshop, participants built a common understanding of the current state of civil society and recommended initiatives for civil society strengthening.

### **2.3. Linking research with action**

The CSI is not a purely academic project. Its goal is to involve civil society actors in the research process, contribute to a discussion on civil society and provide recommendations on how to strengthen civil society. This categorizes the project as action oriented research.

Various relevant stakeholders participated in the project implementation at several levels. The NAG included representatives from CSOs, the state, the corporate sector, foreign organizations and researchers. It discussed the definition of civil society, the project methodology and assisted with calibrating certain indicator score categories.

Another important component of the project was the regional consultations, organized to discuss the findings of a survey conducted in six regions. These consultations were held in Zagreb, Varaždin, Osijek, Rijeka, Pula and Split, which are recognised as regional centres for CSOs and convenient locations for such meetings. Representatives of various CSOs, the state, the corporate sector, the media, researchers and foreign donors participated in these workshops, where they discussed key issues for Croatian civil society, and identified regionally specific strengths and weaknesses.

The final component of the participatory CSI approach was the discussion of the draft CSI report at the National Workshop, in which participants were asked to identify overall strengths and weaknesses of Croatian civil society and provide recommendations for future activities.

### **2.4. Project outputs**

The CSI implementation in Croatia delivered several products, including:

- A comprehensive report on the status of civil society in the country;
- A list of recommendations, strategies and priority actions developed by various stakeholders, aimed at strengthening civil society in Croatia;
- A press conference on key findings;
- Information on the project and its outcomes presented through several media outlets and
- Consultations with about 100 stakeholders discussing the status of civil society.

## II CIVIL SOCIETY IN CROATIA

### 1. HISTORICAL OVERVIEW

**FIGURE II.1.1: Country Information**

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

In Croatia, civil society has a long tradition dating back to the 19<sup>th</sup> century when prominent industrialists set up foundations for various purposes, and when the Catholic Church began to address social welfare issues and when the organization Hrvatski radiša, began promoting vocational training and the culture of entrepreneurship. Thus, a significant number of civil initiatives existed in late 19<sup>th</sup> and the 20<sup>th</sup> centuries, which established foundations for some cultural, educational and social institutions, and contributed to the modernization of Croatian

society. These initiatives were linked to similar initiatives throughout the rest of the Austro-Hungarian Empire and played an important role in the period between World War I and World War II.

Civil society's activities were more or less suspended during the authoritarian regimes established during and after World War II. Under the communist regime the freedom of association was extremely restricted, and all interest groups involving recreation, sports and culture became part of the state-controlled system. In general, the communist regime had a profound and long lasting impact on the development of civil society in Croatia, the effects of which can still be seen today, and will be difficult to overcome. This legacy manifests itself in the mentality of citizens who do not have a tendency towards self-organization or taking on social responsibility, since they consider it the responsibility of the state to solve their problems. On the other hand, today's state of Croatia shows a paternalistic attitude towards citizens, and only members of certain political parties have access to certain public services. As a result, citizens have a high level of mistrust of state institutions as well as in each other.

In the late 1980s, independent initiatives of intellectuals, as well as ecological and women's groups, became active in Croatia. The rise of civil society in the late 1980s was linked to the creation of a multiparty political system, with some civil initiatives subsequently transforming into political parties. For example, HSLs, the first registered political party in Croatia was a civic initiative set up by intellectuals.

The war for the country's independence (1991-1995) suspended and slowed down the development of civil society in Croatia. The crisis resulted in wide-ranging social problems relating to displaced persons, refugees and victims of the war. However, it also brought about enhanced solidarity and citizens' self-organization in various associations. The technical and material assistance to these organizations was provided by foreign humanitarian organizations active in Croatia, the number of which once amounted to no less than 80.

When considering the civil society development in Croatia over the past 15 years, it should be noted that its development in the 1990s was influenced by a considerably unfavourable political environment. The non-democratic government in that period used the media to defame the NGO sector. Accusations by the government, that such organizations are foreign hirelings, spies and solely protecting the rights and interests of Serbs, had a strong impact on the public's attitude towards CSOs.<sup>6</sup> Several studies warned of citizen's negative attitude towards CSOs (Ledić, Mrnjauš, 2000; B.a.B.e., 2002). Today, these attitudes are still recognizable among a subsection of the public.

During the 1990s, the cooperation and dialogue between CSOs and the state was fairly restricted, and dominated by conflict. In 1999, under pressure from abroad the Government established the Association Office of the Government of the Republic of Croatia. The Office contributed considerably to increasing the transparency of funds allocated to associations from the State Budget and organized several educational programmes, attended by representatives of CSOs, the state and, most importantly, the local authorities. Two important initiatives of the Office were the establishment of the Council for Civil Society Development and the National Foundation for Civil Society Development.

In the late 1990s, CSOs played an important role in ousting the authoritarian regime and installing a truly democratic political system. In 2002, under the mandate of the new coalition government, which was positively inclined towards the idea of civil society, better cooperation between the state and CSOs was established, and CSOs were frequently invited to cooperate in the implementation of various projects. However, a number of consulted experts considered this cooperation only declarative and not truly contributing to establishing successful partnership between the state and the civil society. There were also cases in which the Government did not honour their commitments to partners in civil sector.<sup>7</sup> It is evident from the absence of CSOs as partners that the current Government does not see the need of cooperation with civil society in policy formulation and implementation.<sup>8</sup>

In Croatia, legal regulations pertaining to civil society were passed considerably late, particularly the reform of the tax system and the introduction of the Associations Act, passed in 1997, regulating the establishment, registration and activities of civil society organizations. In passing this act, the Government was not willing to take into account comments and proposals from independent experts or associations. On proposals from CSOs, the Constitutional Court of the Republic of Croatia abrogated 16 provisions of the Associations Act, challenging the constitutional right of association. This experience will likely have negative impacts on civil society's development in the foreseeable future.

Croatia participated in the CIVICUS Civil Society Index pilot in 2001. The research findings indicated five main problems with the state of civil society in Croatia in 2001: (1) lack of cooperation between CSOs and the government, (2) lack of cooperation between CSOs and the corporate sector, (3) the fact that civic engagement, in social and community issues, was not seen as a civic value in the country, (4) a high concentration of CSOs were found in urban areas only and (5) the lack of transparency among CSOs.

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<sup>6</sup> The Open Society Institute Croatia and other donor organizations were threaten by the government and frequently exposed to attacks in media controlled by the government.

<sup>7</sup> Inspired by the experience of the Irish, in late 2001 the Government signed the "Partnership for Development" agreement with the Trade Union and Employers Association. Some reputable civil associations joined the agreement and signed cooperation agreements for special projects. However, the Government in the case of Croatian Law Centre has not fulfilled its obligations pursuant to these agreements.

<sup>8</sup> Government of the Republic of Croatia (2004) *Programme of the Government of the Republic of Croatia in the mandate 2003-2007*, [www.vlada.hr](http://www.vlada.hr).

One of the primary issues that arose from the pilot research in 2001 was the legitimacy of CSOs, which were seen as puppets of international aid. In 2001 civil society in Croatia was an agenda item for international development agencies, which were using their programming to work towards establishing a global civil society, but creating one that was only viable while the financial resources continued to come from abroad. Therefore, civil society was seen as speaking a “foreign” language and as lacking roots in local communities and the consciousness of Croatian citizens. Due to this lack of roots in Croatian society, the public was unwilling to acknowledge them as stakeholders in contemporary development projects, and required CSOs to justify both their existence and activities.

The remainder of this report provides an assessment of the state of civil society in Croatia in 2004. It will therefore be interesting to see to what extent the problems identified in 2001 are still present today, and whether they have been dealt with effectively, and/or whether they have been replaced by a set of new burning issues for Croatian civil society.

## **2. CIVIL SOCIETY CONCEPT IN CROATIA**

The concept of civil society in Croatia has become more frequently used over the past few years; however, the terms “non-government organizations” and “non-profit sector” are still more common. The understanding of the civil society concept is mostly limited to a narrow circle of educated members of the middle class and younger generations. The term civil society is understood to be organizations and initiatives with positive attitudes towards social issues, contributing to the public good.

In Croatia, CSOs usually include associations, foundations, public benefit companies, cooperatives and non-registered initiatives. A rather modest amount of empirical research on civil society has been carried out in Croatia; discussions on the subject are rare and civil society rarely features in the educational system or in university programmes.

### *Civil society concept used in this study*

As mentioned above, the definition of civil society proposed by CIVICUS is sufficiently comprehensive and comprises both “positive” and “negative” organizations, as well as informal citizens’ organizations. Such a comprehensive definition was a challenge to the researchers, who are, as a rule, inclined to look for the positive aspect in civil organizations and initiatives. Thus, “negative” civil society organisations have only been referred to in certain instances throughout the report.

The research team, in cooperation with the NAG selected a group of CSO types from the CIVICUS list, and added organization types typical for Croatia, such as cooperatives, war veterans associations and associations of displaced persons and returnees (war victims) (see table II.2). Funeral services associations, as well as savings and loan associations were deleted from the list due to their insignificant number in Croatia.

**Table II.2.1: CSO types in Croatia**

1.	Cooperative
2.	Sport and recreational association
3.	Traders or Business Association
4.	Youth group (student association)
5.	Professional Association (doctors, teachers, etc.)
6.	Women's group or association
7.	Trade Union or Labour Union
8.	NGO / civic group / human rights organisation (e.g. Red Cross, Amnesty Int.)
9.	Neighbourhood / Village Committee
10.	Ethnic-based community group
11.	Religious or Spiritual Group
12.	Environmental or conservational organisation
13.	Political Group, movement or party
14.	Hobby Organisation (e.g. stamp collecting club)
15.	Cultural Group or Association (arts, music, theatre, film)
16.	War veterans association
17.	Education Group (e.g. parent-teacher association, school committee)
18.	War victims association
19.	Health Group / Social Service Association (e.g. association for the disabled)
20.	Other groups

Important sub-groups of Croatian CSOs can be distinguished according to their stage of development, field of activity and funding profile. They are listed below by their age:

- 1 - The well-organized social welfare CSOs, have strong infrastructures which originated in the period of socialism. They can also draw on stable public financing, but are characterized by a lack of new initiatives or employee initiatives.
- 2 - The professional associations, with various activities, are becoming important in the realm of education, and initiatives for self-regulation and are being recognized as partners by other stakeholders. They are also important actors mobilising support for new initiatives (e.g. around policy issues, legislation).
- 3 - Local organizations that were established after 1990 with substantial foreign support and well educated and skilled employees, functioning on principles of social entrepreneurship, developing innovative programmes, with missions and visions recognizable by the potential partners.
- 4 - A small number of better developed organizations working in the fields of human rights, women's issues and democracy, which are linked to international networks, financed mostly from abroad, without the wider support of local stakeholders and which receive frequent media attention.
- 5 - A small number of social and ecological organizations, frequently organized around the self-help principle, which promote innovative approaches, mobilize membership and local resources and attract reputable persons from public life.
- 6 - Small volunteer-based CSOs in local communities, such as self-help groups, neighbourhood organisations and environmental groups, which are oriented toward the needs of citizens and practical issues, gain increasing importance. The networking among local stakeholders, as well as mobilizing local resources is an important part of these organizations' missions and activities.

### **3. Mapping Civil Society in Croatia**

What does civil society look like in Croatia? What is its relation to the other social forces in the country? How can one visually present these relations? To look into these issues the NAG members conducted a so-called social forces analysis and generated a pictorial presentation of the main forces active in Croatian society at large, as well as of the relations between civil society and these forces.

The exercise found that the state and government bodies occupy a dominant position. An important role was also assigned to the media, whereas the position of the corporate sector was seen as rather isolated. The role of foreign donors and their organizations was recognised as relevant, and some participants attributed an important role to the Catholic Church. In general, the visual presentation of the relations among different social forces revealed a rather disintegrated Croatian society.

As a second step, NAG members collectively drew up a list of key CSO actors and identified the most powerful among them. Each participant then drew a map of civil society with a brief description of main points. Each map was discussed and these discussions provided a good starting point to name all important civil society actors and current issues.

The Social forces analysis provided an important input at the start of the project. By going through this exercise, NAG members understood civil society to be a rather complex and partly vague arena. It also enabled NAG members to compare and situate civil society actors among other actors in Croatian society, which revealed the rather limited role CSOs play among the wider set of social actors.

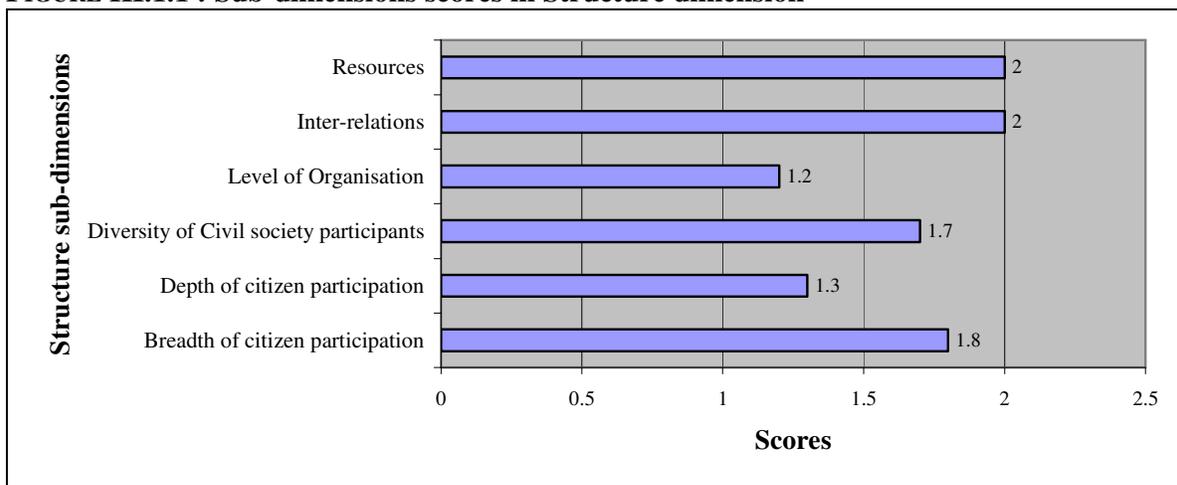
### III ANALYSIS OF CIVIL SOCIETY

This section presents the information and data collected during the CSI project implementation. It includes analyses of individual indicators, sub-dimensions and dimensions, albeit in varied levels of detail. This section is divided along the four dimensions of the CSI diamond: **Structure, Environment, Values and Impact**. At the beginning of each section, graphs are provided with scores for all its sub-dimensions on a scale from 0 to 3. The findings for each dimension are then examined in detail. A separate box provides the scores for the individual indicators for each sub-dimension.

#### 1. STRUCTURE

Within the Structure dimension the size, strength and vibrancy of civil society are described and analyzed in terms of human resources, and organizational and economic features. The score for the Structure dimension is **1.7**, indicating a medium sized civil society. Figure III.1.1 provides the scores for the six sub-dimensions: extent and depth of citizen participation, diversity of civil society participants, level of organization, inter-relations and civil society resources.

**FIGURE III.1.1 : Sub-dimensions scores in Structure dimension**



#### 1.1. The Extent of Citizen Participation in Civil Society

This section provides details on the analysis of survey data collected regarding various aspects of citizen participation in Croatian civil society. Table III.1.1 summarizes the respective indicator scores.

**Table III.1.1: Indicators assessing the extent of citizen participation**

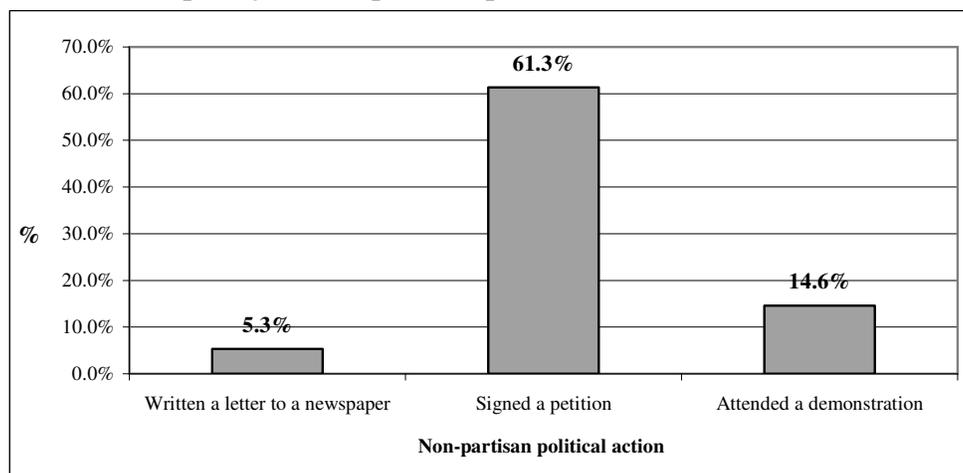
Ref. #	Indicators	Score
1.1.1	Non-partisan political action	2 <sup>9</sup>
1.1.2	Charitable giving	3
1.1.3	CSO membership	1
1.1.4	Volunteer work	2
1.1.5	Community action	1

*1.1.1. Non-partisan political action.* Results from the CSI Survey *Civil Society 2004* indicate that, since 1990, only 5.3% of Croatian citizens have written a letter to a newspaper, 14.6% have

<sup>9</sup> Indicators scores in the English version of the report have been rounded of to nearest full score in order to follow the CIVICUS methodology; however for the Croatian version the scores are in decimal points to make more clear difference for endogenous readership.

participated in demonstrations, while 61.3% have signed a petition (see figure III.1.1.1). For Croatian citizens these are new types of political action, related to the development of a civic culture which barely existed in 1990. The signing of petitions, unlike the other two non-partisan activities has become a part of Croatian civil culture. With respect to non-partisan political actions, as many as 378 articles were recorded in the six newspapers reviewed for the media review. Most articles addressed citizen's demonstrations, particularly those related to local ecological issues, such as the case of building the waste disposal in Lečevica, which led to the outbreak of demonstrations.

**FIGURE III.1.1.1: Frequency on non-partisan political actions**



*1.1.2. Charitable giving.* The same survey revealed that 66.8% of citizens have donated cash or goods, such as garments and food, for humanitarian purposes in the past year. Charitable giving in Croatia during the last several years has increased thanks to the introduction of new technologies of giving by phone or recurring payments.<sup>10</sup> A slightly higher number of women than men give to charitable purposes, and individuals with higher levels of education are more inclined to donate. In some areas (North-West Croatia, Split) cases were recorded of young entrepreneurs approaching CSOs to offer support for their programmes. The results indicate that, in general, the public is in favour of a culture of giving. Still there is a lack of trust in charitable giving, due to the lack of transparency among charitable organisations (Bežovan 1995). However, trust in charitable giving is being restored, and could potentially be a basis for establishing new types of solidarity among citizens and a stronger orientation of citizens for the public good.

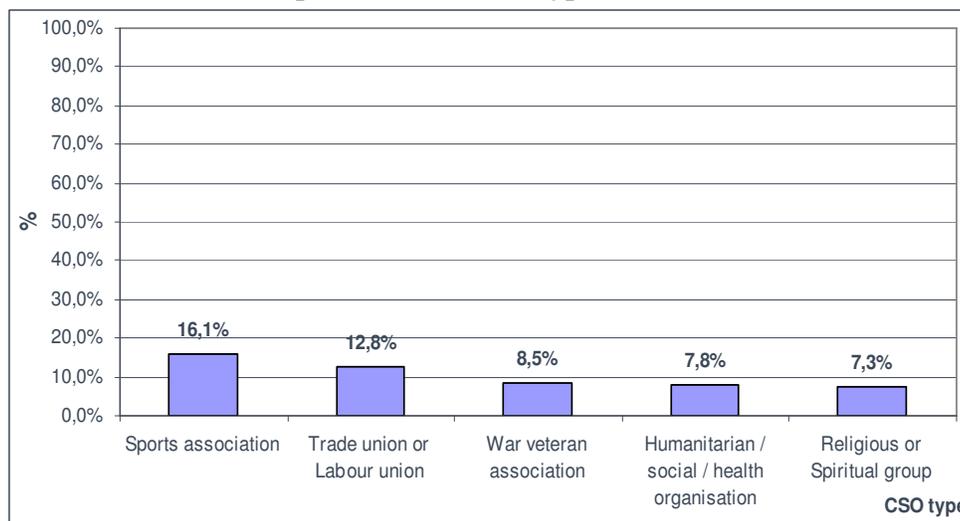
Encouraged by the success of a number of humanitarian organizations soliciting donations over the telephone, Croatian Telecom has waived its right to profit from certain humanitarian organizations, so that the money raised can be fully distributed for humanitarian purposes. In cooperation with the Government, Croatian Telecom established a committee for allocating phone numbers to humanitarian organizations.<sup>11</sup> The media review showed that the media pays close attention to charitable giving, and stories in the media have inspired individuals and donors to give more.

<sup>10</sup> At the National workshop the experience of the 'PUŽ' association received attention. The 'PUŽ' association is partially financed by permanent transfer orders from banks, opened by citizens, without additional charges, allowing for transfer of monthly amounts of 10–50 Kuna (1.5–8.3 \$) for the associations activities.

<sup>11</sup> The public was informed accordingly, see Vjesnik, 11 January, 2005, THT waived the profit for giving by telephone, however the state has not waived the VAT.

*1.1.3. CSO membership.* The *Civil Society 2004* survey showed that 35.2% of Croatian citizens are a member of at least one CSO. This indicates a somewhat decreased level of participation when compared to data gathered in the 1999 European value survey (EVS), when 40% of citizens declared to be a member of at least one CSO. A breakdown of the EVS data reveals that most members belong to faith-based organizations (12.9%), sports or recreation organizations (11.9%) and trade unions (10.6%), while an insignificant number belong to social, ecological, women's or other organizations (see figure III.1.2).<sup>12</sup> A similar membership breakdown was found in the *Civil Society 2004* survey.

**FIGURE III.1.2: CSO membership in different CSO types**



a. Source: *Civil Society 2004* survey

*1.1.4. Volunteering.* The *Civil Society 2004* survey showed that 38.4% of citizens were engaged in voluntary work during the last year, defined as providing some support outside the wider family circle, to members of their wider community and outside CSOs. Citizens typically do not volunteer due to lack of appropriate values and lack of information (Ledić 2001). Volunteering included: cases of individual initiatives, such as buying things for neighbours, and assisting with learning, without compensation. Not surprisingly, respondents with higher levels of education and higher financial status are more inclined to volunteer. The overall level of volunteering, which is more than a third of the population, is an improvement over the EVS 1999 data which showed only 21.3%, but focused on formal volunteering for organisations. National workshop participants suggested that this number is low due to citizen's tradition of providing informal support to neighbours rather than formalised volunteering through CSOs.

*1.1.5. Collective community action.* Citizen's activities in their local communities are a significant indicator of the state of civil society. Levels of activism in local communities in Croatia are rather low. The *Civil Society Survey 2004* findings show that only a little more than one fifth of Croatian citizens participate in community actions or are aware of activities in this area. Experts warn of the contagious passivity of citizens. However, several experts, experienced in local community development, claim that a fare amount of local activism actually exists in Croatia. The *Civil Society 2004* survey confirms this assessment, proving that community activism is taking place, albeit on a rather small scale. Citizens are more willing to participate and

<sup>12</sup> The source for the EVS comparisons are the original data readouts and, in particular the paper: Črpić, G., Zrinščak, S. (2005) *Emerging Civil Society. Free time and voluntary organizations in Croatia*, in: Baloban, J. (ur.) *Looking for identity: Comparative Study of Values: Croatia and Europe*. Zagreb: Golden Marketing.

engage in solving a problem when they recognise that an issue relates to their personal interest. One respondent provided additional comments explaining the rather low level of community activity: “There is little belief in [the] possibility of solving the social issues through civil society organization. The indifference to the common social problems is evident. [V]olunteer work and work for the public good is not valued.”

## 1.2. Depth of Citizen Participation in Civil Society

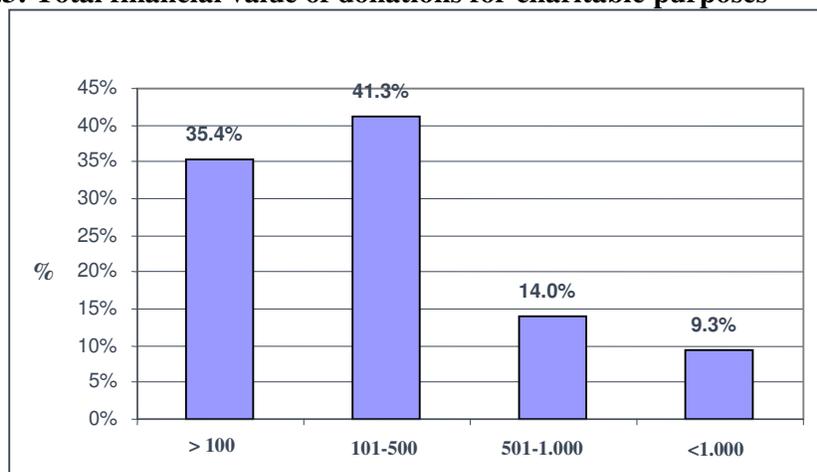
This sub-dimension examines the intensity of various forms of citizen participation in Croatian civil society. Table III.1.2 summarizes the respective indicator scores.

**Table III.1.2: Indicators assessing depth of citizen participation**

Ref. #	Indicators	Score
1.2.1	Charitable giving / contributions	1
1.2.2	Volunteering	2
1.2.3	CSO membership	1

*1.2.1. Charitable giving.* Charitable giving has not featured on the agenda of Croatian or foreign programmes of civil society support. However, a culture of giving for public purpose is an important part of a civic culture and the state should therefore stimulate it through various programmes. Most Croatians give only small amounts to charity. The 2004 *Civil Society* survey reveals that for 76.6% of respondents, the financial value of donations during this past year did not exceed 500 Kuna (83\$) (see figure III.1.3). With the current average net income per annum in 2004 being 4.143 Kuna (690\$) this amounts to 1.2% of a person’s annual income.

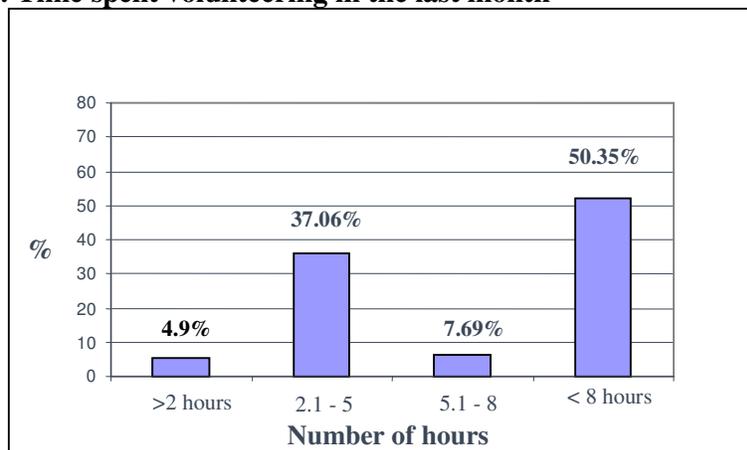
**FIGURE III.1.3: Total financial value of donations for charitable purposes<sup>13</sup>**



a. Monetary amounts in Kunas

*1.2.2. Volunteering.* As shown in indicator 1.1.4, about 36% of Croatians are engaged in volunteering. As shown in figure III.1.4 below, these volunteers dedicate considerable time to their voluntary activities. About half of the volunteers dedicate more than eight hours per month to this activity, and only a small percentage of volunteers dedicate less than two hours per month.

<sup>13</sup>The question was: In total, approximately how much money (or the cash equivalent in kind) did you donate during the last year?

**FIGURE III.1.4: Time spent volunteering in the last month** <sup>14</sup>

There is also a large untapped resource of potential volunteers. Results of a recent survey indicate that about 31% of citizens are prepared to work on a voluntary basis for humanitarian organisations, Caritas or for associations generally.<sup>15</sup> This rather large group of potential volunteers may be at the forefront of new initiatives for building the public good. The readiness of citizens to volunteer could be increased with a certain level of infrastructure, such as credible initiatives and organizations. In discussions at the NAG meeting and the National Workshop it was emphasized that efforts should be made to stimulate higher youth volunteering.

*1.2.3. CSO membership.* How widespread are multiple memberships in CSOs among Croatians? As indicated in the survey data, 35% of citizens are members of at least one CSO, out of which only a third are members of more than one organization.

Active participation in associations is rare, as illustrated by experiences of the Consumer Association, an organization which provides citizens with concrete support. Citizens are not willing to pay even a symbolic membership fee, and expect assistance with their problems for free. The concept of membership is regarded as an unnecessary obligation. The lack of active participation is a serious problem for CSOs and, according to key informants; it is common that the active organizational core is comprised of the leader and a couple of his or her friends from school days. The public is aware of this problem, which reduces the ability of CSOs to accomplish their mission. In this respect, a frequently asked question is: Whom do the CSOs represent? Thus, the modest levels of membership undermine the legitimacy of CSOs' work.

### 1.3. Diversity of Civil Society Participants

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

<sup>14</sup>The question was: Can you please give me the best estimate of the total number of hours you spent in the past month on these activities?

<sup>15</sup>This survey was carried out in 2004 by Croatian Caritas and Centre for Social Teaching of Church.

**Table III.1.3: Indicators assessing diversity of civil society participants**

Ref. #	Indicators	Score
1.3.1	Representation of social groups among CSO members	2
1.3.2	Representation of social groups among CSO leadership	2
1.3.3	Distribution of CSOs around the country	1

*1.3.1. Representation of social groups among CSO members.* This indicator looks at the representation of six specific social groups: women, rural dwellers, ethnic/linguistic minorities, religious minorities, poor people and higher class or elites. Results from the regional stakeholder survey (see table III.1.4) revealed that women are the best represented group. A preponderance of female staff is evident in humanitarian and social organisations. This finding was discussed at the regional stakeholder consultations and has been interpreted as a ‘feminization’ of the civil society sector. According to the stakeholders the upper classes/elites are mainly seen as appropriately represented in CSO membership. Whereas the rural population is seen as only modestly represented, the poor are regarded as almost excluded. Ethnic and linguistic minorities are regarded as well represented, in regions where minorities exist: Istra, Slavonija and the wider area of Rijeka.<sup>16</sup>

**Table III.1.4: Representation of social groups among CSO members**

Social groups	Absent/ excluded	Severely under represented	Somewhat under represented	Equitably represented	DK/NA
Women	0.4	9.1	22.3	64.2	4.2
Upper class/elites	10.2	17.4	15.5	34.0	23.0
Ethnic/linguistic minorities	5.7	22.3	22.3	27.9	21.9
Religious minorities	5.7	19.2	22.3	21.1	31.7
Rural population	14.0	40.4	24.2	8.7	12.8
Poor people	31.7	30.6	16.2	7.5	14.0

*1.3.2. Representation of social groups in CSO leadership.* The stakeholder survey also assessed the role of these social groups in the leadership of CSOs. The issue of CSO leadership is being recognized as an important issue for the sustainability of civil society as CSOs are mostly perceived on the basis of the respect and the prominence of the person which runs the organisation.

As was the case with the issue of ordinary membership, women are also well represented in the leadership of CSOs, according to a majority of stakeholders. The representatives from the upper class are perceived as citizens who have more power in society, particularly in local communities where they are prone to be elected as leaders or board members of various associations. According to the opinion of key informants, associations look for respected citizens (doctors, managers, entrepreneurs, journalists), and invite them to become members on their boards, thereby increasing the organisation’s profile in the community. Ethnic and linguistic, as well as religious minorities, usually run their own organisations and are not seen as well represented in the leadership of CSOs overall. Again, the poor and rural people can be seen as being excluded from leadership positions within CSOs.

*1.3.3. Distribution of CSO within the country.* Most stakeholders see CSOs as either concentrated in large cities (48%) or mostly limited to urban areas (40.8%). In cities with less than 5,000 inhabitants, active associations are rarely found. Regional stakeholder consultations confirmed

<sup>16</sup> Ethnic and linguistic minorities in Croatia are primarily organised in different associations. These associations are recognised as legitimate representatives and advocate for and protect their interests. The Croatian Government through the National Programme for the Roma population, in October 2004, gave an important role to Roma associations.

these findings. This fact was also noted in the 2001 CSI report, where it was seen as a primary hindrance for the development of civil society in Croatia.

There is one CSO for every 160 Croatian citizens. The number of associations per region varies considerably, from 8.3 to 4.9 per 10,000 people (see table III.1.5). More than one fourth of all associations are registered within the wider Zagreb area, a percentage similar to Zagreb's share of the total population in Croatia. Of the registered associations, 50.4% are located in or in the immediate vicinity of the four largest cities.

**Table III.1.5: Number of associations in Croatia according to regions**

Region	Number of associations	Share of total number of associations	Population	Number of association per 10.000 people	Share of these with university degree, older then 15 years	Share of agricultural population
Bjelovarsko-bilogorska	906	3.32	131.343	6.9	6.6	20.9
Brodsko-posavska	875	3.21	172.993	5.1	6.9	7.8
Dubrovačko-neretvanska	997	3.66	121.871	8.2	13.9	3.9
Grad Zagreb	5.606	20.56	770.058	7.3	22.5	0.06
Istarska	1.461	5.36	205.717	7.1	12.5	2.6
Karlovačka	855	3.14	140.125	6.1	8.6	5.5
Koprivničko-križevačka	871	3.20	123.736	7.0	7.0	17.6
Krapinsko-zagorska	752	2.76	142.006	5.3	5.8	12.4
Ličko-senjska	338	1.24	52.221	6.4	7.1	5.9
Međimurska	791	2.90	116.225	6.8	6.5	14.0
Osječko-baranjska	2.045	7.50	326.446	6.2	9.1	6.5
Požeško-slavonska	496	1.82	84.562	5.9	6.7	9.9
Primorsko-goranska	2.225	8.16	304.410	7.3	15.2	1.1
Sisačko-moslavačka	1.149	4.21	183.531	6.2	7.6	5.6
Splitsko-dalmatinska	2.264	8.31	456.967	5.0	13.4	1.8
Šibensko-kninska	680	2.49	112.070	6.1	9.4	2.2
Varaždinska	1.005	3.69	183.730	5.5	8.4	6.7
Virovitičko-podravaska	574	2.11	92.381	6.2	5.7	14.0
Vukovarsko-srijemska	974	3.57	197.838	4.9	6.6	6.5
Zadarska	786	2.88	158.936	5.0	10.6	3.2
Zagrebačka	1.610	5.91	304.186	5.2	7.8	6.8
Ukupno	27.260	100.00	4.437.460	6.1	11.9	5.5

a. Source: Central Government Administration Office of the Republic of Croatia and Statistical Year Book 2004.

One Regional stakeholder consultation (RSC) participant commented that: “civil society is concentrated in big towns; the small communities (for the time being) do not benefit from it. In Zagreb civil society is well developed, however these activities have no impact to us, who live outside Zagreb.” This finding is confirmed by the media analysis, in which articles on CSOs from the capital are by far the most common.

However, NAG members noticed a slow increase in registration and interest in associations in smaller communities which can be interpreted as an emergence of new civic initiatives at the local level. National workshop participants emphasized the strong interest in making use of the positive experiences of successful associations in the cities for the establishment of similar associations in smaller or rural communities.

## 1.4. Level of Organisation

This sub-dimension looks at the infrastructure and internal organization of CSOs in Croatia. Table III.1.4 summarizes the respective indicator scores.

**Table III.1.4: Indicators assessing level of organisation**

Ref. #	Indicators	Score
1.4.1	Existence of umbrella bodies	1
1.4.2	Effectiveness of umbrella bodies	2
1.4.3	Self-regulation within civil society	1
1.4.4	Support infrastructure	1
1.4.5	International linkages	1

*1.4.1. Existence of umbrella bodies.* How wide is the membership of umbrella bodies and CSO networks in Croatia? There is a lack of reliable data on CSO membership in umbrella bodies. Stakeholders' opinions were split on this issue, with a slight majority considering that less than 40% of CSOs belong to any umbrella organizations, whereas a third of respondents assessed that more than 40% of CSOs belong to umbrella organizations.<sup>17</sup>

In general, civil society networks are fairly weak in Croatia. Some of the better known umbrella bodies are active at the national level in the area of sports, recreation, culture, social welfare and health. In some sectors (social welfare, culture), umbrella bodies are also present at the regional level. In cases where umbrella bodies exist at the county level, their national level strength appears to be fragmented. This is a result of there being a large number of counties, making coordination difficult.

One respondent added the following comment: “[i]n civil society associations there is a considerable number of cases where individuals act for their own benefit and that is why most people do not want to join the alliances or networks.” The media review did not show any coverage of umbrella organizations during the monitoring period, which may be taken as an indication that there is a lack of activity on the part of umbrella organisations.

In the RSCs the lack of networking was frequently mentioned as the most pressing problem regarding the structure of civil society. Many participants commented that CSOs apparently have not recognized the importance of umbrella organizations for their own work.

*1.4.2. Effectiveness of umbrella bodies.* The effectiveness of umbrella bodies to accomplish their assigned goals was examined with in the RSC. The majority of respondents gave a mixed assessment of the effectiveness of umbrella bodies (see table III.1.7).

**Table III.1.7: Assessment of the umbrella organisation effectiveness in achieving their defined goals<sup>18</sup>**

Answer	N	%
Completely ineffective	14	5.3
Mostly ineffective	51	19.2
Partially effective, partially ineffective	132	49.8
Generally effective	35	13.2
DK/NA	33	12.5
<b>Total</b>	<b>265</b>	<b>100</b>

<sup>17</sup> 20% did not know the answer to that question.

<sup>18</sup> The question was: How effective do you judge these federations/networks/umbrella bodies to be in achieving their defined goals?

At the regional consultations, it was repeatedly emphasized that umbrella bodies frequently have their own agenda, that they are prone to bureaucratization and that member organizations are often engaged in conflicts with or about the umbrella bodies. Consultations have shown that stakeholders frequently do not recognize the purpose of such organizations, and that these organizations are rarely examples of good governance and effective activities. At the National Workshop, the issue of their inefficiency was strongly emphasized.

*1.4.3. Self-regulation within civil society.* Stakeholder representatives were asked whether their CSO has, or abides by, a specific code of conduct or other rules regulating the internal organization. Less than 20% of respondents confirmed the existence of such rules. Whereas most CSOs are aware of the legal requirements and laws governing their work, a rather small number of organizations have their own additional rules relating to activities that they perform, or networks to which they belong.

With regard to civil society-wide efforts to establish a code of conduct or other types of CSOs' self-organization, 40.8% of stakeholders consider that some sector-wide self-regulating mechanisms are in place, yet the participation of CSOs is seen as limited. The idea of self-regulation within Croatian civil society emanates from experts who witnessed its existence in Western countries. Although this issue was discussed on several occasions, such as round tables, adding to the debate around the credibility and reputation of civil society, it is still difficult to find practical examples of self-regulation of groups of CSOs in Croatia.

Civil society experts did not see any signs among reputable CSOs that they were furthering their self-regulating efforts or consistently applying a code of conduct regarding the activities of their members. This applies, in particular, to professional associations with high reputations and, consequently, strong public influence. However, the experts frequently consider these associations "privatised", acting for the benefit of a narrow group of senior management.

The consulted experts agree that self-regulation should become a significant area of future activities aimed at strengthening civil society's infrastructure. However, to civil society actors participating in the CSI consultations, the potential positive impact of a code of conduct was not apparent. Instead, stakeholders advocated for a bottom up approach in which CSOs realize the importance of establishing and implementing self regulatory mechanisms. In this regard, it will be important to follow the development of the initiative for establishing the *Code of Positive Practice in the Approval of Financial Contributions from Regional and Local Budgets* in the Osječko-baranjska County.

*1.4.4. Support infrastructure.* In the 1990s, the support infrastructure was the Achilles' heel of civil society in Croatia. In the early 2000s, mostly through the support of international donors, civil society support organizations emerged. Among the organizations providing support to civil society, the consulted experts stress the following as particularly active and well known: ODRAZ–Sustainable Development of Community, SMART–Association for Civil Society Development, MI from Split, Centre for Peace, Non-Violence and Human Rights Osijek. These organisations were visible in the analysed newspapers, and it is obvious that they are investing in public relations. These are only a few examples of such organizations and there are also other organizations, which specialize in more specific areas of civil society.<sup>19</sup>

According to the experience of stakeholders, support organizations can play an important role for civil society: "participating in a number of seminars, trainings and workshops, I was lucky to

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<sup>19</sup> At the NAG meeting SLAP, ZOE, CESI and OGI were recognised as support organisations.

meet several people who made strong efforts as well, and this is a stimulus for me, after going back to my small community. Although, this requires maximum effort, to transfer to the others that they are the ones who are expected to make changes, create, initiate and participate...”

However, according to the regional stakeholders' survey, the extent of support infrastructure is still not satisfactory and depends a great deal on foreign financial assistance (see table III.1.8). There are regional variations when it comes to the level of support infrastructure, for instance, the respondents in north-west Croatia see a stronger lack of such than respondents from other regions.

**Table III.1.8: Level of civil society support infrastructure<sup>20</sup>**

Answers	N	%
Such infrastructure does not exist	15	5.7
Rather limited infrastructure exists	132	49.8
Modest infrastructure exists	93	35.1
Well developed structure exists	9	3.4
DK/NA	16	6
<b>Total</b>	<b>265</b>	<b>100</b>

The discussions at the National Workshop indicated that there is a need to increase the number of such organizations. Building the capacity of the existing support organizations was also highlighted by the national workshop participants as an important step towards assisting CSOs in accomplishing concrete actions, such as campaigns and lobbying efforts.

*1.4.5. International linkages.* In general, Croatian CSOs have weak international connections. According to the regional stakeholders' survey and consultations, membership in international networks is more common among larger CSOs and umbrella organizations. According to the *Global Civil Society Yearbook 2005* 2,069 Croatian organisations are members or affiliated with international NGOs.<sup>21</sup> As there are 27,596 CSOs, this means that less than 10% of CSOs are a member of an international NGO.

The regional consultations drew attention to insufficient progress in this area. Considering the forthcoming process of Croatia's EU accession, this is a field in need of more attention.<sup>22</sup> The NAG and the National Workshop confirmed the finding regarding limited international linkages of Croatian CSOs, as well as the correlation between the international linkages and the further development of civil society.

## 1.5. Inter-Relations within Civil Society

This sub-dimension analyses the relations amongst civil society actors in Croatia. Table III.1.9 summarizes the respective indicator scores.

**Table III.1.9: Indicators assessing inter-relations within civil society**

Ref. #	Indicators	Score
1.5.1	Communication between CSOs	2
1.5.2	Cooperation between CSOs	2

<sup>20</sup> The question was: In the case of the sector of civil society that you know best, how would you describe the level of communication and information shearing between civil society actors in the sector?

<sup>21</sup> *Global Civil Society Yearbook 2005*

<sup>22</sup> The EU Information and Education Programme for the associations' representatives, initiated by the Civil Society Development Foundation (Vidačak, 2005) will contribute to international coordination of our associations. The international coordinating within the EU programme shall, for instance, influence the organizational standards of farmers, who are expected to establish an integral farmers' umbrella association (see: Vjesnik, December 18, 2004, one of the EU conditions is establishing a farmers' umbrella organization.).

*1.5.1. Communication between CSOs.* The level of communication between CSOs is seen by stakeholders as either moderate (39.2%) or limited (31.7%). Conferences, seminars and workshops are considered to be adequate means of information exchange, yet participants of regional consultations noticed that such gatherings regularly assemble the same participants, namely representatives of strong and well developed CSOs.<sup>23</sup> There is also a lack of more localised meetings among CSOs, which could focus on local issues. Interestingly, public officials recognize this low level of communication among CSOs, and see it as the root cause for the frequent overlap among CSOs' programmatic activities. Consulted experts cited their own experiences in which CSOs often do not respond when asked for information or written statements by other CSOs. The conclusion of the National Workshop was that new channels of information exchange should be established using existing networks and creating new ones, for example on the Internet.

The Internet is a particularly useful means of communication and information exchange. Some examples of such electronic communications sources include: the National Foundation for Civil Society Development's ambitious journal *Civil Society*, and *ZaMirZINE* ([www.zamirzine.net](http://www.zamirzine.net)), an *Electronic Journal for Civil Society and Urban Culture*, which provides substantial contributions by representing and assembling organizations advocating democratization, human rights, women's organizations, environmental protection and alternative organizations.

*1.5.2. Cooperation between CSOs.* Cooperation among CSOs, in the form of cross-sectoral networks and coalitions aimed at addressing common issues, is not very common. However, where these coalitions and campaigns exist, they are usually effective.<sup>24</sup> The stakeholders recognized examples of good practice and frequently mentioned the following cases: GRAK campaign–Citizens Activism, Coalition of Human Rights Association, Women's Network, Coalition of Youth Association, Coalition of Associations for Addiction Prevention, Union of Croatian Citizens Association, Legislation and Citizens and The Public Has the Right to Know. Cooperation among CSOs in campaigns and performance in such campaigns are covered in media. The regional consultations drew attention to the activities of the CSO Forum, which is active in Istra and Slavonija and brings together a wide range of civil society organisations.

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<sup>23</sup> The Human Rights Centre in Zagreb has recently organized a number of discussions on civil society development in Croatia. One important discussion was "Relations between the Government Institutions and Civil Society Organization," held on 13 April, 2005. They proposed the establishment of a second-instance body for consideration of CSO-objections to the procedure and results of grant applications. The fact that this would challenge the efficiency of the grant allocation process should be taken in account. [www.human-rights.hr](http://www.human-rights.hr)

<sup>24</sup> Aspects of cooperation were recognized in associations' assembling at the Civil Society Forum, which put the issue of allocation of funds on the agenda of the activities of the National Foundation for Civil Society Development in general, (see : [www.zamirzine.net](http://www.zamirzine.net)). The Forum put an important question on the agenda: to what extent can the National Foundation, as the state organization, be involved in the implementation of civil society development programmes? During the discussions it was emphasized that the National Foundation has not allocated 18 million Kuna, anticipated for donations in 2004. The allocation of state funds to associations, considering the, similar problem in the Ministry of Science, Education and Sports, (Jutamji list, 19 October 2004 - The associations' representatives require apologies from the Minister Primorac for the case of funds allocation), is increasingly becoming an area of conflict. The thematic discussion of the Parliament's Committee for Human Rights and Minority Rights, held in March 2005—"System of Allocation of Financial Support to Civil Society Associations" should be considered as a part of the efforts to create a more transparent grant programme. The women's organizations, the Greens, human rights organizations, humanitarian organizations, as well as organizations active in democratizations increasingly organize coalitions to address the common issues.

## 1.6. Civil Society Resources

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

**Table III.1.10: Indicators assessing civil society resources**

Ref. #	Indicators	Score
1.6.1	Financial resources	<u>2</u>
1.6.2	Human resources	<u>2</u>
1.6.3	Technical and infrastructural resources	<u>2</u>

*1.6.1. Financial resources.* Civil society organizations are financed from various sources. The survey findings reveal that the funds typically come from the state, membership fees, foreign donors and individual donations and rarely from the national corporate sector. Since foreign donors still provide substantial financial and technical support to civil society, consulted experts advocate for the establishment of systematic dialogue with the representatives of foreign donors. The establishment of the National Foundation for Civil Society Development led to an increase of state funds allocated for civil society; however, it is still too early to assess its impact on the financial sustainability of civil society.<sup>25</sup>

Most of the regional stakeholder respondents share the opinion that financial resources available to their CSO are either fully (39.2%) or partially (25.3%) insufficient to accomplish the organisation's goals. Most CSOs are operating in a state of permanent financial crisis, which is threatening the sustainability of their development. According to the stakeholder survey these financing issues are more acute in regions where foreign donors are less active (Istra, North-West Croatia). This issue was further discussed at the regional consultations, where participants stressed the absence of stable institutional support systems for CSOs. Experts and national workshop participants also see this issue as a crucial obstacle for the sustainability of Croatian civil society.

*1.6.2. Human resources.* A majority of stakeholders considers the competence and skills of CSO staff as adequate. However, the sample was dominated by larger, better known CSOs which in many cases have permanent employees. Several consulted experts, were not very confident about the level of competence among CSO employees. State representatives and civil servants also commonly express doubts about the competency of the CSO staff.<sup>26</sup> The members of the NAG and participants at the National Workshop agreed with the opinion that CSOs often overestimate their human resource and that investment in human resources is a key factor for further developing the sector. At the NAG scoring meeting, it was stated that the stakeholder survey results for this indicator are not realistic and that Croatian CSOs are not critical enough on this issue. The need to attract young and well-educated professionals was emphasized at the National Workshop.

*1.6.3. Technical and infrastructural resources in CSOs.* The technical and infrastructural resources (office, computer, Internet, fax, telephone) at the disposal of CSOs, constitutes an essential factor in developing the sector. According to the stakeholder survey, a third of organizations have sufficient technical and infrastructural resources, while 45% claim to have at

<sup>25</sup> More details on the National Foundation Programme are available at: [www.civilnodruštvo.hr](http://www.civilnodruštvo.hr).

<sup>26</sup> The structure of human resources and the entrepreneurial spirit of CSOs in the social sector are characterized by the fact that most applications for the relevant ministry programmes are being submitted by CSOs located in the county's capitals. The same explanation can be made for the fact that only a few project proposals were submitted for the rather generous 2005 CARDS Programme, for Providing Social Services in the Area of Social Care and Health Protection by the Non-profit Sector.

least partially sufficient infrastructure. The organizations in regions where foreign donors are not active, such as Istra and North-West Croatia, appear to have more problems with technical and infrastructural resources. During the regional consultations, foreign donations were singled out as an essential resource for the acquisition of computers and other technical resources. However, local government also increasingly provides office space for CSOs.

Thus, overall, a trend of improving technical and infrastructural resources in CSOs is becoming apparent. In some cases, CSOs are even better equipped than state institutions. Sharing such resources among CSOs might be a solution for the infrastructure needs of the newly established organisations.

## **CONCLUSION**

The analysis of civil society's structure reveals a relatively high level of participation in non-partisan political activities, and an inadequate level of civic activism at the community level. Citizens participate in CSOs' activities rather superficially, even in cases when they are actually members of such organizations. According to the opinion of key informants, their involvement in civil society is mostly passive rather than active. Most CSOs are not rooted in local communities, where citizen's activism is mainly characterized by informal assistance to neighbours or family members.

The geographical distribution of CSOs indicates the markedly urban character of these organizations. Correspondingly, the representation of the rural population and the poor in membership and leadership of CSOs is very limited.

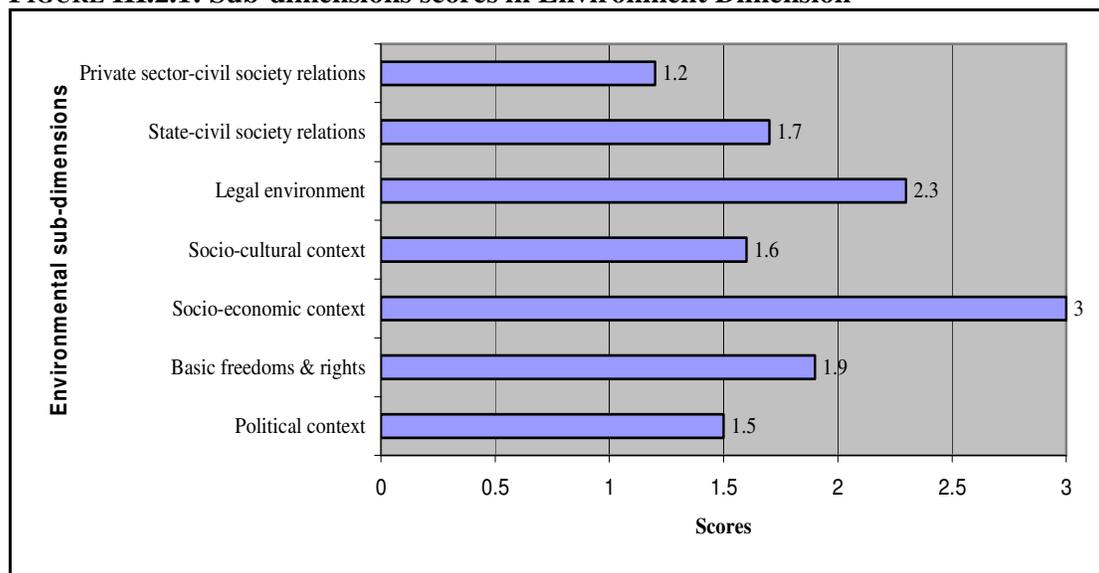
Civil society's organisational infrastructure is assessed as moderate. The following specific areas of concern were identified: a low level of CSO membership in umbrella bodies; insufficient communication and cooperation among CSOs; lack of self-regulatory mechanisms on a sector-wide basis and a lack of efficient and regionally spread support organisations.

However, despite these weaknesses, according to the reflections of the NAG, it is important to note the gradual increase in the number of CSOs and in the involvement of citizens in activities to further the public good. These show that Croatian civil society is successfully moving towards a locally-driven and widely-supported sector, whose structure is likely to become more solid in the years to come.

## 2. ENVIRONMENT

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

**FIGURE III.2.1: Sub-dimensions scores in Environment Dimension**



### 2.1. Political context

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

**Table III.2.1: Indicators assessing Political Context**

Ref. #	Indicators	Score
2.1.1	Political rights	<u>2</u>
2.1.2	Political competition	<u>2</u>
2.1.3	Rule of law	<u>1</u>
2.1.4	Corruption	<u>1</u>
2.1.5	State effectiveness	<u>2</u>
2.1.6	Decentralisation	<u>1</u>

*2.1.1. Political rights.* Croatian citizens have the right to freely elect their representatives, to form political parties and freely assemble and associate. In its 2004 report, Freedom House assigned Croatia a score of 2, indicating a positive score for the protection of political rights.<sup>27</sup> However, there are still some concerns about the full realization of political rights in Croatia, particularly regarding the administration of national elections and the voting rights of refugees.

*2.1.2. Political competition.* In Croatia there are thirteen parliamentary parties, which represent a wide political spectrum from left to right. The main two parties are the Croatian Democratic Union (HDZ), currently leading the government, and the Social Democratic Party of Croatia (SDP) which headed the coalition government in the early 2000s. The existence of a rather large number of political parties results in fragmented political competition and difficult coalition

<sup>27</sup> On the scale of 1 to 7, where 1 is the best.

bargaining. At the National Workshop it was emphasized that MPs are part of the problem, since most of them are seen as people without usable relevant skills or knowledge of certain topics.

*2.1.3. Rule of law.* The legal system in the Republic of Croatia is structured into three branches: the legislative, executive and judiciary. The judiciary is composed of the courts, whose independence and autonomy is guaranteed, pursuant to the constitution. The courts of general jurisdiction are the municipal courts, county courts and the Supreme Court of the Republic of Croatia. The right to constitutional complaint is guaranteed against court decisions which violate basic constitutional rights, human rights and other freedoms.

There are several challenges to the efficient functioning of the judicial branch, which have contributed considerably to the general status of legal insecurity in Croatia (Dika 2004). There is a large and increasing number of pending cases, and an abundance of regulations, which are of poor quality and are frequently being amended. Consequently, citizen's trust in the judiciary is low (EVS 1999). The Freedom House 2004 report indicated a number of problematic juridical reforms, a large number of unresolved cases and judges without experience. Therefore, Freedom House gave Croatia a rather low score of 4.50 for the status of the rule of law.<sup>28</sup>

*2.1.4. Corruption.* According to the Transparency International 2004 report, which regularly draws the attention of the public, Croatia was ranked 67 out of 146 countries, with a Corruption Perception Index (CPI) score of 3.5.<sup>29</sup> Compared to 2003, when Croatia occupied 59<sup>th</sup> place, the extent of perceived corruption has grown. Corruption has recently become a significant topic, and is regularly brought on the public agenda by representatives of the corporate sector and the Catholic Church.<sup>30</sup> At the National Workshop, attention was drawn to corruption in the media. It was mentioned that it is often expected that CSOs provide 'compensation' for a newspaper carrying an article on CSOs' activities in the form of money or other benefits to the respective journalist or editor. Civil society issues are not real news for editors it doesn't sell media products, that someone have to pay journalist to make news of their civil activities.

*2.1.5. State effectiveness.* According to the World Bank Governance Dataset (2004) on government effectiveness Croatia scores +0.32 on a scale of -2.5 to +2.5, indicating that the Croatian state is moderately effective. Croatia is ranked higher than 64.9% of the countries included in the World Bank study. However, citizens' trust in the government and state administration is rather low. The 2004 *Civil Society* survey indicated that 82.7% of citizens do not trust the Government. The public perceives civil servants as unmotivated and incompetent in handling the tasks they are supposed to perform. The employment in central government administration was for a long time dependent on political affiliation, and competent and entrepreneurial civil servants often leave the sector.

*2.1.6. Decentralization.* The Republic of Croatia has 21 counties, 122 towns and 424 municipalities. The decentralization process only began in early 2000 and comprised the transfer of responsibilities and resources to local authorities for financing health, educational and social welfare systems. The share of the local government in aggregate public expenses amounted to approximately 13%. The decentralization process is a significant development issue and the

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<sup>28</sup> On a scale of 1 to 7, where 1 is the best.

<sup>29</sup> On a scale of 0 to 10, 10 being virtuous and 0 highly corrupt.

<sup>30</sup>The Christmas message of the Zagreb archbishop cardinal Josip Bozanić, "Disturbing plague of corruption", *Vjesnik*, 22 December, 2004, available at: [www.transparecy.hr](http://www.transparecy.hr).

previous governments have demonstrated insufficient political will to take important, yet difficult, steps in this process.<sup>31</sup>

In discussions at the NAG meeting, the low capacity of local authorities was raised as an issue of concern. The majority of local authorities have limited capacity to carry out potential decentralised functions. It is evident that, larger towns have the human and material resources available to further decentralize the public sector and that they suffer from a centralised country.<sup>32</sup> However, smaller municipalities clearly lack the capacity in this regard.

## 2.2. Basic Rights and Freedoms

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

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

Ref. #	Indicators	Score
<u>2.2.1</u>	Civil liberties	<u>2</u>
<u>2.2.2</u>	Information rights	<u>2</u>
<u>2.2.3</u>	Press freedom	<u>2</u>

*2.2.1. Civil liberties.* The Constitution of the Republic of Croatia guarantees full protection of basic rights and freedoms, as specified in Article 3 of the chapter on basic provisions, and in Articles 14 to 69 of the chapter on the protection of human rights and basic freedoms. During the 1990s serious violations of basic civil and political rights were recorded, yet in recent years there has been a reduction in these violations (see table III.2.3). This positive trend applies to the right to equality before the law, freedom of speech and assembly, as well as other basic civil and political rights.

**Table III.2.3: Civil Liberties Score**

Year	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Score	4	4	4	4	4	3	2	2	2	2

*a. scale from 1 (fully free) to 7 (not free) b. Source: Freedom House*

However, the positive trend is considerably less evident with respect to the protection of rights and freedoms within the judicial system or to rights violated in the context of war and the post-war period, including: the rights of national minorities, the right to (sustainable) resettlement and equality before law in the context of war crime trials. Regarding the status of national minorities (i.e. Serbs, Hungarians, Bosnians and Italians), important progress has been made at the level of political rhetoric and legislation, whereas the progress is less visible in practice. Examples of the continuing problems in the area of national minority protection in Croatia include: the low level of national minorities' participation in the judicial system and administrative bodies, resettlement obstacles for the Serbian national minority, and insufficient resources for the implementation of the National Programme for the Roma.

With regard to social, economic and cultural rights, the most severe violations of labour and other social rights were recorded in the context of the so-called privatization, and no apparent progress

<sup>31</sup>The new Government has adopted the *Framework Decentralization Programme (period 2000 to 2007)* [www.vlada.hr](http://www.vlada.hr) without public discussions. The prospective role of CSOs in the decentralization process is not mentioned in this programme.

<sup>32</sup>The Parliament's initiatives to pass the law regulating in a specific way the status of bigger towns can be associated with this fact.

is being made in this area. In the meantime, the violations of social and economic rights are being recorded and in the last three years a serious discussion has emerged about the significance of “third generation” rights, primarily on the right to sustainable development, a safe environment, children’s rights, rights of persons with special needs and the rights of sexual minorities. The enactment of the Gender Equality Act, and efforts to increase public awareness of women’s rights, promoted by women’s human rights organizations, as well as administrative bodies, indicate a positive trend in the area of women’s rights.

*2.2.2. Information rights.* As a result of several years of effort by CSOs and prominent individuals, in October 2003, Parliament adopted the Access to Information Act. Despite some imperfections, this Act became the legal foundation for numerous activities aimed at increasing rights to information, and was well covered by the media. Although Croatia is a signatory of the Aarhus Convention on Access to Information, Public Participation in Decision-Making and Access to Justice in Environmental Matters, this convention has not been ratified by the Croatian Parliament.<sup>33</sup> The practice of categorizing a large number of government documents as classified, such as significant parts of important environmental studies, still continues. At the same time, there are cases of proactive disclosure of information by the central and local governments. According to the experiences expressed by participants at the National Workshop, access to public information is still inadequate. The state either does not respond to requests or frequently takes more than two to three years to respond.

*2.2.3. Freedom of the press.* According to Freedom House (2004), the status of press freedom in the Republic of Croatia scores a 3.75, which indicates a partly free media.<sup>34</sup> Apart from a few disreputable and exceptional cases, the Government generally respects freedom of the press. Also, the general socio-political atmosphere in recent years does not jeopardize basic media freedoms. However, there are some dubious activities at the legislative level, most notably the provision of the Criminal Act, pursuant to which reporters can be sentenced to a term of imprisonment for libel. In 2004, two reporters received suspended sentences. The Council of Croatian Television and Radio acts as the governing body for public media and has been criticized for occasionally limiting the freedom of the media. Reports about press freedom violations are a frequent topic for the newspapers, which mainly draw on resource persons from the Croatian Helsinki Committee and Croatian Society of Journalists. At the same time, as a result of a general media tendency towards sensationalism, and a lack of professional ethics, cases of the media’s violation of civil rights – in particular the right to privacy - have become more frequent.

### 2.3. Socio-Economic Context

This sub-dimension analyses the socio-economic situation in Croatia. Table III.2.4 summarize the respective indicator scores.

**Table III.2.4: Indicators assessing socio-economic context**

Ref.	Indicator	Score
2.3.1	Socio-economic context	3

To operationalize the concept of civil society’s socio-economic environment, eight indicators were selected, which represent the different means through which the socio-economic context

<sup>33</sup> [www.aarhusconvention.org](http://www.aarhusconvention.org) Aarhus Convention on Access to Information is a new kind of environmental agreement. It links environmental rights with human rights. It goes to the heart of the relationship between people and governments, forming a new process for public participation.

<sup>34</sup> Freedom House, freedom of press: 0-30 means a free media, 31 – 60 means a partially free media and 61-100 means the absence of free media.

can potentially impact civil society: 1) Poverty; 2) Recent war; 3) Severe ethnic or religious conflict; 4) Severe economic crisis; 5) Severe social crisis; 6) Severe socio-economic inequities; 7) Illiteracy and 8) Lack of IT infrastructure.

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

1. *Widespread poverty- do more than 40% of Croatians live on less than 2 US\$ a day?* According to World Bank Development Indicators (2004) less than 2% of Croatians live below the international poverty line of US\$ 2 per day. A recent poverty survey (Šućur 2004) found a national poverty rate of 17%, if both monetary and non-monetary income is included.<sup>35</sup> This benchmark indicates income distribution inequalities; however, no benchmark for absolute poverty exists. Poverty in Croatia is stagnant in character.
2. *Civil war- did the country experience any armed conflict during the last five years.* No. However, the Homeland War 1991-1995 is still having significant and long-lasting impact on Croatian society.
3. *Severe ethnic or religious conflict?* No. However, the disintegration of the former Yugoslavia, which resulted in several armed conflicts in the area, had and is still having a negative impact on the effective functioning of civil society.
4. *Severe economic crisis – is the external debt higher than the GDP.* No. However the aggregate external debt is increasing and currently amounts to approximately 83% of GDP, and the state debt amounts to 54% of the GDP.<sup>36</sup>
5. *Severe social crisis.* Croatia has experienced no major recent social crisis.
6. *Severe socio-economic inequities (i.e. is the Gini coefficient > 0.4)?* No. However, while there are severe socio-economic inequalities that the public does not approve of, the Gini coefficient for 2003 was 0.28.
7. *Pervasive illiteracy – are more than 40% of the adult population illiterate?* No. According to World Bank Education statistics for 2001 only 2% of the population, aged 15 and above are illiterate.
- 8 - *Lack of IT infrastructure - are there less than 5 IT hosts per 10.000 inhabitants?* No. According to International Telecommunications Data (2003), Croatia has a comparatively good IT infrastructure, with 67.8 hosts per 10.000 inhabitants. The ownership of computers is increasing; there are 17.4 PCs per 100 inhabitants, while on average 23.2% of Croatians have an Internet connection.

The analysis of civil society's socio-economic environment showed that none of these variables are present in the Republic of Croatia. However, NAG members and national workshop participants compared Croatia's pre-war socio-economic environment with the current state and feel that the current socio-economic environment is not fully conducive to civil society development. The barriers for civil society development, when compared to other countries in the region, exist in the legacy of the war, continuing ethnic conflict and the long-lasting economic crisis which is slowing down the formation of a new middle class.

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<sup>35</sup> Using the official EU poverty line, breaking at 60% of median national equivalent income.

<sup>36</sup> Data obtained from Institute of Public Finance- Zagreb.

## 2.4. Socio-Cultural Context

This sub-dimension examines the socio-cultural norms and attitudes which are conducive or detrimental to civil society. Table III.2.5 summarizes the respective indicator scores.

**Table III.2.5: Indicators assessing socio-cultural context**

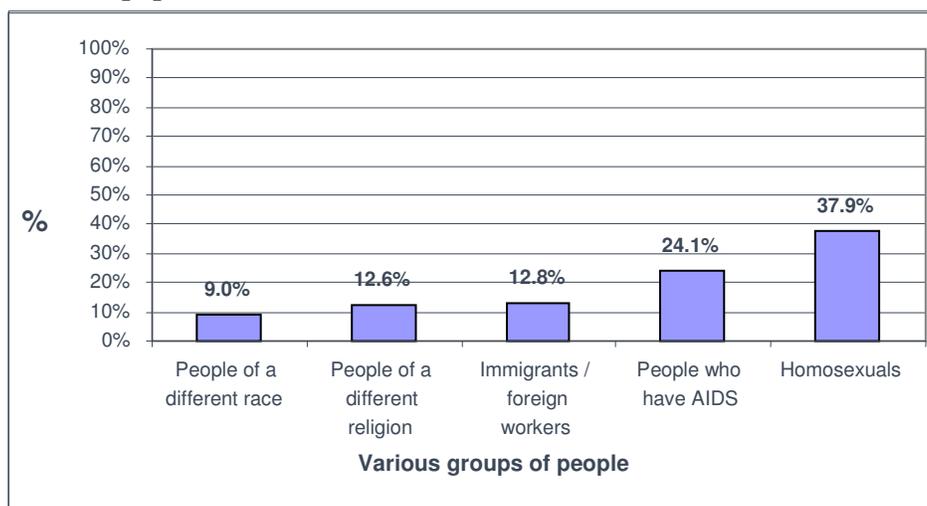
Ref. #	Indicators	Score
2.4.1	Trust	1
2.4.2	Tolerance	2
2.4.3	Public Spiritedness	2.6

2.4.1. *Trust.* The 2004 *Civil Society survey* reveals that 30.9% of the respondents think that most people can be trusted.<sup>37</sup> This is somewhat higher than the level established by previous research efforts: the EVS survey established a share of 19.8%, and a recent survey (2004) of Croatian Caritas and Centre for Social Teachings of the Church found a trust rate of 21.5%.

Issues of trust receive more attention in the media, with coverage of survey results and lack of trust becoming recognised as a serious obstacle to the future development of the country. Participants at the National Workshop opined that the lack of trust is a cultural phenomenon. It was noted that civil society could play a stronger role in building inter-group trust by bringing together different social groups and by promoting the idea of social change as a positive, rather than a negative phenomenon.

2.4.2. *Tolerance.* Tolerance is an ambiguously accepted norm in Croatian society. According to the 2004 *Civil Society survey* two fifth (38%) of the population would not accept homosexuals and one fourth would not accept persons with AIDS as neighbours (see figure III.2.4.2).<sup>38</sup>

**FIGURE III.2.4.2: Tolerance for minorities and marginalised social groups among Croatian population**



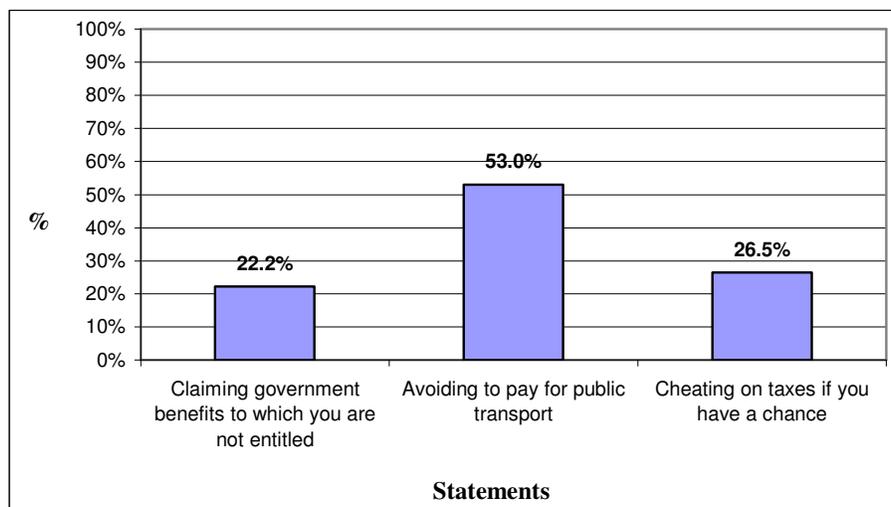
<sup>37</sup> Question: Generally speaking, would you say that most people can be trusted, or that you can't be too careful in your dealings with other people?

<sup>38</sup> Question: On this list you have various groups of people: persons of other race, other religious affiliation, immigrants / foreign workers, persons with AIDS, homosexuals. Which of them you would not like to have as neighbours?

Combining the results for these five groups in a Tolerance Index, ranging from 0 (high tolerance) to 5 (low tolerance), Croatia receives a relatively high score of 1.0 indicating rather widespread tolerance.

**2.4.3. Public spiritedness.** This indicator is defined as the attitude of citizens towards the violation of certain public norms, such as tax evasion or free-riding. As the survey shows, for 51.7% of citizens it is always or sometimes justifiable not to pay for a trip with public transportation, for 25.3% it is justifiable to fiddle with one's taxes if an opportunity presents itself and for 21.3% it is acceptable to apply for a state benefit even though one is not eligible for it (see figure III.2.4.3).<sup>39</sup>

**FIGURE III.2.4.3: Extent of public spiritedness among Croatian population**



Combining the results for these three questions in a Public Spiritedness Index, ranging from 0 (low) to 3 (high), Croatia receives a relatively positive score of 2.6. In scoring this indicator the NAG was very critical of the extent of public spiritedness in Croatia, stating that citizens are often prepared to be critical of these violations of public norms, but that they nonetheless practice it in everyday life.

## 2.5. Legal Environment

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

**Table III.2.5.1: Indicators assessing legal environment**

Ref. #	Indicators	Score
<u>2.5.1</u>	CSO registration	<u>3</u>
<u>2.5.2</u>	Freedom of CSOs to criticise the government	<u>2</u>
<u>2.5.3</u>	Tax laws favourable to CSOs	<u>2</u>
<u>2.5.4</u>	Tax benefits for philanthropy	<u>2</u>

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

<sup>39</sup> Three possible answers were offered: 1= always justifiable, 2= sometimes justifiable, 3= never justifiable. The index is calculated as the average of these scores.

Civil associations are the most frequent type of legal entity among CSOs. These CSOs are registered at the central government offices and local self-administrative units. The register of associations is maintained at the Central State Administration Office. An association can be established by three legal or juridical persons. Pursuant to the Association Act, non-registered associations are “approved” as associations, but they do not have status as a legal entity.

Foundations are registered at the Central State Administration Office, which also maintains the register. The process of registering a foundation is more demanding and requires a several months to be completed.

Public benefit corporations are registered at the commercial court. This type of legal entity regularly provides public services, however, some cooperatives, which have non-profit status, register at the commercial courts as well.

The table below provides stakeholders’ answers to five quality criteria of the registration process. The answers are likely to be based on the registration of associations rather than the other CSO types, as most respondents came from civil associations.

**Table III.2.5.2: Description of association registration procedure<sup>40\*</sup>**

%	Yes	No	DK/NA
Quick (requires approximately less than 2 months)	44.5	22.6	32.9
Simple (no legal counselling required for application)	31.7	37.0	31.3
Low-cost (small organizations can also be registered )	55.5	7.9	36.6
In accordance with legal regulations ( the procedure does not breach the registration laws)	54.0	3.4	42.6
Consistent application (the same procedure for all applications – no preferential treatment or discrimination)	35.5	12.5	52.0

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

Contrary to expectations, the association registration process is often not seen as simple and for one third of respondents it is not considered a quick process. However, a majority of respondents regarded the process as low-cost, following legal stipulations and as consistently applied. The regional consultations revealed many particular features of these processes, as well as civil servants frequently meddling in matters pertaining to freedom of association. Some respondents claimed that to register an association a lawyer had to be involved, and that sometimes civil servants attempt to change already adopted registrations. For example, it took six months for a union umbrella to get registered, and for another association it took seven months for registration. These are examples of the bureaucratic style inherited from the socialist times. However, the NAG concluded that these formalities do not threaten the overall process of establishing and registering a CSO. The participants at the National Workshop mentioned examples of delayed registration, in particular of federations, and the attempted illegal interference of civil servants in the internal organisational structure of associations.

*2.5.2. Allowable Advocacy Activities.* There are no legal restrictions with respect to civil society advocacy activities. CSOs are allowed to criticise the government and its activities; however, the regional consultations revealed that many CSOs, which receive or expect to receive funding from the state have their own self-censorship mechanisms. Some of these organizations consider not criticising those who provide funding as a good practice. Consequently, it is not surprising that

<sup>40</sup> Question: How would you describe procedure for registration associations?

25.7% of respondents feel there are reasonable limitations with respect to advocating activities being pursued by civil society; however, 20.4% of respondents feel that there are no limitations. It is important to note that no less than 45.3% of respondents could not answer this question.

CSOs, which frequently criticize the government, such as ecologic associations, have earned a bad reputation among civil servants, who often hinder their free access to public information. Some experts claim that CSOs fear the government and consequently do not criticize the government. The NAG stated that whereas there are no legal restrictions for such activities, in reality CSOs often feel inhibited due to the reasons mentioned above. In this regard, national workshop participants warned of the spreading of self-censorship among CSOs criticizing the government. After a long debate, this indicator scored a 3, indicating that there are no substantive restrictions for CSOs advocacy activities towards government.

*2.5.3. Tax laws favourable to CSOs.* In Croatia, tax laws favourable to CSOs were enacted only in the early 2000s. According to these laws, CSOs do not pay profit tax or tax on membership fees, and can receive tax-free donations. Donations, endowments, grants, membership fees and contributions from public funds are not subject to income tax. In April 2004, the new Government exempted CSOs from paying VAT for goods and services paid from foreign grants through the introduction of the *Law on Amendments of the VAT Law*. Currently, the use of such benefits is limited to non-profit organizations working in the fields of humanitarian assistance, social welfare, health, education, culture, science, religion, and sports as well as to local and regional self-administrative bodies. CSOs working on environmental protection, human rights protection and democratization are excluded from these benefits.<sup>41</sup> The arguments put forward by MPs from the government party justifying the exclusion of certain organisational types in a parliamentary debate were weak. It was argued that these associations are likely to abuse tax benefits, engage in money laundering, advocate for specific political parties or only pursue their own personal interests. The parliamentary debate was closely followed by newspapers and readers were in a position to be informed about the differing positions of the government and CSOs. On the basis of the CSI media analysis it can be concluded that the general public was on the side of the CSOs, understanding this legislative change as an attempt to oppress some prominent organisations.

National workshop participants drew attention to the positive impact of the VAT exemption for the Bishop Josip Lang Foundation's campaign, "Don't forget me", as the Foundation did not have to pay VAT on thousands of telephone calls used for the campaign. However, it was stressed that the granting of such benefits should not be a discretionary right of the Minister of Finance. Instead, the law should regulate the payment of taxes for such activities. Overall, the NAG assessed the tax environment for CSOs to be rather favourable for most types of CSOs.

*2.5.4. Tax benefits for philanthropy.* Businesses can donate up to 2% of their income for the public good, which can be deducted from their taxes. In the same way, individual taxpayers can donate up to 2% of their total personal income. Pursuant to the decision of the respective minister, non-taxable amounts of certain grants for important purposes can be increased. However, tax incentives for donations are only used by a few businesses, and even fewer private taxpayers. In the regional consultations much emphasis was placed on cases when young entrepreneurs contacted CSOs to make a donation.

Generally, tax regulations for donations are complex. Therefore, only a small number of individuals involved in CSO activities understand their potential and promote them when

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<sup>41</sup> CSOs promoting the highest constitution values, Article 3. Constitution of Republic of Croatia, lost tax incentives.

soliciting citizen or corporate sector donations. Nevertheless, in theory, the available tax benefits are significant. This indicator therefore received a moderately positive assessment by the NAG.

## 2.6. State-Civil Society Relations

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

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

Ref. #	Indicators	Score
2.6.1	Autonomy of CSOs	2
2.6.2	Dialogue between CSOs and the state	1
2.6.3	Support for CSOs on the part of the state	2

*2.6.1 Autonomy of CSOs.* The autonomy of CSOs in new democracies is considered a key indicator of an independent and healthy civil society. In Croatia, the state's paternalistic attitude as well as its tradition of being in absolute control over society challenges the autonomy of CSOs (Bežovan, 2004). Consequently, in the opinion of a majority of stakeholders, the state, in particular local authorities are sometimes too involved in the activities of CSOs. For example, environmental CSOs are closely monitored by local authorities, which are worried about civic activists raising difficult questions regarding the investment plans of the local government. Also, powerful political actors, mostly from political parties, often undermine civil society initiatives that contradict or do not comply with their interests.

According to stakeholders, CSOs' financial dependency on the state further undermines their autonomy. Survey respondents mentioned the recent legal amendments with respect to VAT (see indicator 2.5.3) as an example of the state's involvement in civil society activities, indicative of a systematic governmental policy aimed at weakening organizations asking unpleasant questions.

The National Workshop drew attention to the widespread practice of connections and acquaintances in civil society through which the state and political actors "have their hand in civil society", undermining the public credibility of CSOs. After a long debate, the NAG interpreted the research findings as raising some critical issues and therefore gave an only moderately positive score.

*2.6.2. Dialogue between CSOs and the state.* During the 1990s, the relationship between the state and CSOs was ridden with conflict. Apart from the humanitarian area, there were only few areas of cooperation and partnership. After 2000, state-civil society relations changed, when appropriate rules of engagement were put in place. Counselling bodies, working on the protection of human rights, children's rights, the rights of disabled persons, gender equality, minority rights, environmental protection, consumer protection and similar issues have recently been established by the state together with representatives of CSOs. At the regional level, and in larger towns, similar bodies involving CSO representatives have been established, and the signing of charters on cooperation between local and regional authorities and CSOs are likely to increase dialogue. However, some experts believe that by establishing such consultative bodies, the Government leaves difficult issues like protection of human rights, family violence and consumer protection to counselling bodies which are without real power to make serious contribution in solving the problems. Therefore, the government avoids having to deal with difficult issues, while simultaneously presenting a democratic face to the international public.

The most important mechanism in this regard is the Council for Civil Society Development of the Republic of Croatia. It is a counselling and professional body of the Croatian Government, which works on the implementation of the *Cooperation Programme of the Government with the Non-*

*profit Sector in the Republic of Croatia*, the main strategy for the development of civil society and philanthropy, as well as the development of inter-sectoral cooperation. The government council comprises 21 members, 10 from central administration, 8 from CSOs and 3 experts. After the change in the government in late 2003, the continuation of the Council's operations was unclear for grant allocation to CSOs in 2004. This slowed down the Council's work on inviting tenders. In 2005, indications are that these problems have been rectified.

Despite the existence of a range of commissions and bodies, the outcomes of regional stakeholders' survey show a rather limited level of dialogue between the state and civil society (see table III.2.6.2). In more developed regions, such as the North-west, Istra, and Rijeka, a more advanced dialogue with CSOs has been established.

**Table III.2.6.2: Description of dialogue between the state and civil society<sup>42</sup>**

	Number	%
Does not exist	14	5.3
Restricted	125	47.2
Medium	112	42.3
Extensive	4	1.5
DK/Na	10	3.8
<b>Total</b>	<b>265</b>	<b>100</b>

Regional stakeholders identified several specific problems, such as the slow pace of establishing communication, as well as the poor quality of dialogue between the state and civil society. One respondent said: “[m]y personal opinion is that within CSOs, awareness of their role and importance is growing, but also the awareness of the need of their further development and growth, as well as transparency in their activities. The state also changed its attitude to CSOs and now sees them, for some of their activities, as potential partners and not as competitors or enemies.”

In the past, several recommendations for improving cooperation between the Croatian government and CSOs have been put forth, but have not been implemented. For example, as will be described in greater detail under indicator 4.2.1 below, the Croatian parliament has not adopted a proposal to include a representative of CSOs as a consulting member in all parliamentary committees; the proposal for regular weekly or monthly parliamentary consultations with NGOs and citizen's representatives was also rejected.

The state is not inclined to fully trust civil society and for the time being believes in *party quotas* for civil society, through which each major political party elects their CSO representatives to important bodies.<sup>43</sup> According to a key informant, a majority of civil servants still consider CSOs as a necessary evil; not as a partner, but rather as a trouble maker. However, CSOs are also often unable to clearly articulate their attitudes or express their interests towards the state or its' programmes.

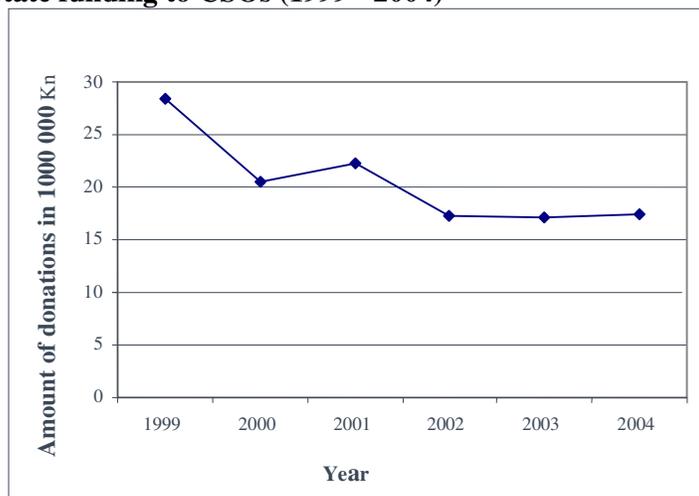
This indicator scored a 1.0, indicating a limited level of dialogue between CSOs and the state. National workshop participants indicated that in an increasing number of regions associations are joining efforts to establish dialogue with government representatives. However, the existing dialogue is mostly not institutionalized and of occasional character. CSOs therefore need to persistently pressure the state to establish new and more efficient forms of state-civil society dialogue.

<sup>42</sup> Question: How would you describe dialogue between the state and the civil society?

<sup>43</sup> An example of “party's quotas” of civil society is the HRTV Council.

2.6.3. *Cooperation/Support from the State.* In Croatia there is no consolidated national level data about the total amount of public budget grants to CSOs. Government grants are distributed by various ministries and government offices.<sup>44</sup> A portion of these funds was previously distributed through tenders called for by the Association Office of the Republic of Croatia. From 1999 to 2003, the amount of these funds steadily declined (see figure III.2.6.1).

**FIGURE III.2.6.1: State funding to CSOs (1999 - 2004)**

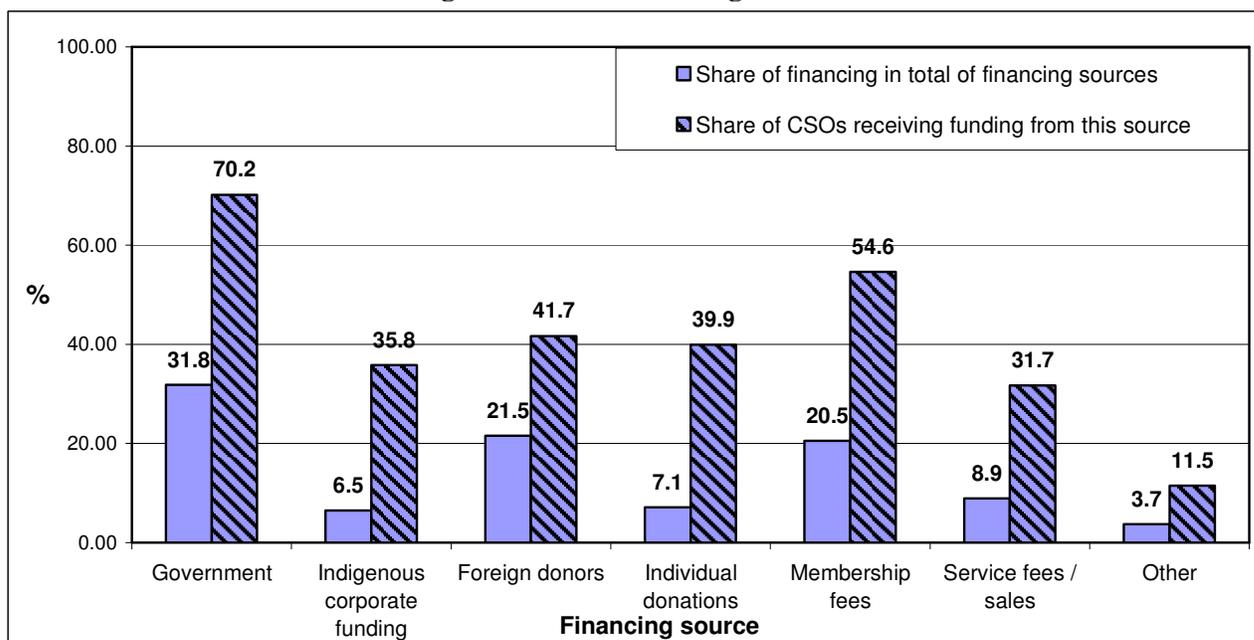


The funds distributed by the Associations Office have mostly been allocated to organizations working in the area of social policy; the highest amount of funds from the State Budget, are regularly distributed to sports organizations. Recently, the National Foundation for Civil Society Development was established, which receives and distributes funds from the state budget, the lottery and foreign donors. This new funding source will provide the sector with a considerable and secure income source which is likely to contribute significantly to its financial sustainability.<sup>45</sup>

CSOs receive a substantial and growing part of their funds from the local administrations. This is reflected in the results of the regional stakeholder survey, which shows that the central government, counties, cities and municipalities are the main sources of finance (see figure III.2.6.2). Foreign donors are particularly important for CSOs in Zagreb, Slavonia and Dalmatia.

<sup>44</sup> The tenders, invited by certain ministries, are demanding and it is obvious that the grants can be received only by very capable associations. This challenges the purpose of funds allocation for civil society development. The question should be raised whether it is necessary to have a “good” draft of the project or the issue wanting to be addressed is a sufficient reason for granting funds.

<sup>45</sup> The *Code of Positive Practice* was proposed to the Parliament. It is the basic document for functional, transparent and controlled funds allocation from the State Budget assigned for associations.

**FIGURE III.2.6.2: Share of financing sources in CSOs budgets**

However, the process of allocating state funds is not guided by any clear policy. Grants are not awarded in accordance with the priority social issues, or actual public policies that are being pursued. One respondent concluded that: “[t]he criteria for allocating funds from the state budget, as well as from the regional and local budgets, are still not clear”. Additionally, experts pointed out that no evaluations of state-funded projects have been carried out, making the identification of lessons learned impossible. Another issue raised by national workshop participants is the demanding and technical nature of state tenders, which require the assistance of experts. It was recommended that the state should define less demanding criteria for grants to CSOs from the less developed parts of the country, which are still affected by the legacies of the war.

## 2.7. Private Sector-Civil Society Relations

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

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

Ref	Indicators	Score
2.7.1	Private sector attitude to civil society	1
2.7.2	Corporate social responsibility	1
2.7.3	Corporate philanthropy	1

*2.7.1. Private sector attitude to civil society.* CSOs have only recently generated some interest from the Croatian business sector. National workshop participants recalled that in the early phases of the privatization of the socialist economy new business owners focused entirely on generating profit, and closed down any departments that provided support to social and cultural activities.

The stakeholder survey and regional consultations revealed that the private sector is still seen either as indifferent to (42.6%) or even suspicious (32.8%) of civil society. The private sector is

hard pressed in the day to day struggle for survival in an environment characterized by insecurity and instability. In such an unfavourable environment only a few businesses have the time and resources to engage with civil society. Most respondents consider that business associations participate rarely (49%) or occasionally (24%) in wider civil society initiatives. Yet, several participants at the regional consultations pointed out that small and medium entrepreneurs are increasingly interested in CSOs. In more developed regions, such as Varaždin, Rijeka and Istra, the attitudes of the private sector towards civil society are seen as more favourable. National workshop participants pointed towards the practice of a large number of CSOs, which, through their support by reputable individuals from local communities, earn greater trust of the private sector. For example, if a local welfare association has the local medical doctor as a board member, s/he is likely to be able to open doors in local companies to get support for the association.

*2.7.2. Corporate social responsibility.* Corporate social responsibility in Croatia only became a topic of discussion at the beginning of the new millennium, when the first research efforts and round tables on this topic were organized (Bežovan, 2002). Research revealed that the type of welfare state emerging in Croatia does not contribute to the development of a socially accountable corporate sector since the corporate sector is obliged to pay high taxes and contributions for social and public purposes, yet the corporate sector is not seen as an important stakeholder for society at large. As a result, only a small number of firms are beginning to establish socially responsible relations in the communities in which they are active and there is uncertainty among these firms about their returns for social investments. Also, the media review showed that the media pays close attention to charitable giving, and stories in the media have inspired individuals and donors to give more.

Overall, the corporate sector considers CSOs solely as beneficiaries of their support, while the associations consider the corporate sector solely as donors. Such a narrow view of civil society-business relations results in a limited number of partnerships between CSOs and the corporate sector. This is confirmed by the stakeholder survey results on the extent of social responsibility of larger companies, which are mainly seen as insignificant (20.8%) or limited (33.6%).

Yet, the study of ten major Croatian companies' web sites (see appendix 3) has revealed some positive trends of corporate social behaviour. However, it is evident that companies do not have a clear policy of corporate responsibility and are unaware of the impact a company's reputation can have on its economic success. In general, firms see this type of spending as another way of spending money on marketing or sponsorship, rather than as their social responsibility.

The regional consultations emphasized the importance of a limited number of small and medium entrepreneurial firms that have begun to make charitable donations. A few Croatian companies have a history of inviting tenders for grants to CSOs (Zagrebačka banka) and reports are beginning to be published on social accountability in the corporate sector (Coca Cola Beverages Hrvatska, INA, Pliva). Also, companies that are a part of the Croatian Business Council for Sustainable Development promote the concept of sustainable development, through corporate responsibility.<sup>46</sup> However, these companies form only a small minority among Croatian businesses. Thus, in recent comprehensive consultations on this topic (Bagić, Škrabalo, Narančić, 2004) concerns were voiced about the limited number of promoters and practitioners of corporate social responsibility in Croatia. The Croatian Agenda 2005 for responsible business is likely to

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<sup>46</sup> Recently they began publishing the journal *Corporate Sector and Sustainability*, [www.poslovniforum.hr](http://www.poslovniforum.hr).

contribute to filling this gap. National Workshop participants placed a great deal of hope on the planned Conference on Social Accountability of Corporate Sector and Media in Croatia for improving the culture of corporate responsibility.<sup>47</sup> Participants at the National Workshop also pointed towards problematic aspects of corporate social responsibility, namely the *greenwash* phenomenon. Here, major companies which are frequent environmental polluters, buy the approval of the community through donations and sponsorship.

*2.7.3. Corporate philanthropy.* There is no reliable information on the scope of corporate philanthropy in Croatia. CSI research results indicate that 33.2% of surveyed CSOs receive funds from the corporate sector, and the average share of corporate sector funds among CSO income amounts to 18.2%. Whereas these findings point towards a moderately solid basis of corporate philanthropy, the concept of corporate philanthropy is not seen as a part of the corporate sector's image, which is signified by the fact that only two companies have established foundations.

During the scoring meeting, the NAG observed a recent positive development in this area, where an increasing number of small and medium companies are becoming active in their communities. However, these companies still provide most of their support to sport and cultural events. Therefore, on the whole, the current extent of corporate philanthropy was still seen as rather limited and thus received a score of 1.

## CONCLUSION

The external environment remains somewhat limiting of civil society in Croatia. In the 2001 CSI research (Bežovan, 2001), disabling factors, such as the problematic legislative, political and socio-cultural environment in which civil society operates, were identified as major barriers to the development of civil society. The 2004 CSI study found the political environment to be somewhat enabling, with similar problematic features to those identified three years prior still prevailing. These include: legal instability, fairly widespread corruption, an inefficient centralised state and a high level of public mistrust of the government and political parties. This all contributes to citizens' passivism in public life, which manifests itself in a medium score for the socio-cultural environment, measuring the levels of social trust, tolerance and public spiritedness among Croatians. Thus, although often overlooked by civil society activists, the political environment is a crucial obstacle to the development of Croatian civil society.

The legal framework and state-civil society relations are still in an early phase of formation; yet there is some visible progress in relations between civil society and local authorities. While CSOs receive significant funding from the state, no clear or conducive policy is guiding these grant allocations. Thus, the establishment of an efficient CSO funding policy by the central state, in partnership with local authorities, which targets key policy issues, should be a key priority. Here, partnerships and dialogue mechanisms between local government and civil society are leading the way.

In spite of the economic instability and tax pressures, the corporate sector is beginning to recognise civil society as a partner. If more mutual trust between both groups of actors can be established, corporate philanthropy is likely to flourish.

Thus, whereas the current context for Croatia is not pronouncedly disabling, a wide range of different factors, ranging from political, to economic and socio-cultural, are in need of improvement, if a more conducive environment for civil society is to be established in Croatia.

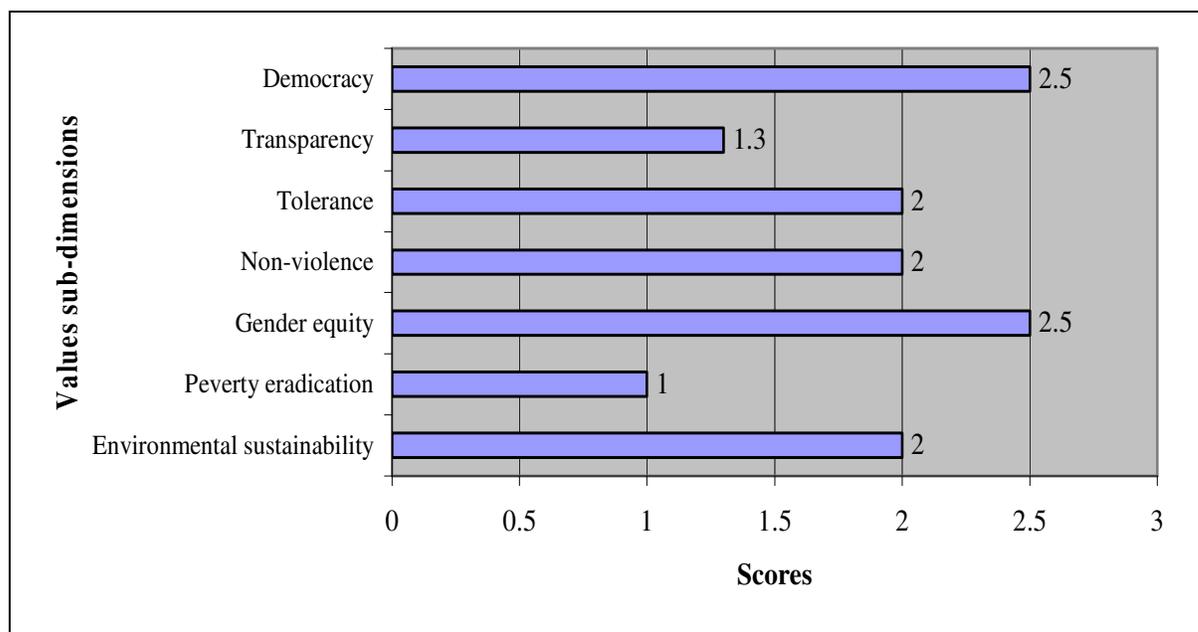
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<sup>50</sup> The Conference will be organized by the Zagrebačka banka.

### 3. VALUES

This section describes and analyses the values promoted and practiced by Croatian civil society. The score for the Values Dimension is **1.9**, this reflects a positive value bases for Croatian civil society. Figure III.3.1 shows scores for seven sub-dimensions within the values dimension.

**FIGURE III.3.1: Sub-dimensions scores in Values Dimension**



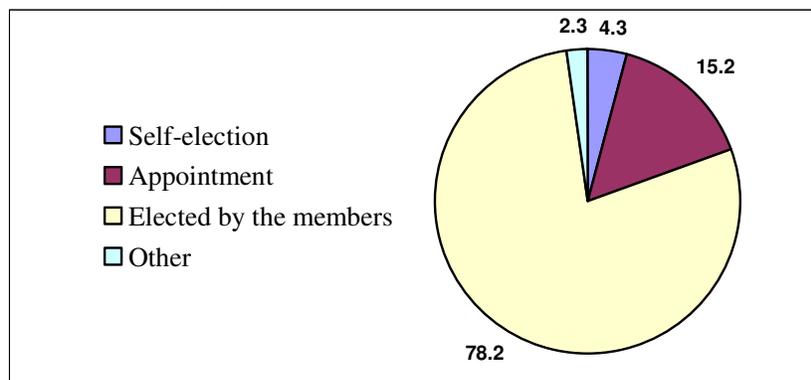
#### 3.1. Democracy

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

**Table III.3.1.1: Indicators assessing democracy**

Ref	Indicators	Score
<u>3.1.1</u>	Democratic practices within CSOs	<u>3</u>
<u>3.1.2</u>	Civil society actions to promote democracy	<u>2</u>

**3.1.1 - CSOs democratic practice.** What are the mechanisms of selecting the leadership within CSOs and to what extent can members influence organisational decision-making? As shown in Table III.3.1.2, CSO leadership is typically chosen by the members themselves. In a smaller number of cases they are appointed, and in an even smaller number they are self-elected. A less positive picture emerges from the answers on the question about the influence of CSO members on organisational decision-making. Whereas 45.7% felt that their influence is substantial, a substantial percentage of respondents felt that members' influence is small or nonexistent.

**FIGURE III.3.1.1: Means of organisational leadership selection<sup>48</sup>**

The issue of low membership influence within CSOs was further emphasized at several regional consultations and in conversations with experts, who highlighted the problem of the extensive influence exerted by the founders of particular organizations, as well as instances where attempts were made to resolve internal conflicts in a non-democratic way.

*3.1.2. Civil Society actions to promote democracy.* Taking into consideration the specific historical circumstances of Croatia, such as the demise of Yugoslavia and the creation of an independent Croatian republic, the Homeland war, the late start of democratic reforms and the expected entry into the European Union, democratization has been a key issue for civil society. A number of CSOs were and still are dedicated to the development of democracy in the country. However, most of them and their funding sources are almost exclusively focused on dealing with the consequences of the Homeland war and with the rights of national minorities, especially refugees and displaced persons. Some CSOs were part of the major democratization campaign concerning the general elections of 2000, but in recent years the promotion of democracy appears to be no longer on the public radar. Consequently, according to stakeholders, the activities of civil society in promoting democracy are primarily seen as moderate (41%) with another fifth of respondents regarding them as significant. Most respondents could recall several cases (34%) or at least one or two cases (27.2%) of specific civil society activities in this regard, and named the following examples: the activities of GONG in connection with the elections, activities of women's organizations, such as the 16 day campaign against violence against women and the civic activism campaign of the organization Eko Kvarner.

The media analysis found 73 articles on CSO activities promoting democracy. The most frequently mentioned associations were the Academy for Political Development, GONG, Croatian Helsinki Committee and the GRAK campaign. In these articles particular attention was paid to meetings, such as the “Split conference”, Slobodna Dalmacija and the UK Forum and Southeast Europe, organised by British Council.

The information provided above thus indicates a moderate role of civil society in democracy promotion, which has decreased in recent years.

## **3.2. TRANSPARENCY**

This sub-dimension examines to what extent civil society practices and promotes transparency. Table III.3.2.1 summarizes the scores for individual indicators.

<sup>48</sup> The question was: How does this organisation select its leaders?

**Table III.3.2.1: Indicators assessing transparency**

Ref	Indicators	Score
3.2.1	Corruption within civil society	2 <sup>49</sup>
3.2.2	Financial transparency of CSOs	1
3.2.3	CS actions to promote transparency	1

*3.2.1 Corruption within civil society.* A series of research studies conducted in Croatia during the transition period showed a high level of distrust in the main social institutions, as well high levels of perceived corruption in society. This is similar to other post-communist countries. According to Transparency International Croatia, corruption in Croatia is perceived as extensive. In this respect it is interesting to see to what extent civil society differs from other parts of society.

Only 16.2% of regional stakeholder survey respondents feel that the incidents of corruption in civil society are very rare. However, 20% consider such cases frequent or very frequent with another third of respondents not providing an answer to this question. (See table III.3.2.2)

**Table III.3.2.2: The frequency of the corruption incidents within the civil society<sup>50</sup>**

	N	%
Very frequent	22	8.3
Frequent	31	11.7
Occasional	78	29.4
Very rare	43	16.2
DK/NA	91	34.4
<b>Total</b>	<b>265</b>	<b>100</b>

Interestingly, the highest perceived level of corruption in civil society was documented in Zagreb, and at the regional consultation in Zagreb it was pointed out as a major problem of the functioning of CSOs. Since the previous CSI study in 2001 already pointed to problems with financial transparency within CSOs, particularly widespread public distrust of CSOs' transparency, the situation does not seem to have changed for the better. At the National Workshop it was mentioned that cases of corruption in some organizations portray the whole sector in a negative light, and that CSOs themselves should pay more attention to their financial transparency.

*3.2.2. Financial transparency of the CSOs.* Incidents of corruption within civil society can be efficiently fought through increased transparency in all aspects of CSO activities, with financial transparency being of paramount importance. The media is very suspicious of CSOs' level of transparency, and the general public often believes that CSOs are used for money laundering. Two thirds of stakeholders indicate that the financial reports of the CSOs, which they are involved in, are available to the public. This is a key precondition for financial transparency. However, at the regional consultations, it was stressed that in most cases these reports are not publicly presented.

*3.2.3. Civil Society actions to promote transparency.* Civil society's activities to promote transparency were described in no less than 366 articles, making it one of the most commonly covered topics in the media (4.3% of all articles). The most dominant topics were: transparency of election campaigns, public procurement, business operations of public enterprises and reimbursement of public services, transparent court procedures and transparent privatization. The

<sup>49</sup>As in other indicators higher indicator values show better result and in this example it is assessed that there is less corruption within civil society.

<sup>50</sup> The question was: Instances of corruption within civil society are?

association Transparency International-Croatia is regularly consulted by the newspapers when questions are raised about the accountability of certain government actions.

However, despite high media coverage, a majority of stakeholders assessed the influence of these campaigns as insignificant or limited, particularly those concerning the transparency of the business sector. Most respondents could recall only a limited number of examples of campaigns dedicated to the promotion of government transparency, and the percentage was even lower with regard to the functioning of the business sector. Respondents mentioned the following examples of anticorruption campaigns: “The Public has the Right to know” campaign carried out by coalition of CSOs, activities of the consumer associations, “Sunday as a Nonworking Day” campaign, discussions about the corporate social responsibility and protests by fishermen or farmers.

National workshop participants felt that issues of public and corporate transparency are fairly new issues for CSOs and therefore CSOs activities in this regard are currently not very advanced. This is reflected in a rather low score of 1.

### 3.3. Tolerance

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

**Table III 3.3.1: Indicators assessing tolerance**

Ref	Indicators	Score
<u>3.3.1</u>	Tolerance within the civil society arena	<u>2</u>
<u>3.3.2</u>	CS activities to promote tolerance	<u>2</u>

*3.3.1. Tolerance in the civil society arena.* Tolerance is an essential component in the functioning of civil society, and the promotion of tolerance is a part of many CSOs’ missions. Despite this, the regional stakeholder survey showed that a fifth of respondents identified a significant number of forces within civil society that are racist, discriminatory or non-tolerant.<sup>51</sup> However, the most important result is that the majority feels these forces are isolated from the rest of civil society. Only 1.5% of respondents stated the opinion that such forces dominate civil society, while still 11.7% believe these types of CSOs constitute a considerable component of civil society. Key informants named the following examples: incidents of violence in connection to skinheads, as well as some sports supporters and some war veteran’s organizations. However, since these examples are limited and not part of mainstream civil society, Croatian civil society can be regarded as a quite tolerant space, reflected in a rather high score of 2.

*3.3.2. Civil Society actions to promote tolerance.* Only in recent years has the Croatian public begun to recognize the need to promote tolerance within society. The media review clearly identified CSOs as the most important promoter of tolerance in the country, and CSOs are seen as keeping the issue of tolerance on the public agenda. However, they are more active in reacting to concerns about intolerant attitudes and behaviours to certain groups, rather than in proactively and permanently promoting tolerance.

<sup>51</sup> One must keep in mind that 25% of respondents chose the option ‘Don’t know’ as their answer to the question concerning the promotion of tolerance, non-violence, gender equality and eradication of poverty.

Aside from the issue of war affected areas, other issues of concern include the rights of individuals infected with HIV, domestic violence and the rights of homosexuals.<sup>52</sup> Respondents stated that, tolerance was mostly promoted by women's organizations and homosexual and lesbian groups, with a large number mentioning the gay parade in Zagreb. Stakeholders were split in their assessment of civil society's role in the promotion of tolerance; a small majority regarded it as either moderate or significant, while a significant minority (38.9%) regard it as insignificant or limited.

### 3.4. Non-violence

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

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

Ref	Indicators	Score
3.4.1	Non-violence within the CS arena	<u>2</u>
3.4.2	CS actions to promote non-violence	<u>2</u>

*3.4.1. Non-violence in the sphere of civil society.* The separation from Yugoslavia and the founding of the Croatian state were, unfortunately, followed by a war over Croatia's independence. The consequences of the war are still visible in the high use of firearms and the widespread use of violence in society in general. Although not large in percentage, there are forces that resort to violence within civil society in order to promote their interests. The regional stakeholder survey results (see table III.3.4.2) indicates that there are isolated groups that frequently, or from time to time, use violence.

**Table III.3.4.2. The scope of forces within the civil society that use violence<sup>53</sup>**

Answers	N	%
Significant, large groups	5	1.9
Isolated groups that use violence often	17	6.4
Isolated groups that use violence form time to time	60	22.6
The use of violence by the civil society groups is very rare	131	49.4
DK/NA	52	19.7
<b>Total</b>	<b>265</b>	<b>100</b>

Regional consultations singled out the violent activities of some organizations of war veterans. Other examples included soccer supporters and skinheads. Again, it is encouraging that most stakeholders believe that such cases are usually or always condemned by the rest of civil society. Thus, Croatian civil society overall, can be described as a rather peaceful arena.

*3.4.2. Civil Society Actions to promote non-violence and peace.* Promoting non-violence is very important in a post-war society such as Croatia. Civil society's activities to promote non-violence in Croatian society are carried out by a limited number of CSOs, which deal mostly with human rights, peace, minority problems and religious questions. The public visibility of these activities is rather limited.

<sup>52</sup> In February 2005, the organizations 'Iskorak' and 'Kontra', which focus on the protection of sexual and gender minorities, have presented the Report on the state of human rights of sexual and gender minorities. Until the last few years this type of activity was almost unimaginable, unlike the case of HIV infected girls that received a lot of media attention. 'Vjesnik', 18. February 2005.

<sup>53</sup> The question was: Are there forces within civil society that use violence (aggression, hostility, brutality and or fighting) to express their interests?

Many CSOs state in their reports that some proportion of their activities are specifically dedicated to the promotion of tolerance and/or the peaceful resolution of conflict. In the 1990s several organizations were active organizing trainings and promoting the concept of peaceful conflict resolution. The largest recent activity of this sort was the UNICEF campaign “Stop Violence among Children”. The ecumenical societies, peace studies institutes and UNICEF programs were singled out by respondents as the most recognized promoters of peaceful conflict resolution. The Centre for Peace Studies focused primarily on the legacy of the war, and was very active in providing training for the peace building process.

However, in the regional stakeholder survey, a relative majority of respondents (37.7%) could not recall many examples of such activities. At the regional consultations it was mentioned that there are several examples of such actions, but they are poorly covered by the media. This stands in contrast to the results of the media analysis which found 201 articles covering such issues (this amounts to 2.43% of all indicators monitored). Stakeholders were divided in their assessment of civil society’s impact in this field with a third regarding it as limited and another third regarding it as moderate, while a fifth assessed it as significant. It seems that civil society must improve the publicity of its actions promoting non-violence, not only in the media but also through the implementation of more effective programs that will have a stronger social impact.

In the opinion of National workshop participants, CSOs should also focus on new and, hitherto, neglected forms of violence, such as violence against the elderly, and the inability of individuals with special needs to exercise their rights.

### 3.5. Gender Equality

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

**Table III.3.5.1: Indicators assessing gender equity**

Ref	Indicators	Score
3.5.1	Gender equity within the CS arena	3
3.5.2	Gender equitable practices within CSOs	2
3.5.3	The role of CS in the promotion of gender equality	2

*3.5.1. Gender equality within the civil society.* The issue of gender equality was put on the public agenda only a few years ago. The ongoing EU accession process is the most important promoter of such discussions, since, as part of this process, Croatia is obliged to change not only the laws referring to gender equality, but the practices as well.

A majority of stakeholders believe there are only limited or even irrelevant forces within civil society that are extremely discriminatory or sexist towards women, and that their actions are generally or always condemned by the rest of civil society. Also, in the opinion of stakeholders, women comprise a majority among the members and leadership of CSOs, particularly in the social and health sector. This is in line with the information included under 1.3.2, which stated that a majority of stakeholders consider women to be equally represented in CSO leadership. However, at the National Workshop it was noted that the feminization of the civil sector could be a consequence of its lower social prestige compared to the private sector or government. As the information does not point towards any serious gender equality problems within civil society, the NAG assigned the highest score of 3 to this indicator.

3.5.2. *Gender equitable practices within CSOs.* The stakeholder survey showed that most organizations do not have rules concerning the equal opportunities and/or equal salaries for jobs performed by women. However, at the regional consultations a large majority of participants agreed with the view that women receive equal salaries for equal work and that this is a well established social norm that is followed independent of the existence of formal rules.

3.5.3. *The role of civil society in the promotion of gender equality.* If the presence of gender equality policies is satisfactory within civil society itself, it does not mean that civil society should not play a larger role in the promotion of gender equality at the societal level, especially as Croatian society can be described as a traditional society.

Interestingly, most survey respondents could not cite any campaigns dedicated to the promotion of gender equality, although at the stakeholder consultations several organizations which operate shelters for women, or victims of domestic violence, were mentioned. Examples of particular campaigns in this context are the 16 days of activism against violence against women, the education for the equality of sexes' campaign, the declaration of the day of equality of sexes and round table discussions on the issue organized by coalitions of CSOs. CSOs have also contributed to the establishment of the Office for Gender Equality within the government of Croatia, and therefore the issue of gender equality gained institutional significance.

However, regional consultations assessed that the number of CSOs addressing gender violence issues is too low when compared to the current needs. In some regions, for example Slavonija, organizations, dealing with domestic violence, do not exist at all and in many local environments the problem of domestic violence is still not recognized as an important problem.

### 3.6. Poverty Eradication

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

**Table III.3.6.1. Indicator assessing poverty eradication**

Ref	Indicators	Score
3.6.1	CS actions to eradicate poverty	1

3.6.1. *The role of civil society in the reduction of poverty.* The difficult transition period and the subsequent war led to increased poverty in Croatia, even though until a few years ago no relevant statistical information was collected. Data from 2003 shows a national poverty rate of 18.9%, on the basis of a poverty line defined as 60% of average national income.<sup>54</sup> According to this data, Croatia is considered a country with a high rate of poverty. Given the rather widespread poverty, it is surprising that close to two-thirds of stakeholders did not know of a single civil society program dedicated to the reduction of poverty (see table III.3.6.2). Stakeholders perceive the role of civil society in fighting poverty as either insignificant (41.5%) or as limited (29.8%), and issues of civil society activities addressing poverty are in general not covered by the media.

<sup>54</sup> Šućur, Z. (2004) Poverty and inequality in Croatia from 2001 to 2003. *Revija za socijalnu politiku* 3-4:4432-450.

**Table III.3.6.2: Last year's examples of public campaigns, actions and programs of civil society dedicated to the eradicating poverty<sup>55</sup>**

Answers	N	%
There was none	73	27.5
One or two examples	46	17.4
A few examples	46	17.4
A lot of examples	14	5.3
DK/NA	86	32.4
<b>Total</b>	<b>265</b>	<b>100</b>

At all regional consultations, as well as at the National Workshop, it was unanimously concluded that civil society is not dedicated to poverty reduction, as one of the key social problems of Croatian society. Some possible reasons for this lack of attention to poverty include:

- lack of appropriate human resources within CSOs;
- lack of interest of foreign donors in such programs;
- unfamiliarity with the national program for poverty reduction and social exclusion and
- the specific nature of poverty in certain regions (e.g. the difference in the form and needs of urban and rural poor).

One respondent concluded that: “[n]obody is sensitized to the poor and the poor are left to themselves.” However, CSOs could play a role in the national poverty eradication programmes. For example, they could participate in organizing public works, provide assistance in homes or provide housing. In the consultations, participants cautioned that CSOs, focused on social issues, frequently are not open to cooperation. As a consequence of the low priority of poverty eradication issues within civil society, NAG members assigned a low score of 1.0 to this indicator.

### 3.7. Environmental Sustainability

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

**Table III.3.7.1: Indicator assessing environmental sustainability**

Ref	Indicators	Score
3.7.1	CS actions to sustain the environment	<u>2</u>

*3.7.1. The actions of the civil society concerning the promotion of environmental protection. The Opinion on the application of Croatia for membership of the European Union, which the European Commission published in April 2004, stated that Croatia must invest significant and persistent efforts in order to adjust its legislation in the area of environmental protection to the legislation standards set by the European Union.<sup>56</sup>*

Unlike the area of poverty reduction, CSOs play a widely recognized and crucial role in environmental protection. The best known example of efficient work of civil society in this field is the activism of ecological organizations around the oil pipeline project “Družba Adria”. They demonstrated that the general public, which is in general concerned with the conservation of Croatian natural resources, can be sensitized and mobilized around environmental issues.

<sup>55</sup> The question was: Do you think of any examples of civil society public campaigns, actions or programmes dedicated to eradicating poverty?

<sup>56</sup> The Commission of European communities. The Commission's announcement. The opinion on the application of Croatia for the membership in EU, COM (2004) 257, final text, Bruxelles, 20. April 2004, available at [www.mei.hr](http://www.mei.hr).

CSOs' activities regarding environmental protection were evaluated as either moderate or significant by stakeholders and two-thirds of stakeholders could recall a significant number of examples of campaigns to protect the environment. Stakeholders' ability to name these types of campaigns is in part due to the significant media attention that environmental activities receive. Another factor is that environmental organizations attract a wider group of more influential citizens to their membership than the average CSO, and contributing to such initiatives has become a status issue for younger middle class Croatians. As there is still a rather limited number of CSOs actively promoting environmental protection, the NAG scored this indicator with a moderately strong 2.

## CONCLUSION

The score for the values dimension indicates that civil society promotes and practices positive values only to a certain extent. The study revealed the dedication of civil society to positive social values such as democracy, tolerance, non-violence and gender equity; however it also indicated the need for further development of certain values, such as transparency and poverty eradication.

The discrepancy between the higher scores for the *internal practice* of all the examined values and the lower score for the *external promotion* is particularly noticeable. These results are in stark contrast to the 2001 CSI assessment, where civil society was seen as being a strong promoter of certain values without practising them internally. One possible reason for this change is that Croatian civil society has matured over the last few years and has been able to 'bring its own house in order'; however, the discrepancy might also be a consequence of the significantly different methodology used in the 2001 assessment versus the 2004 assessment.

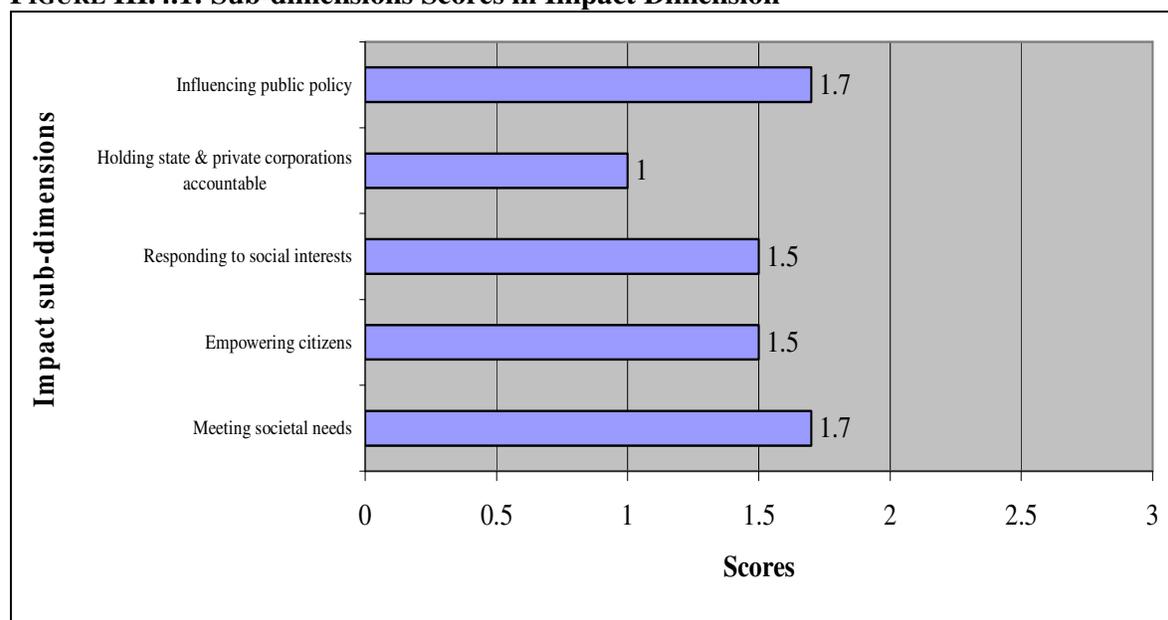
The low score of the transparency sub-dimension is of particular concern, as the concept of transparency underpins most other norms and values, and is crucially important for the whole society. Establishing greater transparency is still a serious task for the internal operations of CSOs, the lack of which limits their ability to convincingly promote this challenging concept in society at large.

Another major weakness of Croatian civil society's values is the very limited role CSOs play in poverty eradication. This result is somewhat unexpected, and is relevant for policy makers and CSOs alike, who need to develop strategies for incorporating CSOs more effectively into existing national poverty eradication plans.

## 4. IMPACT

This section describes and analyses the extent to which civil society is active and successful in fulfilling several essential functions in Croatian society and politics. The score for the Impact Dimension is **1.5**, reflecting an average level of impact for Croatian civil society. Figure III.4.1 presents the scores for the five sub-dimensions within the Impact dimension.

**FIGURE III.4.1: Sub-dimensions Scores in Impact Dimension**



### 4.1. Influencing Public Policy

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

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

Ref	Indicators	Score
4.1.1	Social policy impact	<u>2</u>
4.1.2	Human rights impact	<u>2</u>
4.1.3	Impact on national budget process	<u>1</u>

The issue of CSOs impact on public policy was examined through several studies: (1) regional stakeholder surveys and consultations, (2) case studies on social policy, human rights policy and national budget issue and (3) expert interviews. According to CIVICUS' guidelines, the priority concerns of the population were used to select the case studies on social and human rights policy in order to allow for an unbiased and independent selection of the policy issues. In the case of Croatia, unemployment was selected as the social policy issue and domestic violence as the human rights issue.

The stakeholder survey examined CSO activities with respect to their influence on public policy, focusing on the following three issues: women's rights, children's rights and workers' rights (see table III.4.1.2).<sup>57</sup> These issues were selected at the first NAG meeting on the basis of current widely publicized CSOs activities.

<sup>57</sup> With a view of actual events in civil society these three questions were selected by the NAG.

**Table III.4.1.2: Assessment of CS activity in three rights-related issues**

	Not active at all	Active to a limited extent	Quite active	Very active	DK/NA
Women	6.8	44.2	28.3	13.2	7.6
Children	2.6	32.5	39.6	17.4	7.9
Worker	26.0	33.6	23.0	7.2	9.1

In the field of campaigning for women's rights and children's rights, CSOs' activities were dominantly assessed as active to rather active, whereas civil society was seen as much less active regarding workers' rights. A similar picture emerges from the assessment of civil society's success on these three issues (see table III.4.1.3).

**Table III.4.1.3: Success of CSO in influencing decision making**<sup>58</sup>

	Non-successful	Successful to some extent	Successful	Very successful	DK/NA
Women's rights	10.9	55.1	15.5	4.5	13.9
Children's rights	8.3	51.7	22.3	5.7	11.8
Workers' rights	40.4	40.0	3.0	0.8	15.8

Organizations active in the area of children's rights and women's rights were perceived by respondents as more successful than those working on workers' rights, which is a rather new area of CSOs' activity.<sup>59</sup> However, the overall assessment of civil society's success in these three areas is rather low. Thus, based on an analysis of the stakeholder assessments a picture of an active, but fairly unsuccessful, civil society with regard to public policy emerges. This is explored in greater detail below.

*4.1.1. Social policy impact.* The issue of unemployment and new experiences with self-organizing of the unemployed was considered a top social concern by the general public, and was therefore selected as a public policy case study (see annexes for the full case study).

This issue of fighting unemployment is a new area for civil society, since it used to be a state monopoly, dominated by the national employment agency. The activities of the Zagreb Unemployed Society indicate that this area is open for innovations by CSOs, such as providing educational courses, practical information about the social rights of unemployed, advocating new social rights and ultimately influencing the employment policy at large. Through representation by CSOs, the unemployed emerge as a new stakeholder in the social policy field. Local authorities, political parties, entrepreneurs and the media are open to cooperate with such initiatives in various ways. They offer various benefits to them, such as office material, invitation to round tables and asking for advice on new social programmes. Civil society's policy work in the social field is a new phenomenon and more and more CSOs are active and are achieving limited results. However, national workshop participants indicated that there are still only a limited number of such organizations and initiatives. As a consequence, local authorities, who have particular interest in finding cooperating partners in this field are often not able to find a suitable CSO to whom they could grant funds allocated for such purposes. Thus, there is room and support for activities of new social entrepreneurs, which should be explored by civil society.

*4.1.2. Human rights impact.* The selected issue relates to family violence as a violation of basic human rights and the need for non-discriminatory laws and equal rights guarantees. The issue of violence in the family triggered a coalition of CSOs to organize a comprehensive campaign in

<sup>58</sup> The question was: To what extent was civil society successful in influencing public policy decision making on this issue?

<sup>59</sup> Recently the associations of small shareholders are being established in order to protect the workers' rights, in other words to protect the common interest in failed privatization projects. Trade unions are mostly organised in state owned companies.

2004. The case study done for this research (see annex) indicates that CSOs involved in this campaign are tackling an important political issue. At the local level these CSOs are being accepted as social partners, assisting victims of family violence by providing services which are absent from state programmes. This acceptance means that the public is becoming aware of this type of violation of human rights, which is becoming more common. Influenced by these civil society activities, the *National Strategy of Family Violence Protection from 2005 to 2007* was adopted by the government. The NAG concluded that the adoption of this strategy was a result of a 15 year program of activities by women's organisations, suggesting that the achievement of policy results by civil society often takes considerable time. Recognising the impact of civil society on human rights issues as promising, it assigned a score of 2.

*4.1.3. Impact on national budgeting process.* The national budget process was selected as a relevant policy issue, since it is the most important financial policy decision by the Croatian government. However, the national budget process is still not sufficiently democratic (see annex). As of yet, there are no relevant experiences of CSOs being involved in the overall budgeting process, however, there are some examples of attempts to participate in the process. Examples of such an attempt are the activities by the pensioners' associations aligned with the Pensioners' Party who advocate for higher budget allocations for pensioners through partisan politics. Recently, voices of rural associations are being heard advocating for higher investments in agricultural production. Trade unions and representatives from vocational associations also campaign to exert influence on the budget process. However, there is no independent *think-tank* organization which systematically addresses this area.

Thus, one can conclude that when CSOs attempt to influence the national budget, they usually seek specific interventions, either through contacts at the ministries or via MPs during the legislative phase. Typically the strong players, such as business associations, are more successful in this type of lobbying, and it is difficult to detect successful activities of civil society regarding the overall budgetary process. The discussions at the National Workshop indicated the need for civil society to exert stronger influence on the budgets of local government due to strong chances of success and the relatively clear-cut local needs and priorities.

When speaking about the influence of CSOs on public policy in general, consulted experts identified some progress. Civil society is no longer silent on public issues and the state is more open to engage with civil society. Civil society representatives are also beginning to be invited in working groups, appointed to various councils and invited to submit parallel reports with their own suggestions. However, some experts consider such commitment and practice to be primarily cosmetic since most government officials are not interested in providing a real space for civil society to take part in the policy making process. When comparing these results to the findings of the CSI pilot phase report in 2001, some improvements in civil society's role in public policy can be detected. For example, professional associations, social policy CSOs and environmental CSOs have all become more respected and engaged in the policy making processes in their respective fields.

## **4.2. Holding the State and Private Corporations Accountable**

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

**Table III.4.2.1: Indicators assessing holding state and private corporations accountable**

Ref	Indicators	Score
4.2.1	Holding state accountable	1
4.2.2	Holding private corporations accountable	1

4.2.1. *Holding the state accountable.* The 2001 CSI study indicated that CSOs are not effective in monitoring the Government's policies and commitments. At the time, they were not recognised as a legitimate actor to fulfil that role. However, the 2004 CSI assessment identified several areas in which CSOs are holding the state accountable, particularly on the donor priority issues of human rights and environmental protection, the overall impact is still relatively low.

The media analysis found that 12.7 % (1,095) of articles feature issues around civil society's watchdog role. Activities by trade unions and workers' associations, which hold the state accountable for not protecting and fulfilling various rights pursuant to collective agreements are most frequently mentioned. Second are the activities of local-level CSOs, directed at the local government, mostly concerning cases in the areas of environmental protection, building of local infrastructure and local urban development plans. A wider range of citizens are interested in these issues and it is evident that these efforts have wide support of the local community.

In the assessment by stakeholders, CSOs are seen as either somewhat active (48.3%) or fully active (20.8%) in holding the state accountable, with a clear focus on the national government. However, the perceived level of success by civil society is not encouraging. Most respondents assessed these efforts as either not successful (34.8%) or only somewhat successful (46.4%). However, participants at the regional consultations pointed out that, while limited, the first serious steps are being taken by civil society, such as GONG's advocacy for free and fair elections and the Eko Kvarner association's work advancing environmental protection, both of which are well known to the public. However, experts warn that in the current environment CSOs cannot apply for funding from certain public bodies while acting as a watchdog and criticizing the same body they seek funding from.

**Table III.4.2.2: CSOs' success in holding the state accountable<sup>60</sup>**

Answers	N	%
Not successful	92	34.7
Successful to some extent	123	46.4
Successful	11	4.2
Very successful	0	0
DK	34	12.8
NA	5	1.9
<b>Total</b>	<b>265</b>	<b>100.0</b>

The outcomes from the *Legislation and Citizens* programme, initiated in seven Southeast European countries, may provide important learning on how to hold the state accountable. The programme brings together representatives of NGOs and the Parliament to improve public accountability. In Croatia the programme has started initiatives aimed at amendments of existing legal regulations, such as producing the Law on Political Parties and a draft Law on Accessibility of Information. As a result of the cooperation among participating NGOs on the access to information law, a parliamentary working group, the Croatian Consulting Committee, was established.

<sup>60</sup> The question was: To what extent is civil society *successful* in holding the state accountable?

It was emphasized at the National Workshop that civil society is not able to hold the state accountable on significant issues. A case in point is the dismantling of the Ministry of Labour and Social Welfare by the new Government, which took place without consulting stakeholders and without taking into account practices in other transition countries. However, participants at the stakeholder consultations and the National Workshop agreed that significant progress is expected to be made in this area, and that civil society's public watchdog role will become an important element of the future activities of civil society in Croatia.

*4.2.2. Holding private corporations accountable.* In general, not much civil society activity in monitoring the behaviour of the corporate sector was detected. Accordingly, civil society's activity level is assessed by the stakeholders as either inactive (35.5%), or only active to certain extent (35.1%). The assessment of civil society's success in this area is even more modest. Almost half of the respondents (50.2%) consider civil society actions in this field unsuccessful and only about a quarter (24.9%) consider it successful to some extent.

The two exceptions to this otherwise bleak picture are campaigns on issues relating to sustainable development and consumer rights. A few associations working in this area (Croatian Business Council for Sustainable Development, Agenda 2005 for Corporate Social Responsibility) promote sustainable development, transparency of corporate sector business operations and corporate social responsibility. Such associations and initiatives are few in number and only occasionally appear in the public. Consumer associations are increasingly gaining trust of the wider public. However, they are still few in numbers and do not form partnerships or associate in coalitions, which would demonstrate their civic strength.<sup>61</sup>

Yet, some first signs of success can be detected. As a result of CSO pressure, businesses, which are active in the service sector, have started to take account of the quality of products and services, and work towards building a reputation of being good corporate citizens. National workshop participants raised concerns about the capacities of CSOs to hold corporations accountable, as they lack the necessary expertise, such as laboratories for environmental impact analysis. Additionally, truly independent expertise is hard to find.

Discussions at regional consultations showed that civil society participants usually could not articulate what the concept of holding the corporate sector accountable implies. CSO representatives therefore agreed that this issue is not yet firmly on the agenda of civil society in Croatia.

### 4.3. Responding to Social Interests

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

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

Ref	Indicators	Score
4.3.1	Responsiveness	2
4.3.2	Public trust in CSOs	1

*4.3.1. Responsiveness.* CSOs have provided assistance regarding various social issues during and after the war, such as psychosocial support activities for war victims. CSOs have also been the

<sup>61</sup> According to reports from the representatives of these associations, they have difficulty proving worthy of trust (and funding) by foreign donors which are active in Croatia.

first to meet the increasing needs of the elderly.<sup>62</sup> The position of vulnerable groups, such as disabled persons, has improved considerably due to civil initiatives run by group members with some expert support. These associations have exerted pressure for the inclusion of disability questions in the population census, in order to finally get an estimate and determine the structure of disabled persons in the country. The interests of these groups have thus become recognized as legitimate needs among the public.<sup>63</sup> CSOs have also participated in lawmaking on the issue of patients' rights, thus including this issue on the public agenda. In fact, consulted experts emphasized that in certain areas of development (e.g. new legislation) civil society is more competent than the Government.

However, a wide range of stakeholders, particularly the consulted experts, agree that Croatian CSOs typically act reactively. They are often perceived as being *against* certain actions, rather than offering solutions to certain issues. Some experts emphasized that CSOs are often not inclined to compromise, which gives them a negative public image. Thus, whereas civil society actors are increasingly active in responding to the interests of the population, there certainly are examples of crucial social concerns that did not find a voice among existing civil society actors, like such as the concerns of socially excluded people, youth or housing issues problems of young families.

*4.3.2. Public trust in CSOs.* Public trust in CSOs is a crucial indicator for their credibility and standing in wider society. Several previous surveys on the level of public trust of CSOs have consistently generated rather low ratings between 20 and 40% (B.a.B.e. 2002). These findings are from the 2004 research project carried out by Croatian Caritas and the Centre for the Social Teaching of the Catholic Church. This research study also found that the concept of non-governmental organization has negative connotations for most citizens.

The outcome of the 2004 *Civil Society survey* reveals large differences in levels of trust towards different types of CSOs. Respondents were asked about their trust of three prominent Croatian civil organizations: Caritas, Croatian Helsinki Committee for Human Rights and HVIDRA.<sup>64</sup> Caritas, as a church-based organization, enjoys the highest level of trust. The other two organizations are fairly recognizable in the public for their activities, and attract a rather high level of trust, albeit lower than the level of trust in NGOs in general. When comparing CSOs to other institutions, the results reveal that citizens have more trust in CSOs than in the media, Government, political parties and big companies (see table III.4.3.2). However, the church clearly stands out as the most trusted institution in the country.

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<sup>62</sup> There is an organisation dealing with this issue and they have good regional and international cooperation with organisation promoting hospice

<sup>63</sup> The Croatian Union of Disabled Persons has provides appropriate accommodation in a Zagreb students dormitory, advocating the disabled students' rights.

<sup>64</sup> These organizations were selected according to the proposed methodology and upon discussion at the NAG.

**Table III.4.3.2: Public trust in institutions**

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

The perception among survey respondents and experts was that high levels of reliance upon and connection exists between certain CSOs and certain political parties. This leads to the perception of these CSOs being considered extensions of the party, which could also be one cause for the lack of trust in civil initiatives. Experts emphasize that the generally rather low level of citizens' trust in CSOs, as well as low level of trust between individual CSOs, are some of the key problems for civil society in Croatia.<sup>65</sup>

#### 4.4. Empowering Citizens

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

**Table III.4.4.1: Indicators assessing empowering citizens**

Ref	Indicators	Score
4.4.1	Informing / educating citizens	1
4.4.2	Building capacity for collective action and resolving joint problems	2
4.4.3	Empowering marginalized people	2
4.4.4	Empowering women	2
4.4.5	Building social capital	1
4.4.6	Supporting / creating livelihoods	1

*4.4.1. Informing/educating citizens.* Some CSOs, active on issues of democratization, human rights, environmental protection and community development, have integrated informational and educational activities as a core element of their programmatic work. For many others, such activities do not play an important role in their general work.

On the whole, a majority of stakeholder survey respondents regards civil society as being somewhat active (53.6%) or active (19.2%) in this area. A similar picture emerges from the question on civil society's success in informing and educating citizens. Results from the Civil Society survey 2004 reveal that only about a third of citizens are aware of any CSOs willing to

<sup>65</sup> This is the view held by Joanne Coury, University of Buffalo, USA.

assist their community, inform citizens of their rights or improve living conditions. Only 15.6% could remember such organizations informing citizens on issues of relevance to them, and only 7% of respondents had themselves participated in such an activity. It appears that on the local level, such activities by CSOs are still in an early phase of development.

The role of CSOs in informing and educating citizens was identified in 778 newspaper articles, or the focus of 9% of the articles reviewed in the media review. Among the most significant initiatives reported on were GONG's activities, tenants' associations informing citizens on the system of collection of municipal services fees, seminars held by the consumers' associations, and associations for psychological assistance. Several associations were also reported to be warning citizens not to be tricked by various attractive offers for easy money and free services.

An important development was CSOs lobbying to pass a law on the availability of publicly owned information (Kregar, 2004). Several gatherings were organized, with participants from the Government, and due to public pressure, the Government adopted the proposed law in October 2003. This success was a result of the campaign involving a coalition of 28 associations supported by local and foreign experts. With legal support the coalition pressured the government and drafted the law.

However, on the whole, civil society's work in informing and educating citizens on public issues is limited and there is no evidence of a real impact. Specific recommendations on how to improve civil society's track record on this issue, which were made at the regional consultations and National Workshop, include: more realistic goals, development of professional expertise, adequate funds, more employees, better cooperation with the media and new knowledge and skills on preparing and conducting public campaigns.

*4.4.2. Building capacity for collective action.* How strong is civil society's role in building the collective capacities of local communities and citizens? The 2004 Civil Society survey indicates that only 7.8% of respondents recalled a CSO being active in building capacity within their respective communities, while only 4.5% had actually participated in such activities. Consequently, the role of CSOs as conveners, who help address local problems, is modest. Not surprisingly, the regional stakeholder survey paints a slightly more positive picture. As far as local community capacity building is concerned, CSOs are perceived as somewhat active and successful by a majority of stakeholders.

The respondents indicated a lack of youth programmes, suggesting that no one is willing to guide them in doing something for the public benefit. However, civil society's work at the local level is changing and, as regional stakeholder consultations have shown, local development is being increasingly recognized as a focus of activities for some associations, which are building the capacity of people to self-organize, mobilize resources and develop joint activities in order to address the problems in local communities.<sup>66</sup> Within these projects, partnerships with local authorities have been established, and a considerable level of trust was built at the local level. Although limited in volume, one of the most recognized areas of CSOs' activities is building the local communities and civil society from the bottom up is becoming. The idea of promoting local

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<sup>66</sup> Among these organizations, most prominent are ODRAZ, Centre for Civil Initiatives, MAP Counselling and Organization for Civil Initiatives - OGI. ODRAZ has published a manual for this purpose: L. Pavić-Rogošić, «Our Community our Accountability: Manual for Successful Organization of Local Community" » Zagreb: ODRAZ, 2004. These organizations are faced with a serious task of efficient learning from foreign experiences as well as harmonizing of its practice with our tradition and environment. These programmes are, as a rule, financed by foreign donors. A significant part of their mission is related to efficient translation and publishing of manuals from this area.

community foundations, which could become the point of dialogue and develop a framework for mobilizing the resources of local development, has recently been launched in Croatia.<sup>67</sup>

Discussions at the National Workshop suggested that sufficient social capital and other forms of assistance exist at the local community level. It was suggested that local communities could count on this assistance if they cooperated with various prominent individuals, who came from these communities but are now living in urban areas.

*4.4.3. Empowering marginalized people.* A significant range of organizations in social and health sectors exist, which are providing effective assistance to marginalized groups, such as the mentally handicapped and other socially excluded groups.<sup>68</sup> CSOs empowering individuals with rare diseases are receiving the most recognition. Their cooperation with professional organizations increases the quality of the organizations and makes them stand out in contrast to other health organizations.

The 2001 CSI research revealed that CSOs were not able to mobilize marginal groups, but that they frequently implemented projects on their behalf, which they considered to be useful. This was a long standing problem with Roma organizations. Insights from civil society practice indicate that activities to empower marginal groups are on the increase. The Civil Society 2004 survey found that a significant percentage of citizens (14%) knew of the existence of CSOs assisting the poor in their communities, while 6.3% had participated in such activities. Most importantly, the work around self-organizing of marginal groups is a clear advantage of the CSOs compared to the state institutions, as CSOs are more in touch with these groups and consequently more responsive to their needs.

*4.4.4. Empowering women.* Women's organizations in Croatia are active in various areas: women's rights, combating violence against women, advocating the rights of women with special diseases, improving the status of women in the labour market, promoting the role of women in politics and campaigning for their appropriate representation on parties' candidate lists, as well as in representative and executive government bodies. Women are also organized within professional organizations, and some political parties have women's clubs. The Women's Network, which is a network of 45 organizations, has recently engaged in a campaign for women's reproductive rights and sexual education in schools. ([www.zenska-mreza.hr](http://www.zenska-mreza.hr)). Another example is the women's studies programme, which has been operating as a CSO in Croatia for ten years, and works to empower women to take positions of influence in society. These organizations also inform and educate the public, through developed and respected publishing activities. In early 2005 representatives of women's organizations presented another publication, the *Report on the Status of Women's Human Rights in the Republic of Croatia* to the UN Committee on the Elimination of Discrimination against Women.

All of these efforts have placed women in the position of prominent stakeholders in Croatian society, yet their influence on the local level, according to survey results, seems to be limited. The Civil Society 2004 survey found that only 5% of respondents could recall a CSO in their community which was assisting women in improving the quality of their life. Thus, whereas a significant number of organisations are active in this field, it seems that they have limited impact empowering women in society and politics.

*4.4.5. Building social capital.* To assess civil society's contribution to building social capital, we examined differences in the level of social capital indicators among CSO members versus other citizens. There is no difference when comparing the level of trust for members of CSOs and non-

<sup>67</sup> Development Prospects of Foundations of Local Communities in Croatia Zagreb: ODRAZ, 2004.

<sup>68</sup> Example Inclusion Association.

members, nor do they differ with respect to their levels of social tolerance to most marginalized groups. Furthermore, members and non-members do not differ in the public spiritedness indicators, and the widespread mistrust of Croatian citizens does not stop at the gates of CSOs. Using the difference in these important attitudes between CSO members and non-members as an indicator, it therefore does not seem that CSOs contribute to building social capital among their members. These were more or less the results found in the European Values Survey.

A significant subsection of Croatian civil society can be described as “imported, virtual civil society”, which is primarily funded by foreign donations. The practice of donor driven donations is a development issue for Croatian civil society, which is systematically pushed to the periphery. While these CSOs are engaged in civil society through their projects, they do not actually promote civic attitudes. A portion of consulted experts recognized the issue of “projectitis”, where projects are designed only in reaction to external incentives, such as grant competitions. One respondent reflected that: “[p]eople are mostly not interested and not sensitive to developments or issues in their local community, everybody considers someone else accountable for solving of their problems.”

The above-mentioned findings and debates give reason to conclude that CSOs do not contribute to building social capital among Croatian citizens.

*4.4.6. Supporting livelihoods.* CSOs employ citizens in their various activities and thus contribute to employment and social development. However, CSOs have rarely attracted the attention of institutions formally addressing employment issues. One exception is that CSOs were partially recognized by the Croatian Employment Office’s “public works” programme, which is now defunct. However, on the whole, such efforts have not been perceived as an important part of social development contributing to employment. Recently, an increasing number of young people with an academic degree are being employed through state employment incentives programmes, and some of them are working for CSOs.

CSOs have also not been recognized within local communities as providing assistance to community members in their business start-ups or other income-generating activities. Only 1.5% of respondents of the Civil Society Survey 2004 had heard of such activities, and the regional stakeholder consultations identified only a limited number of examples, such as designing material for advertising in tourism activities, issuing publications and delivering services to the elderly. Supporting livelihoods therefore can be described as a marginal area work for civil society. The only positive development in this regard is the recent debate on social entrepreneurship, which might stimulate a growth in income-generation programmes among Croatian CSOs.

## 4.5. Meeting Societal Needs

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

**Table III.4.5.1: Indicators assessing Meeting Societal Needs**

Ref	Indicators	Score
4.5.1	Lobbying for state service provision	<u>1</u>
4.5.2	Meeting societal needs directly	<u>2</u>
4.5.3	Meeting needs of marginalized groups	<u>2</u>

*4.5.1. Lobbying for state service provisions.* Social services in Croatia are mostly provided by state institutions and financed by state funds. The recent trend of decentralization was guided by the idea of transferring a part of financing and management authority to the regional and local levels. Increasingly, a portion of the service costs are paid by the beneficiaries (or clients) themselves.

With regard to civil society's role in lobbying the state, it is important to mention the several amendments to the Social Welfare Act which were put forward to Parliament in early 2005. At the time of writing this report, CSOs were lobbying the government to be granted the right to provide counselling services.<sup>69</sup> A fifth of regional stakeholder survey respondents remembered cases of civil society lobbying the Government for provision of public services to citizens. The respondents mentioned the following examples: improvement of health related services, education on human rights in the schools, establishing an alimony fund, home support and care, better services in child care centres, improvement of home providers' status and improvement of addict therapeutic communities. Civil society's success in lobbying on this issue was mostly perceived as somewhat successful (50.8%). Experts felt that Croatian CSOs have little experience and capacity with respect to advocating their interests to government. The NAG however, felt there were new positive developments with regard to lobbying on the local level. After a long debate the NAG scored this indicator with a moderate 1.5.

*4.5.2. Meeting societal needs directly.* As mentioned earlier, state institutions have a monopolistic position, providing most public services, such as social, health and education services. However, while the quality of these services and efficiency of these programmes has yet to be a matter of serious evaluation or discussion, they are generally perceived as bureaucratic, inefficient and lacking innovation. Due to the dominant role of the state, 41.9% of regional stakeholders assessed civil society's role in providing services as limited (see table III.4.5.2).

**Table III.4.5.2: Role of civil society in meeting societal needs directly<sup>70</sup>**

	N	%
Insignificant	30	11.3
Limited	111	41.9
Moderate	50	18.9
Significant	44	16.6
DK	20	7.5
NA	9	3.4
<b>Total</b>	<b>265</b>	<b>100</b>

CSOs, including self-help initiatives, regularly provide services to groups not involved in the network of state social welfare programmes. According to the Civil Society Survey 2004, as many as 65.3% of respondents affirm that they are familiar with the services provided to the population by CSOs, which somewhat contradicts the assessment of stakeholders on the dominant role of the state. Regional stakeholders named the following services most frequently: addict therapeutic communities, women's shelters, home care and support, legal counselling to those in need, support to disabled persons, support to children with development disorders, support to minority groups, especially the Roma, and free provision of medical services, such as like blood pressure and sugar level measurement. Such programmes, according to regional stakeholder survey, most frequently address two specific groups, namely the poor and women. In

<sup>69</sup> The initiative was launched by the Society for Psychological Support.

<sup>70</sup> The question was: How would you describe civil society's role in direct meeting societal needs?

the assessment of CSOs' success in service provision, the outcomes are rather positive. The dominant views were that they are successful to some extent (38.5%) or successful (22.3%).<sup>71</sup> Similar findings were reached in 2001 (Bežovan, 2004), and it is rather likely that due to their profile, the respondents are not being critical enough. According to experts, the potential of CSOs to accept the new challenging role of providing social services to the population is rather questionable.

Civil society's new role in service provision was examined in greater detail through a case study on living standards and of the campaign to provide more services to the elderly, the sick and the frail (see appendix). This is a rapidly growing social issue, and the state is unable to provide additional services. The Bishop Josip Lang Foundation, in partnership with reputable representatives of the corporate sector, public television and other stakeholders, demonstrated that it is possible for CSOs to exert influence on various stakeholders and to put the social problems of the elderly, sick and frail on the policy agenda.

Recently, non-profit institutions, which are contracted by the state to provide certain services, particularly for the elderly as described in the paragraph above began to be established. In the future there is hope that the ongoing CARDS programme, the programme of the European Union, *Providing Services through Non-profit Organizations*, which is aimed at enhancing service provisions in social welfare, health system and non-formal education, will have a positive impact on Croatian CSOs.

Civil society's role in meeting societal needs is illustrative of the general problems of the sector, which lacks the capacity to conduct sound policy analysis as a basis for its programmatic work. However, CSOs must pay more attention to actually identifying the real social needs in society, through policy research and consultations. Based on the results of such needs assessments, funding and other support should be sought to address these issues.<sup>72</sup>

*4.5.3. Meeting the needs of marginalized groups.* Meeting the needs of marginalized groups is an important area of CSO activities, since they often require prompt interventions. Many organizations have established a legitimate role in providing important support for the poor, frail, addicts, socially excluded and Roma population. Young professionals in need of experience are often the creators of organisations supporting marginalised groups.

Within the CSO milieu, the opinion prevails that they are able to provide services more efficiently than state organizations, and it is believed that higher levels of services can be provided by CSOs that are of higher quality and at lower prices. This assessment is supported by the views of ordinary citizens. In the Civil Society survey 2004, CSOs were perceived by a majority of respondents (57%) as providing better services to marginalized people than state agencies. Similarly, answers to the question "*When contacting for assistance both the association (non-profit organizations) and the state agency in the last 12 months, which was more helpful, that is which has assisted better?*" showed 56% of responses mentioning non-profit organizations.<sup>73</sup>

State institutions often follow inflexible bureaucratic procedures when dealing with people in need. Interestingly, state welfare institutions (social welfare centres, city offices for social

<sup>71</sup> On these two variables, approximately more than 30% of respondents provided no answer.

<sup>72</sup> In this example we are pointing at the case of research published in Split and publication "Network of Mutual Support" Split: Mi Association, 2004.

<sup>73</sup> Only 50 respondents had such experience with respect to this question.

activities) and officials often recommend that the poor, who do not qualify under the official aid criteria, approach CSOs for assistance. Meeting the needs of marginal groups is also considered to be a key task for church-based CSOs. The head of Croatian Caritas announced that the organization is going to investigate the reasons for poverty and advocate passing more socially just laws to assist the marginal social classes, which not taken care of by the state or the society at large.

## CONCLUSION

The 2004 assessment found that civil society's public role has gathered momentum and that it is beginning to accomplish some recognizable results in the policy-making process. The previous 2001 CSI research indicated that, as a consequence of its rather weak structure and rather disabling environment, Croatian civil society had a rather low impact on governance and development issues. A key obstacle to a more sustained policy impact, which became apparent in the 2004 assessment, is the lack of advocacy and lobbying skills among professional CSO staff. While there are initial signs of some Croatian CSOs playing a role holding the state accountable, the CSI assessment found a widespread reluctance among CSOs to 'bite the hand that feeds you'. Monitoring the activities of the corporate sector is still a complete *terra incognita* for civil society.

The lack of public trust in CSOs is another key obstacle to achieving a stronger civil society, although CSOs do enjoy higher levels of public trust than most other institutions in Croatia. However, in the context of widespread mistrust in society, CSOs are not found to be sources of social capital for their members. To put it differently: Membership in CSOs does not have any positive effect on the level of an individual's social capital.

The role of CSOs in meeting societal needs focuses mostly on of the needs of marginal groups, as the state is assigned a dominant role in the welfare system. As Croatian society is becoming more fragmented, and with more social groups likely to become marginalised, NAG members share the opinion that this will be an important area for CSO's work in the future. It is also therefore essential for CSOs to play a more proactive role in addressing social issues within Croatian society.

However, despite these positive signs, the CSI assessment results support what one CSI key informant stated, namely that "civil society has not got to the point where it can significantly influence the key social issues."

## IV STRENGTHS AND WEAKNESSES OF CROATIAN CIVIL SOCIETY

This section summarizes the discussions and results of the National Workshop, held at the end of the project. Some 50 participants from CSOs, government and public institutions, the private sector, the media and researchers participated in the workshop. After the presentation of the project outcomes, participants analyzed the respective civil society dimensions in four smaller workgroups, and were invited to make comments, suggestions and recommendations.

The discussions at the National Workshop, regional consultations and NAG meetings indicated the ability of civil society representatives to analyse and assess the development issues facing civil society in Croatia today. In the discussions, they were critical and open to dialogue with other participants, and recognized more weaknesses than strengths present within Croatian civil society. In examining the strengths, the participants insisted on recognizing the positive trends in particular development areas, even though some of the scores indicated a currently weak state of affairs.

### STRENGTHS

The discussions at the National Workshop indicated particular strengths of civil society in four specific areas, namely civic engagement, resources, meeting social needs and protecting the environment. These strengths indicate both structural assets, such as growing support from citizens, a strong resource base as well as strengths in civil society's external activities, particularly in working with marginalized groups and on environmental issues. This mix of strengths points towards the growing sustainability of the sector.

Civic engagement:

- *Charitable giving.* Due to new technologies for giving, particularly soliciting donations over the phone, trust in charitable organisations is on the rise, an increasing number of citizens and businesses are becoming comfortable giving to social causes and charitable giving has increased.

Resources:

- *Human resources.* This is an important asset for CSOs working on certain public policies issues. In some cases, CSOs' human resource capacities are seen as better than those of the Government.
- *Government support to CSOs.* Funding for many civil society programmes exists at all levels, from municipalities to the central government, and substantial resources are being allocated for these purposes, the volume of which depends on the level of demand by the CSOs. These significant resources provide a basis for a new kind of partnership between the state and civil society. These financial resources need to be better coordinated and targeted for priority areas.
- *Corporate social responsibility.* In spite of the low score for this indicator, a range of new initiatives have been set up to address this issue, which will provide substantial impetus for the local development of civil society.

Social needs:

- *Empowering marginal groups.* CSOs have successfully fought for citizen rights of some marginalized groups, such as disabled persons, and launched a number of innovative programmes in this field, such as care for the elderly.
- *Meeting the needs of marginalized groups.* CSOs are more proactive and attentive than the state at meeting the needs of marginalized groups, such as the poor. The results

achieved in this area strategically place CSOs in a position to participate in the process of preparing, passing and implementing significant social programmes for marginalized groups.

Protecting the environment:

- *Civil society actions to protect the environment.* Since the 1980s, Croatian CSOs have been very active in the field of environmental protection. They play a widely recognized and crucial role and have been able to sensitize and mobilize the public around issues of environmental protection.

## WEAKNESSES

Based on the research findings, and the discussions at the regional consultations, NAG meetings and the National Workshop, a large number of weaknesses and challenges for Croatian civil society were identified. The main challenges for Croatian civil society can be grouped into four areas: (1) civil society's infrastructure, (2) public trust and image, (3) relations to the state and (4) civil society's roles and approaches.

Infrastructure:

- *Regional representation.* CSOs are still mainly a phenomenon of urban settlements, while in some rural areas they are hardly active.
- *Networking.* CSOs are reluctant to associate and join in alliances with other organizations to strengthen their position. The benefits of a joint approach to articulating the sector's needs are not being recognized by most CSOs. Some results are visible recently in an ad-hoc coalition related to the emerging issues on the future needs for civil society development in Croatia.

Trust and image of CSOs:

- *Trust.* There is a deep mistrust within Croatian society, which negatively impacts the work of CSOs, which are not trusted by citizens, state representatives or the corporate sector. To make matters worse, it does not appear that CSOs have any positive impact on the attitudes and norms of their members, as shown in the analysis of civil society's role in building social capital.
- *Biased media coverage.* The media, especially national television, is often not interested in presenting positive activities undertaken by CSOs, but likes to focus on the scandals involving CSOs. Hence, they present civil society as an arena of conflict, mistrust and rivalry, not as a sphere of cooperation, tolerance or social integration. This is markedly different for the print media, which presents a rather balanced picture of civil society, as revealed by the CSI media analysis.
- *Weak public reputation.* In general, CSOs are perceived by representatives of the state and the media by a general lack of professionalism, capacity and efficiency. Due to this image of professional incompetence, particularly regarding organisational management, fundraising and public relations, their valuable ideas often do not make it on the public agenda or, if they do, are immediately discredited.
- *Corruption in CSOs.* The level of perceived corruption in CSOs is considered to be rather high, due to the corrupt activities of a small number of CSOs which have created a negative public image of the whole sector. Thus, more and more calls for better financial transparency within CSOs are being made.
- *Dependency on partisan politics.* Some CSOs are strongly influenced by political parties, which stifle their operational independence and their public image.

#### Relationship with the state:

- *Dialogue between the state and CSOs.* The dialogue between the state and CSOs is rather limited, and neither frequent or systematic. In most instances, the state seeks to avoid having to consult with civil society.
- *Impact on public policies.* In general, CSOs have only a modest impact on public policies. They face significant problems in participating in the process of preparing, passing and implementing laws or policies. Additional and stronger advocacy skills for CSOs that wish to engage in the policy process might place them in a better position to exert influence on the government.
- *Holding the state accountable.* This area of activities is only gradually appearing as a mission for a limited number of CSOs. The problem of ‘biting the hands that feeds you’ is still unresolved, as most advocacy CSOs receive or seek to receive funding from the state.

#### Roles and approaches of CSOs

- *Reactive approach.* Most CSOs only react to existing social problems and have limited capacity to prevent the emergence of new social concerns. This is due to the fact that CSOs still lack firm grounding in the Croatian citizenry and only engage in activities in the framework of previously planned and financially covered projects, often designed by donors. Consequently, most CSOs find it difficult to articulate their own priorities to donors and other stakeholders.
- *Lack of think tanks.* As a partial consequence of CSOs’ reactive approach, there is a lack of think tanks carrying out research and generating new knowledge on relevant governance and development issues.
- *The role of CSOs in poverty reduction.* On the whole, Croatian civil society does not focus on eradicating the rather widespread poverty in the country, even though there is a national poverty rate of 19%. Apart from church-related organizations, there are few CSOs active in this area.
- *Empowering citizens.* CSOs have just begun to educate and inform citizens and to build capacities at the local level. The grounding of CSOs in local communities is as a new trend, and it is increasingly important that credible convenors are found for emerging civic initiatives in these local communities.

## V RECOMMENDATIONS

Specific recommendations were identified based on the weaknesses listed above, and grouped into three categories: (1) recommendations to CSOs themselves, (2) recommendations to both, civil society and the state and (3) recommendations to other relevant stakeholders.

Recommendations for civil society:

- **Increase public trust in CSOs.** This can be achieved by preparing and adopting a Code of Ethics for CSOs, by appointing reputable citizens from the local communities to CSO boards, by increased open and transparent CSO operations, by increasing active public advocacy and lobbying work and by a more effectively presenting civil society's achievements to the media.
- **Enhance networking and information exchange among CSOs.** CSO information databases need to be made more effective. A CSO directory should be published, e-mail communication improved and new civil society support centres should be established in those areas, where they are lacking. Additionally, a more bottom-up democratic process of establishing and managing umbrella organizations is required.
- **Enhance the professionalism of CSOs.** This could potentially be achieved by establishing the practice of employing young educated professionals in CSOs through the state employment subventions scheme. This state programme could also be linked to the level of funding from state resources: each organization granted a considerable donation (for instance, 125,000 Kuna) should be eligible to employ one professional based on state subsidies. This could become a significant long-term investment by the Croatian state and society in the development of Croatian civil society.
- **Transfer of knowledge.** To further develop civil society, it is of crucial importance that more established CSOs share good practices and experiences with those in underdeveloped parts of the country. Such activities should be supported by grant programmes, as they contribute to the long-term sustainability of the sector.
- Generating an **overall strategy for strengthening civil society** in Croatia is required, which would contribute to CSOs gaining trust and legitimacy as relevant stakeholders in the developmental processes of the country. This would also help in the building of a common identity of the sector, which, so far, is lacking.

The second set of recommendations refers to cooperation and partnerships with the state as a key stakeholder:

- **Financial support.** In order to overcome the permanent financial crisis threatening civil society's sustainability, the state, in cooperation with CSOs, should establish a transparent system of CSO funding at all levels of government. It is necessary to increase the level of resources allocated to CSOs, to provide timely invitations for tenders and to adapt the tendering requirements to the capacities of the targeted organizations. There should also be a separate funding programme for innovative projects. The possibility of signing multi-year grant agreements would also strengthen the sustainability of civil society. With regard to foreign funding of CSOs, the state should grant the same VAT exemptions benefits to all CSOs. Also, the state should provide tax benefits for projects that promote giving and mobilize local resources. When considering the development of such a policy, the state should actively support the creation of local community foundations as a part of

the concept of a locally entrenched civil society. Such a commitment to a bottom-up development of civil society is likely to bear long-term positive results.

- **Communication and Cooperation.** The state, at all levels of government, should establish an effective communication mechanism with CSOs, with respect to preparing, passing and implementing those policies that are of concern to civil society, particularly environmental protection, social welfare, democratisation, health care and education. In general, a stronger cooperation with civil society is likely to lead to both, better policies as well as more efficient services.
- **Knowledge support.** The state should consider introducing new educational programmes for the youth, to transfer the values of active citizenship and relevant skills to the younger generation.

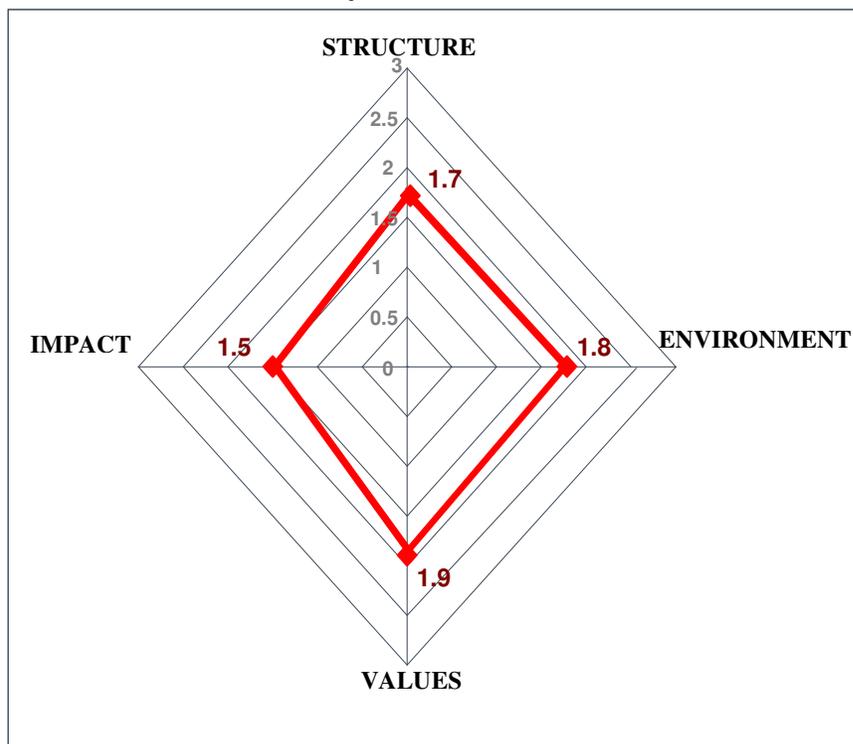
Recommendations on the role of other key civil society stakeholders refer to the corporate sector, media and foreign donors:

- The social responsibility activities of the **corporate sector** are growing, and corporate sector representatives increasingly recognize the significance of CSOs as stakeholders for their own work. However, only a few corporate foundations exist in Croatia, indicating a tremendous growth potential in this area. The corporate sector should also make better use of its position as a convenor for inter-sectoral discussions and activities.
- By giving more prominence to the activities and achievements of CSOs, the **media** can contribute to informing and educating the public on key issues within the country. The media can considerably contribute to the development of a civic culture and, in close cooperation with civil society, stimulate important social change processes in the country.
- **Foreign donors** still play an important role in Croatian civil society. They should commit to a better dialogue with their stakeholders in the preparation and implementation of their programmes.

## VI CONCLUSIONS

The conclusions draw together the main findings of CSI project in Croatia and can be summarized in form of the Civil Society Diamond for Croatia (see figure IV.1.1).

**FIGURE IV.1.1: Civil society diamond in Croatia**



The diagram, visualising the state of Croatian civil society in the form of the Civil Society Diamond, shows that civil society in Croatia is rather well balanced and of medium size. The structure and impact dimensions are slightly less developed and consequently include a larger number of weaknesses than the other two dimensions.

With regard to civil society's structure, the lack of widespread and active membership in CSOs and the lack of civic engagement at the

community level are still key concerns. However, the amounts donated by citizens for humanitarian purposes are gradually increasing, though the propensity to volunteer time is growing at a considerably slower rate.

Civil society's infrastructure is limited. Some specific problems are listed here. The low levels of trust among CSOs results in considerably poor networking and insufficient cooperation among CSOs. Specific CSO networks and groups are often aligned with political parties, with almost no cooperation existing across party lines. Croatian CSOs are also poorly networked at the international level, which is an area in need of significant attention. Looking at the geographical distribution of CSOs in Croatia, it is clear that civil society is still a phenomenon concentrated in larger cities. The lack of stable financial resources also remains an obstacle to achieving sustainability for the sector. However, the future strengthening of civil society also depends considerably on further investment in appropriate human resources. In this regard, some interesting recommendations have been made in this report, such as a state-sponsored scheme to attract more young professionals to work with CSOs.

There are a number of structural context factors which inhibit the development of civil society, such as the lack of economic growth and the legacy of the war. Regarding the more fluid and less persistent context issues, such as state-civil society relations, both, positive and negative developments can be noted. As shown in greater detail in the main body of this report, the tax framework for civil society is vulnerable to rather arbitrary changes by the government, which

uses it to make the work of advocacy CSOs more difficult. However, there are also positive signs of state-civil society relations. The financial support granted by various levels of government to civil society is significant and is likely to become a key component of a systematic cooperation between the state and CSOs, from the local level to the national level. The corporate sector is also showing an increasing interest in cooperating with civil society actors. Interestingly, so far these changes have been taking place primarily among small and medium entrepreneurs at the local level.

The values dimension indicates that whereas CSOs exercise and advocate a broad range of positive values, this is the perception of the public, which still often regards CSOs as non-transparent and sometimes even criminal groups, as the persistent claim of money-laundering in CSOs shows. Surely, rare instances of corruption by some CSOs have created a negative picture of the entire sector; therefore calls for increased financial transparency are fully justified. In general, transparency, accountability and democracy are some of the specific areas in which public trust must still be earned by Croatian civil society. With regards to civil society's roles in promoting certain values within society, a striking finding emerges. The CSI study found that, despite rather high and growing levels of poverty, Croatian CSOs are not very active in seeking to eradicate poverty and mobilise society around this social concern. This limited role is certainly a legacy of socialist times, when the state was regarded as the sole responsible actor for social issues. However, as the current state seems neither willing nor able to effectively tackle poverty, civil society needs to take this challenge more seriously. Civil society's limited embrace of poverty as a problem contrasts with its much stronger role in promoting environmental protection, where it plays a leading role in sensitizing and mobilizing society.

Civil society's impact on governance and development in Croatia is moderate. The growing role of CSOs in Croatian governance became evident in the results of CSI case studies conducted in the priority areas in social policy and human rights protection. In these areas civil society acts as a vanguard in establishing a new institutional infrastructure for serving emerging social needs and continues to play a role in meeting the needs of marginalized groups. However, Croatian civil society is far from becoming an effective public watchdog that holds government and corporate sector accountable. Also, the widespread mistrust present in society does not stop at the gates of CSO offices. CSO members do not show stronger civil norms and values than citizens who are not engaged in civil society activities. Consequently, CSOs do not appear as "generators" of social capital. This fact certainly deserves additional discussion and analysis.

What are the prospects for Croatian civil society? There are several signs which indicate that civil society in Croatia is developing a more stable long-term footing in society. The CSI research indicates that younger, more educated sections of the Croatian population are more involved in civic engagement than the general population. The interest of local entrepreneurs and local government to cooperate with civil society initiatives is growing. In general, civil society is currently in the process of building relations of trust and partnership with other stakeholders in the country. This is particularly evident at the local level, where considerable space for dialogue among different stakeholders is being created and where new networks are being established. Thus, there are realistic prospects for the development of a strong locally grounded civil society; one that will work in partnership with the local government and local businesses. Taking into account the situation of civil society some years ago, when it was characterized by foreign donor dependency, lack of civic engagement and weak capacities, such a development would signify a major achievement, which would bode well for the long-term sustainability of Croatian civil society.

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## ANNEX 1 OVERVIEW OF CSI RESEARCH METHODS

For the implementation of the Civil Society Index project (CSI) in Croatia, the following research methods were implemented: review of secondary data sources, regional stakeholder survey, community sampling, regional stakeholder consultations, case studies, structured interviews with experts and a media review.

### REGIONAL STAKEHOLDER SURVEY

The regional stakeholder survey was carried out from July 2004 to February 2005. The selection of the regional stakeholder sample was made in cooperation with the Project Council members from various regions. In selecting the stakeholders, close attention was paid to establishing a well-balanced representation of various CSO types, based on their areas of activity. To this end the Register of Associations at the Association Office of the Government of the Republic of Croatia was used, as well as contacts with/from the Academy for Educational Development (AED), Regional Environmental Centre Croatia (RECC) and the Human Rights Centre. Stakeholders from outside the civil society sector included: representatives of the state; public sector; county, city and local government bodies; actors from the corporate sector; media; research organizations and foreign donor organizations.

A mail survey was used for this research activity. Initial contact with the majority of stakeholders was made by phone or e-mail to announce that the questionnaires would be sent. As a result of a delay in receiving responses, additional phone calls were made to remind respondents to return the completed surveys. Some stakeholders indicated that the complexity and length of survey was the reason for their delayed responses. Altogether, 265 surveys out of 600 (44.2%) were received, which is an acceptable rate of responses for a mail survey.

**Table A.1: Type of stakeholder organizations participating in regional stakeholder survey**

Types of respondents	Sample share (%)
CSOs	45.9
State officials and public sector	21.3
Corporate / business sector	3.7
Researchers	2.8
Only partly involved in civil society issues subject	16.7
Other	9.6

Among the total number of stakeholders, a third of respondents were employed by CSOs, and close to a fifth were working for the government and public sector (see table A.3.1). The response of stakeholders from the corporate sector was extremely low, accounting only for 3% of the sample.

Regarding the level of activity (see table A.3.2), the survey yielded a well balanced representation of stakeholders pursuing work mainly at the local or national levels, and to a lesser extent those having worked regionally.

**Table A.2: Area of organizations' activities**

	Share (%)
National level	36.3
Regional level	21.2
Local level	37.3

When looking in greater detail at the civil society stakeholders from civil society, some interesting findings emerge (see table A.3.3). Regarding the types of CSOs, the largest percentage represented in this sample were organizations from the broader field of social policy. That is, those providing health care and/or social services and other charitable activities. The organizations active in advocacy and human rights, as well as professional associations and trade unions are also considerably well represented.

**Table A.3: Area of civil society organizations' activities**

Organisational Type	%	Health Group / Social Service Association (e.g. association for the disabled)	21,4
Cooperative	0,4	Sport and recreational association	6,8
Traders or Business Association	1,5	Youth group (student association)	4,9
Professional Association (doctors, teachers, etc.)	11,0	Women's group or association	7,8
Trade Union or Labour Union	4,2	NGO / civic group / human rights organisation (Red Cross, Amnesty Int.)	14,4
Neighbourhood / Village Committee	3,0	Ethnic-based community group	0,4
Religious or Spiritual Group	3,0	Environmental or conservational organisation	4,7
Political Group, movement or party	0,8	Hobby Organisation (e.g. stamp collecting club)	0,6
Cultural Group or Association (arts, music, theatre, film)	5,3	War veterans association	1,1
Education Group (e.g. parent-teacher association, school committee)	8,3	Other groups	0,4

When looking at the profile of the respondents (see table A.3.4), the number of female respondents is slightly higher than the number of male respondents. The female population prevails in CSOs and women are also engaged in a number of workplaces that cooperate with CSOs in civil and public services. In terms of education, individuals who had achieved tertiary education levels dominate in the sample, which mirrors the overall composition of civil society and of the external stakeholders involved in civil society issues. The age structure of the sample is dispersed in accordance with the population structure in general, and, as expected, the only under-represented group is individuals over the age of 60. Almost three quarters of respondents reside and work in large or medium size cities, whereas the number of stakeholders who are based in rural settlements is considerably lower. According to national and religious affiliation, the sample corresponds by and large to the national ethnical and religious composition.

**Table A.4: Characteristics of respondents**

	Sample	General population (2001 census)
<b>Gender structure</b>		
Women	61.9%	51.9%
Men	38.1%	48.1%
<b>Education structure</b>		
High education	67.2%	7.8%
Higher education	13.1%	4.1%
Graduated (4 years)	16.2%	19.8%
Other (unfinished elementary school, elementary and upper school in 3 years program)	2.3%	68.3%
<b>Nationality</b>		
Croats	79.6%	89.6%
Serbs	4.9%	4.5%
Other	3.7%	3.8%
<b>Religion</b>		
Roman Catholic	63.0%	87.8%
Orthodox	3.4%	4.4%
Other	4.7%	2.0%
<b>Age structure (population older then 20 years):</b>		
21-30	17.7%	17.9%
31-40	23.5%	17.9%
41-50	32.3%	19.8%
51-60	17.3%	15.9%
61+	5.8%	28.5%

Place/level of activity		
Big City	32.4%	
City	39.8%	
Small City	18.5%	
Village	9.3%	

### REGIONAL STAKEHOLDER CONSULTATIONS

Six regional consultations involving representatives from various groups were organized for this research. The workshops were held in the following sequence: Zagreb, 16 December 2004; Varaždin, 13 January 2005; Rijeka, 14 January 2005; Osijek, 4 February 2005; Pula, 18 February 2005 and Split, 25 February 2005.<sup>74</sup> The representatives of the corporate sector and the media often did not often respond to the invitation and excused themselves due to other commitments. The consultations were organized in appropriate locations and the media was informed that they were taking place. The representatives of the media, from newspapers and radio programmes participated in five of the consultations and prepared reports on the project with a focus on current civil society development issues within the regions.

**Table A.5: Participants in regional consultations**

Location	Number of participants
Zagreb	12
Rijeka	11
Varaždin	18
Osijek	17
Pula	15
Split	19
<b>Total</b>	92

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

The first section of the consultation was dedicated to presenting the CSI project, its goals and current state of activities in Croatia. The participants were free to ask additional questions and provide comments. Participants often had difficulty with the suggested definition of civil society. They were reluctant to accept the concept of an ‘arena’, and offered instead the concept of a ‘space’ as a more adequate definition. Some participants found the concept of the stakeholder difficult to understand. The question of whether trade unions and political parties should be included within the concept of civil society was brought up and discussed repeatedly and it was decided to exclude political parties from the CSI definition of civil society.

In the second section, the outcomes of the regional stakeholder survey were presented. Separate discussions were held on each of the four dimensions of the CSI Diamond. Participants raised issues, and provided examples for initiatives and achievements in the specific region, and also provided comments regarding the development of civil society in general. CERANEO compared the respective survey results across the regions and considerable effort was made to explain the specific regional features.

<sup>74</sup> At the Zagreb consultation CSO representatives from the wider social policy area participated, as well as other relevant stakeholders. Within the project, a separate report was prepared for the City of Zagreb– by the Office for Labour, Health Care and Social Welfare–“Index of Civil Society in Social Area of the City of Zagreb.” The report is available at: [www.ceraneo.hr](http://www.ceraneo.hr). The organization of a separate discussion on this topic is expected by the Social Council of the City of Zagreb.

In the third section of each consultation, a final discussion was carried out on the strengths and weaknesses of civil society in the particular region. Within this context, the need to initiate actions and new projects was discussed.

The dynamics of discussions varied between the consultations. The consultations also contributed to networking among regional civil society groups, and were a place for information exchange and learning. A significant portion of participants showed interest in generating a civil society assessment for their specific region using the CSI methodology. The project leaders received a significant amount of useful information, gained insight, particularly on current events in the regions, as well as distinctions in the state of civil society across different regions of the country.

### **CIVIL SOCIETY 2004 SURVEY**

In the period from July to December 2004 CERANEO carried out the survey called “Civil Society 2004”. The field part of the survey was carried out through interviews conducted by 16 previously trained students of social work from the Department of Social Work Faculty of Law, University of Zagreb. The survey used a regionally representative two-stage stratified sample with set quotas in respect to gender, age and education of respondents. The research comprised 398 respondents, whose profile, with respect to income, educational levels, religious and ethnic background, generally matches the one of the overall population of the Republic of Croatia.

### **MEDIA REVIEW**

The media review comprised the review of six dailies published in Croatia: *Vjesnik*, *Večernji list*, *Jutarnji list*, *Slobodna Dalmacija*, *Novi list* and *Glas Slavonije*. The content review was performed according to the methodology developed by CIVICUS. The analysed articles were classified according to respective indicators, their summary and actors included in the standardized database. The review was performed by trained sociologists, Sanda Brumen and Aleksandra Pikić, with periodic consultations with Teo Matković. In the course of the analysis, particularly important articles were singled out to serve as illustrative examples for crucial issues pertaining to Croatian civil society.

### **REVIEW OF PREVIOUS RESEARCHES AND CASE STUDIES**

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

The case studies are listed below with the reference to who carried them out:

- 1 Zagreb Unemployment Society - Gojko Bežovan
- 2 Family Violence - Krešimir Miletić, Gojko Bežovan
- 3 Social Accountability of Corporate Sector - Teo Matković and Gojko Bežovan
- 4 Impact of Civil Society to the Process of Preparing, Adoption and Implementation of the State Budget - Vjekoslav Bratić

### **LIST OF KEY INFORMANTS / EXPERTS**

- 1 Aguado Asenjo Enrique, Delegation of European Commission in Zagreb
- 2 Bobek Andreja, City of Varaždin
- 3 Čaldarević Ognjen, PhD, Faculty of Philosophy in Zagreb
- 4 Coury Joanne, PhD, University of Buffalo, USA
- 5 Dobranović Mirjana, Croatian Alliance of Associations of Invalids
- 6 Fištrek Stjepan, Society of Unemployed, Zagreb
- 7 Fortuna Višnja, City of Zagreb – Department for Labour, Health Care and Social Welfare
- 8 Gabrić Toni, ZaMirZINE
- 9 Gazivoda Tin, MSc, Human Rights Centre
- 10 Grubić Vesna, Croatian Law Centre
- 11 Ivelja Nives, Association MI
- 12 Jašić Suzana, GONG
- 13 Kaselj Branka, Centre for Peace, Non-violence and Human Rights – Osijek
- 14 Kolarević Jadranka, Association Consumer

- 15 Kregar Josip, PhD, Faculty of Law in Zagreb
- 16 Kruhonja Katarina, Centre for Peace, Non-violence and Human Rights – Osijek / National Foundation for Civil Society Development
- 17 Ledić Jasminka, PhD, Faculty of Philosophy in Rijeka
- 18 Matijević- Vrsaljko Ljubica, Ombudsman for Children
- 19 Mlivončić Ivica, Croatian Caritas
- 20 Nikić Mijo, PhD, Foundation of Bishop Josip Lang
- 21 Pavić Lidija, ODRAZ
- 22 Piršić Vjeran, Eko Kvarner
- 23 Sarnavka Sanja, B.a.B.e.
- 24 Vidačak Igor, MSc, Institute for International Relations / National Foundation for Civil Society Development
- 25 Znaor Mirjana, PhD, Ministry of Health and Social Care

## ANNEX 2 POLICY IMPACT STUDIES

Within the CSI project, research was carried out on the impact of CSOs on various policies. The policy issues studied were selected on the basis of a several public opinion poll, which asked respondents about the most important issue in Croatia.<sup>75</sup> The issue was: unemployment, the second case study selected was the policy of human rights protection and the third addressed the influence of civil society on the national budgetary process.

### 1. ACTIVITIES OF THE UNEMPLOYED ASSOCIATION AS A NEW STAKEHOLDER IN EMPLOYMENT POLICY

#### Introduction

The most important issue relevant to Croatian citizens is unemployment. The unemployment rate, recorded at 19%, is among the highest in the region and is mainly a consequence of the war and the ineffective transformation of the economy from a socialist economy to one capable of responding to the challenges of international market competition. The state is still the dominant actor concerning issues of unemployment and the disbursement of social benefit payments. Unemployment used to be addressed by trade unions and some other vocational associations. However, in recent years, the unemployed have begun to organize themselves in associations to voice their needs. This study looks at the extent to which organisations of the unemployed have been active and successful in influencing unemployment issues, particularly public policy.

In researching this issue, the following research methods were implemented: interviews with the representatives of the Zagreb Unemployment Society (ZUS), media analysis as well as results of the recent research studies on the unemployment issues.

#### Research findings

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

The Zagreb Unemployment Society has some 2380 members; 60% of which are trying to find a job for the first time. The rest of the members are mainly over the age of 40 and have lost their jobs. ZUS was established as a result of the need for self-organizing and self-help among the unemployed. The association also attempted to network the remaining four self-help groups of the unemployed in Croatia. However, the established Croatian Union of Unemployed Associations has not yet begun its operations. The issue of unemployment is a top issue priority and of interest for wider community, and the media regularly follows the activities of the association.

The work of the association includes:

- Providing funds and organizing IT courses and communication trainings.
- Assisting in the employment of individuals in response to calls from employers. In the past year they assisted with the employment of about 60 individuals
- Establishing cooperation with: the relevant ministry, Croatian Employment Office, City Government of the City of Zagreb, trade unions and employers associations.
- Organizing round tables and protest meetings in front of the Employment Office aimed at drawing attention to the status of the unemployed.
- Participating in discussions on amending regulations or launching new programmes.

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<sup>75</sup> Competent person from organisation Target has been asked for advice in this issue.

The work of ZUS thus far shows that citizens, in particularly the unemployed, lack information on their social rights. State institutions often do not have the time and are seen as bureaucratic and/or unmotivated to address these issues, and public officials frequently direct citizens to ZUS. In the case of Zagreb, where unemployed individuals have begun to receive benefits to travel free of charge on public transport, it is clear that this might be political trade for the coming of local elections.

The Zagreb Unemployment Society is also active in evaluating the current system of social services and advocating for policy improvements, such as better regulation of benefits for the unemployed. It noted that the suspension of use of social rights for some sensitive groups, such as self-supporting parents and families with several children, involves severe risks. Because of economic instability the low wage job is frequently lost; or the wages are not regularly paid or too low. The process of reintegration in the social welfare system and exercising social rights is a time consuming procedure. This results in fact that unemployed citizens think twice whether or not to accept a low wage and insecure job.

### **Conclusion**

The Zagreb Unemployment Society is active in the area previously considered a monopoly of state institutions, since the state “provides for” the unemployed. This is a new area of citizens’ self-organizing. The ZUS has managed to begin sensitizing the community and through advocacy has succeeded in placing this issue higher up on the scale of political priorities. For example, it has partially influenced the regulations stipulating the status of the unemployed.

It also has assisted some members in finding jobs and has succeeded in achieving free of charge transportation in the City of Zagreb for 40.000 unemployed people. In general, ZUS has become the legitimate contact point for political parties, the media, employers and citizens seeking to interface with the unemployed.

## **2. CASE OF AUTONOMOUS WOMEN’S HOUSE ZAGREB, FAMILY VIOLENCE**

### **Introduction**

Although family violence is probably as old as the man himself, the modern society only recently began to address this issue seriously. Legislative amendments to clarify the respective responsibilities of government departments and to streamline juridical practice on this issue have, to a great extent, resulted from persistent efforts on the part of civil society organizations and their activities during a year long period. In former legislation responsibility for family violence and practice with courts were not clear. CSOs made use of several high-profile cases of family violence to highlight the need for a change in legislation.

Attention was brought to the issue of family violence in Croatia in recent years by cases deserving attention of the general public. The media was very supportive in putting these cases on public agenda. This additionally strengthened the position of women’s organizations, advocating women’s human rights, in particular of those providing services of accommodation to the family violence victims.

According to data from the *National Strategy of Family Violence Prevention, for the period from 2005 to 2007*, ([www.mobms.hr](http://www.mobms.hr)) the police received 55,969 requests from individual citizens for emergency intervention to prevent family violence. The requested intervention was provided in 55,846 cases (i.e. 99.78% of the total requested interventions). In the same period, on the grounds of offence of *family violence*, the police reported a total of 24,518 perpetrators. Harm was inflicted to a total of 34,550 persons, of which 9,394 were minors. With respect to the gender of violence victims, 23,489 (68%) of the total number of victims were female. In the said period 10,281 minors were present in cases of violent behaviour in the family and a gradual decline in the share of female victims of *violent behaviour in the family* was recorded. During these years, the police filed criminal charges against 1,298 individuals on the grounds of *criminal offence of family violence*.

This study investigated the impact of civil society on policy relating to family violence. The following research methods were used: interviews with the representatives of associations and analyses of media and outcomes of recent researches on the family violence issue.

### **Research outcomes process**

The research asked female representatives of “Autonomous Women’s House Zagreb” and the women’s group “Korak”, an organization from Karlovac, the following questions:

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

The responses to the questions were received by the female representative of the Autonomous Women’s House Zagreb. Since these responses and reflections of the female interlocutor were particularly interesting, they have been detailed below. The methods, strategies, successes and lessons learned are interwoven, but become clear with respect of the context of the events.

### **Research outcomes**

The Autonomous Women’s House Zagreb regularly advocates on the passage of certain laws on family violence by contacting the individuals involved in the process. It also makes statements to the media, organizes round tables, seminars, appeals and exerts joint pressure together with related international organizations.

### **Successes**

The most significant examples of success include: the introduction of the SOS telephone in 1987, the opening of a shelter in 1990, amendments to the Family Act (abuse sanctioned as offence), and Criminal Act (sanctioned as criminal act) and the fact that they have become the “focal point” for the European Association Network engaged in this issues. The UN makes use of their “shadow reports” which cover issues relating to family violence and violence against women in Croatia. One of their major successes is the fact that two former lawyers from their office have become public attorneys, which speaks favourably of the professional competence, and contribution of the founders of the Autonomous Women’s House.

Civil society organizations’ activities have substantially contributed to the enactment of the Law on Family Violence Prevention and the adoption of the *National Strategy of Family Violence Prevention, for the period from 2005 to 2007*. In fact, women’s organisations were organising different events and discussions which contributed to the law.

### **Conclusion**

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

- Significant results have been accomplished after 10-15 years of activity (this period is perceived as the period of learning, organizing, networking with foreign partners and donors). This indicates the significance of the time component for maturation and growing up of civil initiatives.
- The association began to have more significant impact when they became part of a whole range of activities, provided by supported by foreign women’s associations and other organizations. The alliance with foreign organizations strengthened the position of organizations in the country, strengthening its legitimacy.
- By signing certain international agreements and documents, the Croatia government committed itself to consult with civil society, which provided space for the advocacy initiatives of these organisations.
- Specific social and political processes, such as the public attention given to the female members in the Croatian parliament, made it possible to put the issue of family violence high up on the political agenda.

- The internal organisations of these women's NGOs, the entrepreneurial approach, and wide range of expert associates, networking and coordination with other women's organizations appeared to be of great significance in this process.
- The transfer of experts from CSOs into state institutions appeared to be very important – they have become powerful advocates (i.e. the public attorneys). Through their activities in CSOs they acquire respectable experience and adopt competitive specific skills.
- CSOs have become partners and significant actors in the implementation of the National Strategy of Family Violence Prevention.

The practice of this organization, of making local authorities increasingly appear as partners on emerging initiatives, has become a pattern for other communities to follow. Consequently, the specific and sensitive area of providing services to victims of family violence victims became an important area of work for a large range of CSOs.

### **3 - CIVIL SOCIETY AND THE NATIONAL BUDGET PROCESS**

#### **Introduction**

The state budget is the principal economic policy document of the government, which should be based on an accurate assessment of the fiscal situation. However, government representatives can prioritize certain budgetary items that do not necessarily reflect the concerns and priorities of the electorate. Therefore, citizens can attempt, through the media, academic institutions, NGOs, interest groups and other instruments, to get involved in the debate about the adoption of the budget and specific budgetary allocations.<sup>76</sup> Because of such influence, groups such as trade unions or employers' associations often attempt to and sometimes succeed to push through their own interests.

Civil society in Croatia should be aware of and engaged in the national budget process, especially in those discussions which are directly linked to civil society (e.g. poverty, pensions, healthcare, childcare). However, it remains difficult to evaluate the extent and quality of influence that civil society has on the national budget process in Croatia. One reason, besides the weak interest by CSOs in budget issues, is the lack of transparency in the budgetary process.

This study is based on interviews with parliamentary representatives in 2003, heads of counties and mayors of cities in 2004, political scientists and different local experts and scientists and secondary data.<sup>77</sup>

#### **National budget framework**

According to the Constitution, political power is organized on the principle of the three-branch division of power: legislature (Parliament), executive (Government) and judiciary. Similarly, according to Croatian law, the budgetary process is a complex process divided into three main stages (preparation, drafting and adoption of the national budget). In 2003, Croatia introduced a new Budget Act (Official Gazette No. 96/2003). Pursuant to this Act, the state budget is a document which comprises the estimates of the government's revenue and receipts, as well as of its expenditure and expenses for one year. There are three budget types: the national budget, the budget of the extra-budgetary funds and the budgets of units of local government. These budgets together form a single whole: the budget of the general government, which does not pass through the same administrative procedure as the national budget. There are also a number of funds that remain outside of the budget decision-making process, although their financial projections are included in the budget documents.<sup>78</sup>

<sup>76</sup> A useful web site is <http://www.internationalbudget.org/resources/guide/>.

<sup>77</sup> For Example: Promoting participation in the budgetary process: The case study of the work of the Institute of Public Finance in Croatia, Katarina Ott, Available on [www.cbpp.org](http://www.cbpp.org)

<sup>78</sup> Republic of Croatia: Report on Observance of Standards and Codes-Fiscal Transparency Module. IMF Country Report No 04/365, 2004.

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

Each year only specific proposed budget items, such as a large ratio of public debt in the GDP and budget deficit in Croatia, are debated in the media. Usually these comments (from MPs, mostly opposition members, academics, chambers and special interest groups like banks) come after the budget draft is delivered by the Government to the Parliament, in mid November. In most years this leads to Parliament discussing more than 400 amendments on budget proposals. This is one of the crucial points where civil society could exert its influence. Other groups that deal with the budget every year include: the Institute of Public Finance, the Institute of Economics, the Croatian Institute for Banking and Insurance and the Croatian National Bank, and some experts. The representatives from these institutions are mostly economists.

### **Study findings**

This section seeks to describe the extent to which different players (civil society, the Parliament, Government, the Ministry of Finance and others) are involved in the budgetary process in Croatia.

*The budget preparation* lies within the competence of the Ministry of Finance. At the proposal of the Ministry of Finance, the Government decides on the fiscal policy, works out a strategy for the state budget and draws up proposals for the allocation of budgetary funds. Due to the huge fiscal deficit and other fiscal constraints, only limited resources are allocated freely. At this point, as there is no space for change, it is therefore difficult for civil society to influence the budget proposal. In Croatia, the key for successful lobbying lies in placing your demands at the appropriate time within the budgeting cycle, because every year some CSOs projects are financed from the national budget through line ministries. The key problem facing CSOs in this phase is that there are no statutory provisions requiring public presentation (e.g. via web pages) of budget proposals at the preparation stage. This unavailability of budgetary information, and the lack of financial information on the budget proposal, makes it difficult for it to be understood by the wider public.

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

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

It is important to say a few words about the Budget Committee. This Committee consists of 12 MPs (mostly from the ruling coalition). There are also six members outside of parliament who are representatives from: the labour union (1), the Croatian Chamber of Economy (1), the Croatian Employers' Association (1) and the scientific and professional technical institutions (3), who are active when the budget proposal is submitted to the Budget Committee. Studies have shown that there are certain difficulties in the operation of the Budget Committee and the Parliament. For example, the Budget Committee's interventions are of a formal rather than a substantive nature and the time available for budget consideration is extremely short, too short for a debate at the Committee level. Due to the fact that everything takes place within a single day, the budget proposal is submitted without any additional explanations. At this stage, CSOs should try to persuade some MPs into financing certain items that are of especial importance to them because lobbying is the most appropriate way of influencing the budget.

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

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

*Overall Budget work.* It is worth mentioning that ODRAZ and Gospodarsko socijalno vijeće- (GSV) (Economic Social Committee) in 2003 and 2004 organized seminars and training courses on budget issues, on the local and central government levels.

### **Conclusion**

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

If CSOs in Croatia deal with the national budget, they usually seek specific interventions in the budget, either through contacts at the ministries or via MPs during the legislative phase. Usually the strong corporate players, such as bank lobbies are more successful in lobbying. This study could not pinpoint any crucial activities of civil society in the budgetary process indicating a very low involvement of CSOs.

In the future, it will be necessary to improve the communication between the Ministry of Finance, the Government, the Parliament, the Budget Committee and civil society, particularly CSOs. The Budget Committee, NGOs and citizens should be informed about the drafting of the budget even before the budget proposal is submitted to the Parliament. The Ministry of Finance should inform them about the assumptions for the next budget and framework budgetary items, in order to facilitate the proposing of the next year's budget by the Committee. This would also keep other MPs informed as well as the media informed, which is necessary, given the great importance of the budget.

## ANNEX 3 CORPORATE SOCIAL RESPONSIBILITY STUDY

### Introduction

How strongly developed are notions and practices of corporate social responsibility? In Croatia, this issue has just recently entered the public discourse. What is important is that the representatives of civil society organizations were themselves the first to convene discussions on this topic. In the midst of the crisis-ridden late 1990s, it was difficult to find a significant number of partners for discussion on this topic, and the absence of incentives (such as tax deductions) has discouraged the business sector from donating for the public good. A notable exception was the Bank of Zagreb (Zagrebacka banka), which provided support to CSOs by awarding several project grants each year. However, in general, the socio-political and cultural framework of the 1990s was more favourable to clientelism than to the development of civil initiatives.<sup>79</sup>

### General attitude of the corporate sector towards civil society

Traditionally, the business sector used to maintain good cooperation with various sports and cultural organizations, hospitals and other public institutions, supporting them with various donations. In the early 1990s, civil society became a force which has provided significant assistance in overcoming the war-induced crises. Corporate donations to humanitarian organizations were motivated by the desire to support the war victims. However, the rather limited communication among business and CSOs has led to a largely indifferent attitude of corporations to the activities of CSOs. Even worse, CSOs are frequently perceived as unreliable groups, run by individuals concerned more with their own interest than with the public good.

The culture of corporate social responsibility, which is engaged in community and wider society, has been introduced in Croatia by international companies, which have become the owners of the most profitable sectors of the economy during the privatization process. More recently, well educated younger managers and owners of small and medium sized companies have also contributed to the development of such a culture. The award “Donor of the Year” for the business sector, awarded during from 2001 to 2003, promoted the value of such practices, and was supported by the Zagreb Chamber of the Croatian Chamber of Commerce. The termination of the award is an indication of the immaturity of the culture of corporate social responsibility in Croatia. Also, the discussion at the conference *Promotion of corporate social responsibility in Croatian companies: Agenda for 2005* (Zagreb, December, 2004) revealed that in most cases the financial support from the business sector is considered sponsorship, rather than donations.<sup>80</sup>

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

### Research outcomes

The corporate social responsibility issue was approached by analyzing the presentation and operations of ten leading Croatian companies selected with respect to income, profit and assets.<sup>81</sup> Beyond these criteria, the Coca-Cola Beverages Croatia was involved in the analysis as a company which presents itself as leader in the area of social responsibility.

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<sup>79</sup> This hypothesis can be supported by investigative journalist exposures of various fixed art auctions, which were sponsored by political parties. Furthermore, during our contact with executives of a number of companies it was revealed that they have been granting donations under political coercion.

<sup>80</sup> The Zagreb Economic Institute and several national and foreign partners presented themselves within the project.

<sup>81</sup> The banks and infrastructural publicly owned companies (Croatian Roads and Motorways, HEP-Croatian Electric Power Industry, Croatian Railways) were not taken into consideration.

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

**Table A.6: Social Responsibility of Croatian Companies**

	Social responsibility issues					
	Special report	Ecological	Towards consumers/ users	Towards employees	Towards the community	Culture and sports
Adris group	No	+			+	+
Coca Cola Hrvatska	Yes (since 2002)	+	+	+	+	
HT	No					+
INA	Yes (ecological and social )	+	+	+	+	+
Konzum	No	+	+			
Pliva	Yes	+		+	+	
T-mobile	No	+				+
Vipnet	No					
Zagrebacka pivovara	No					

The corporate image presented on the websites of the companies was also analyzed. There were a number of companies within the sample which do not present themselves as socially responsible (this does not imply that they actually do not practice some aspects of social responsibility). However, most of the companies have adopted the social responsibility concept, and are using it (together with concepts of environment protection and sustainable development) when reporting on their own activities.

The most frequently stated dimension of corporate social responsibility was the ecological and health safety of products and services (frequently by stating adoption of ISO 14001 standards), as well as activities related to environmental protection. Promotion of a company's own good ecological practices is a typical strategy in the petrochemical and pharmaceutical industry. However, this topic was being addressed by all of companies in the sample, which present themselves as socially responsible.

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

Information about investments in culture and sports figured most prominently on all of the sites which were observed, and most of the individual socially directed actions and donations presented on the websites belonged to this field.

Four companies mentioned social responsibility in a more narrow sense, as a responsibility to their community, although it was mentioned it was not elaborated upon. Pliva is engaged in some public health activities, whereas Coca-Cola has children as a focus of its social responsibility activities.

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

## Conclusion

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

The practices of the major companies with respect to socially responsible business operations indicate various articulations of this idea. The medium and small companies, being closer to the communities, are frequently more innovative in their social commitments. As the case studies of the leading Croatian companies showed, there exists significant consent on the concept of corporate social responsibility. Different aspects of social responsibility receive varying levels of attention, from commonly adopted environmental consciousness to the well-being of consumers and employees, which are rarely mentioned. However, the concrete actions in the area of social responsibility are rather sporadic, mostly of symbolic nature and focused on culture and sports.

However, the increased interest of donors to achieve outcomes and the engagement of managers of business organizations within civil society activities, which was recognized by participants at regional stakeholder consultations, is likely to give additional impetus to a development of a corporate social responsibility culture. There is also a need for a **credible convener** organization or initiative which would gain the trust of a number of companies and act as a forum for donors for important projects promoting the public good. Also, corporate social responsibility values would certainly be promoted by the re-introduction of the *Donor of the Year* award, awarded by the Croatian Chamber of Commerce.

# ANNEX 4 MEDIA ANALYSIS – REPORT ON “CIVIL SOCIETY IN THE MEDIA”

## 1. INTRODUCTION

Mass media plays a crucial role in informing the public. It conveys messages and facts about social issues, and is a crucial medium for promoting the activities of civil society. As part of the CSI project, the representation of civil society in the media was monitored over a period of three months, April, May and June of 2004. The study was carried out by the CERAENO expert team, and data was collected from six Croatian daily newspapers. The media monitoring process was guided by the criteria outlined by CIVICUS, which involved an initial screening of the media for civil society related news, followed by the classification of this news according to standardized criteria. This data was then inputted into an MS-Access database which was used to analyse the data.

The six Croatian daily newspapers analysed were: *Vjesnik*, *Večernji list*, *Jutarnji list*, *Glas Slavonije*, *Novi list* and *Slobodna Dalmacija*. The first three are national dailies, and the latter three are regional newspapers. The six newspapers fall on different locations of the ideological spectrum, ranging from conservative, pro-government to leftist. (See table A.4.1 below)

**Table A.7: Reviewed newspapers, number of sold copies, ownership and orientation**

Newspapers	Printed copies	Ownership	Orientation
Glas Slavonije	12,000	Private	Conservative
Jutarnji list	93,000	Private	Left/commercial
Novi list	36,000	Private	Left
Slobodna Dalmacija	52,000	State	Left
Vjesnik	10,400	State	Neutral/Pro-government
Večernji list	115,000	Private	Conservative

All sections of the six newspapers were monitored, including their respective regional sections, except for the entertainment, sports and crime sections since they were unlikely to report on civil society.

While print media does not have as crucial an impact on shaping public opinion in Croatia as television, it was determined to focus on print media for three reasons.<sup>82</sup> First, print media records the activities of a significantly wider range of civil society organizations, a number of which are of local or regional in character, providing insight into a wide variety of civil society activities. Second, a significant proportion (45%) of Croatians read daily newspapers, indicating the relevance of newspapers in informing the Croatian public. Third, the review of print media is technically less complicated and easier to perform than a review of television media. Below please find a summary of the findings from the media monitoring study.<sup>83</sup>

## 2. RESEARCH FINDINGS

The following section describes how civil society is presented in the media in Croatia, and addresses the following four issues:

- 1) The quantity and visibility of reporting on civil society in the media;
- 2) The thematic areas which receive special attention;
- 3) The specific groups of civil society actors, and specific civil society issues which receive the most prominence in the media and
- 4) Civil society's general image as presented in the media

<sup>82</sup> It is evident from all omnibus surveys that people get information predominantly from TV programmes.

<sup>83</sup> Based on the collected data, a more comprehensive study will be published.

## 2.1. Main features of civil society reporting in the media

### Frequency of reporting

During the three month monitoring period civil society related issues were featured in **3754** articles that appeared in the six dailies under review: *Slobodna Dalmacija*, *Vjesnik* and *Novi list* feature topics relating to civil society twice as often as *Jutarnji list* (see table A.4.2). *Jutarnji list* is well-known as a more commercial newspaper that focuses on covering sensational news; thus it was expected that its coverage of civil society issues would be lower.

**Table A.8: Number and percentage of articles addressing the civil society topics**

Medium	Count of medium	Percentage in %
Glas Slavonije	589	15.69
Jutarnji list	425	11.32
Novi list	660	17.58
Slobodna Dalmacija	809	21.55
Vjesnik	784	20.88
Večernji list	487	12.97
<b>Total</b>	<b>3754</b>	<b>100.00</b>

### Placement within media

**Table A.9: Number of articles placed in daily newspapers regarding page numbers – sorted in categories per 10 pages**

Page number	Count	Percentage in %
<b>0-10</b>	<b>1813</b>	<b>48.29</b>
<b>11-20</b>	<b>1415</b>	<b>37.69</b>
<b>21-30</b>	<b>305</b>	<b>8.12</b>
<b>31-40</b>	<b>78</b>	<b>2.08</b>
<b>41-50</b>	<b>47</b>	<b>1.25</b>
<b>51-60</b>	<b>47</b>	<b>1.25</b>
<b>61+</b>	<b>49</b>	<b>1.31</b>
<b>Total</b>	<b>3754</b>	<b>100</b>

Almost half of the 3754 articles dealing with civil society issues appear within the first ten pages of the newspaper (i.e. in the first half of the paper). This can be interpreted as a positive sign for the relevance of civil society news as a media topic.

### Forms of reporting

Civil society issues feature most prominently in news stories and short summaries of longer stories (see table A.4.4 below). However, typically this information is provided by civil society representatives, who supply reporters with press releases or call them to initiate an interview. Information on civil society is typically written in a dry manner and may not draw the attention of the average reader. It is interesting to note that among the 3754 articles featuring civil society, there was not a single editorial or cartoon. However, there was a substantive number of 127 opinion pieces on civil society.

**Table A.10: Number of articles presented in different news types**

Type of article	Number of articles	Percentage in %
<b>News story</b>	<b>2008</b>	<b>53.49</b>
<b>In brief/short</b>	<b>1348</b>	<b>35.91</b>
<b>Opinion piece</b>	<b>127</b>	<b>3.38</b>
<b>Feature/news Analysis</b>	<b>84</b>	<b>2.24</b>
<b>Business</b>	<b>1</b>	<b>0.03</b>
<b>Photograph</b>	<b>1</b>	<b>0.03</b>
<b>Opinion poll</b>	<b>15</b>	<b>0.40</b>
<b>Interview</b>	<b>90</b>	<b>2.40</b>
<b>Letters to editor</b>	<b>65</b>	<b>1.73</b>
<b>Other</b>	<b>15</b>	<b>0.40</b>
<b>Total</b>	<b>3754</b>	<b>100</b>

*Slobodna Dalmacija*, *Vjesnik* and *Novi list* have the biggest numbers of articles as news stories. News stories refer to those stories about a particular event or happening, they include recent and largely factual stories. *Glas Slavonije*, *Vjesnik* and *Slobodna Dalmacija* have bigger numbers of in brief/short information, which are even shorter types of news items. Almost 90% of the total number of articles were news stories and in brief/short information cover. Interviews with civil society leaders are rather rare. Letters to editor are only relevant to *Vjesnik* which features pages for readers' comments.

## 2.2. Thematic focus

### Main Themes

**Table A.11: Main themes**

Topic	Number of articles	Percentage	Topic	Number of articles	Percentage
		%			%
Labour, Unemployment	546	14.54	Human Rights	67	1.78
Culture, Tradition, Religion and Language issues	332	8.84	Corruption	60	1.6
Service Delivery/Welfare	310	8.26	Gender Issues	60	1.6
Sustainable Development	277	7.38	Racism, Ethnicity, Xenophobia, Caste	53	1.41
Other	267	7.11	Sexuality/Sexual Rights	52	1.39
National Politics	266	7.09	Children	41	1.09
Business	216	5.75	War	34	0.91
Advocacy	139	3.7	Volunteering	27	0.72
Education/Training	128	3.41	Crime	24	0.64
Justice System	125	3.33	Poverty	21	0.56
Health	115	3.06	Sports	18	0.48
Local Government	104	2.77	Politics (International)	17	0.45
Agriculture	96	2.56	Land	14	0.37
Civil Society Specific issues	94	2.5	Migration/Refugees	9	0.24
Media & ICT	80	2.13	Personalities and Profiles	6	0.16
Arts, Entertainment, Lifestyle	77	2.05	Conflict Resolution	4	0.11
Corporate Social Responsibility & Corporate Citizenship	72	1.92	Housing	3	0.08
			<b>Total</b>	<b>3754</b>	<b>100</b>

The CSI methodology required that each civil society related article be classified according to a primary and a secondary topic that are most central to the article. The articles were classified by a list of 34 topics covered in relation to civil society news in Croatia.

The most covered topics were labour and unemployment, which mostly addressed the activities of trade unions. In this period of economic change, and developmental instability, trade unions are very active and frequently covered by the media.

Themes, such as culture, tradition, religion and language were the second most covered topics (8.84%). This was visible in each of the six newspapers.

The theme of service delivery/welfare was also visible in all of the newspapers. Often the information that was covered related to the events or new programmes of various organisations. In a society such as Croatia, with emerging social issues one might expect a larger number of articles on this theme. However, it seems that the media considers CSO's advocacy activities, but not its service delivery work, to be newsworthy.

When the primary and secondary topics were combined, the same three major themes topped the list, with national politics and sustainable development issues also being widely covered.

When analyzing the secondary topic labour and unemployment was the most dominant theme in all of the newspapers. *Vjesnik* and *Slobodna Dalmacija* dedicated more space to these themes than the others. Culture, tradition, religion and language issues were more present in *Novi list*, *Slobodna Dalmacija* *Vjesnik*. *Slobodna Dalmacija* and *Glas Slavonije*, as regional newspapers give more coverage for social welfare issues. Readers of regional newspapers might be more interested in this type of information. Sustainable development was most present in *Slobodna Dalmacija*, since it is a region that recently experienced conflicts on environmental protection and housing construction due to the lack of proper permission to effectively address this issue on the seaside. *Slobodna Dalmacija* led in coverage of advocacy issues, but it was apparent that *Jutarnji list* and *Večernji list* did not cover civil society issues as frequently as the other newspapers included in the study

## Geographic focus

**Table A.12: Geographical focus**

Origin	Number of articles	Percentage (%)
International	105	2.81
National	1843	49.3
Provincial/Regional	304	8.13
Local	1486	39.75
<b>Total</b>	<b>3738</b>	<b>100</b>

Almost half of the articles dealt with national-level issues (49.3%), which is certainly a consequence of the recent history of Croatia as a country and the rather centralized government. Coverage at the local level came in second (39.75%) and, in the future, with a more decentralized state news of CSOs at the local level are likely to increase. The limited integration of Croatian CSOs into international networks was visible from the small number of articles dealing with international issues.

As expected, regional newspapers: *Slobodna Dalmacija*, *Glas Slavonije* and *Novi list*, provided more coverage of local and regional news of CSOs, while *Vjesnik* focused more on national issues since it is a national paper.

The national-level coverage tended to focus on issues of labour, unemployment, culture, tradition, religion and language. It is understandable that service delivery and welfare themes, as well as sustainable development were covered by regional papers as they target a specific local population. It is interesting to note that advocacy-related news were more relevant at the local level, while civil society- specific issues were more relevant at the national level.

## 2.3. Civil society actors and issues

**Table A.13: Reporting on CSO types**

CSO Type	N	%	CSO Type	N	%
Trade unions	799	20.47	Culture & arts CSOs	76	1.95
Other (war veterans)	568	14.55	Non-profit media	71	1.82
Associations of socio-economically marginalized groups (e.g. poor people, homeless, landless, immigrants, refugees)	458	11.73	CSOs active in education, training & research (e.g. think tanks, resource centres, non-profit schools, public education organizations)	49	1.26
Advocacy CSOs (e.g. civic action, social justice, peace, human rights, consumers' groups)	439	11.25	Political parties	40	1.02
Faith-based organizations	375	9.61	Professional and business organizations (e.g. chambers of commerce, professional associations)	33	0.85
Service CSOs (e.g. CSOs supporting community development, literacy, health, social services)	365	9.35	Community-level groups/associations (e.g. burial societies, self-help groups, parents' associations)	32	0.82
Ethnic/traditional/indigenous associations/organizations	229	5.87	Grant-making foundations & fund-raising bodies	32	0.82
Environmental CSOs	110	2.82	Student and youth associations	20	0.51
Economic interest CSOs (e.g. cooperatives, credit unions, mutual saving associations)	98	2.51	Social and recreational CSOs & sport clubs	12	0.31
Women's associations	88	2.25	CSO networks/federations/support organisations	9	0.23
			<b>Total</b>	<b>3903</b>	<b>100</b>

Regarding specific CSO types, the media most frequently reported on activities of trade unions (20.47%), associations of socio-economically marginalised groups (11.73%), advocacy CSOs (11.25%) and service CSOs (9.35%). War veteran organisations, among others, also receive a significant portion of the attention in the media.

Reporting on CSOs is closely connected to the main themes covered by the newspapers. *Vjesnik*, as a national daily, covered more activities of nationally-organized trade unions. *Jutarnji list* and *Večernji list* focused on activities of CSOs providing services, but paid little attention to environmental CSOs.

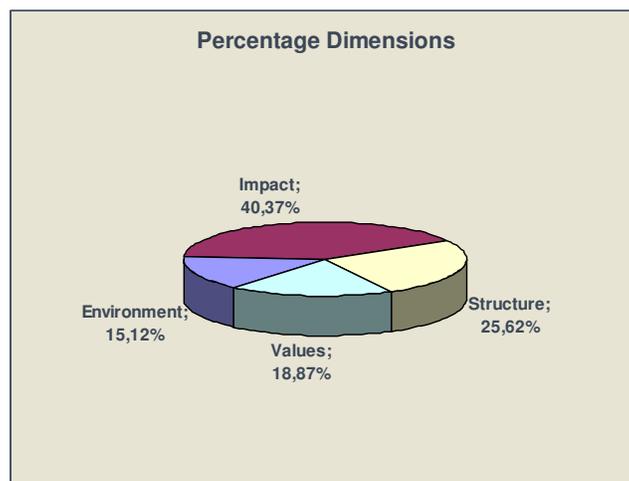
In terms of the geographic focus of CSOs, they again appear predominantly on the national level: trade unions, advocacy CSOs and associations of socio-economically marginalised groups. The work of service, environmental and economic interest CSOs, as well as cultural organisations was covered mainly at the local level.

The research found that CSOs are not very active on the international level or at least their activities are not widely covered by the media. This is inline with the CSI findings for indicator 1.4.5 which shows that Croatian civil society is weak when it comes to international linkages.

## Civil Society Issues

Looking at the reporting according to the four dimensions of the CSI diamond, the media was most interested in activities of CSOs related to their concrete achievements; as a result, the Impact dimension received the most coverage (40.37%), followed by structure (25.62%) and values (18.87%), and lastly environment (15.12%). Such a ratio of reporting per distribution was similar in all of the newspapers monitored.

**FIGURE A.1: Distribution of Dimensions in media**



## Frequency of reporting per indicator

There were 25 indicators analysed in newspapers that were covered by more than 100 articles out of the 3754 (table A.4.8). A large number of these indicators belonged to the impact dimension and three indicators relating to civil society's watchdog, education and social policy roles were covered in 19.4% of all news items monitored.

**Table A.14: Number of articles per indicator**

Indicator	N	Indicator	N
4.2.1 Holding state accountable	1098	3.4.2 CS actions to promote non-violence and peace	201
4.4.1 Informing/educating citizens	778	2.6.3 Cooperation/support	195
4.1.2 Social policy issue	380	1.5.2 Cooperation	192
1.1.1 Nonpartisan political action	378	1.4.5 International linkages	172
2.6.2 Dialogue	374	4.4.3 Empowering marginalized people	152
3.2.3 CS actions to promote transparency	366	3.1.1 Democratic practices within CSOs	145
1.1.5 Collective community action	354	4.1.1 Human rights policy issue	134
3.7.1 CS actions to sustain the environment	316	2.7.1 Private sector attitude	123
3.3.2 CS actions to promote tolerance	255	4.3.1 Responsiveness	111
1.1.2 Charitable giving	248	4.5.3 Meeting needs of marginalized groups	110
1.2.1 Charitable giving	239	2.7.2 Corporate social responsibility	105
4.2.2 Holding private corporations accountable	208	1.5.1 Communication	103
4.5.2 Meeting pressing societal needs directly	206		

### *The civil society structure in media*

The structure dimension was covered by 2,029 items. Within the structure dimension, the subdimension of citizen participation was more frequently covered in media than other subdimensions. Of items covering this dimension, 56.6% (1149) dealt with indicators from this subdimension, reflecting the important activities of citizens and CSOs in this regard.

### *Civil society environment in the media*

The environment dimension was described in 1,299 items with unequal distribution among the sub-dimensions.

Looking at the political context for civil society, issues of the political rights and political competition were only marginally represented in the media, as compared to corruption and the rule of law, for example. It is obvious that CSOs insufficiently address these topics. Rule of law issues appeared in the coverage of war veterans' exercising their rights, and coverage of the rights of other war victims, workers' rights, efficiency of judiciary and the rights of Serbs to return of their assets. The media reported comprehensively on the attitudes of associations on the issue of exercising rights, *Vjesnik*, 8 June 2004, "Judiciary system miles away from west European standards".

CSOs in Croatia have begun to regularly put the issue of corruption on the national agenda and the media is supporting them in these efforts. All of the reviewed newspapers covered the round table on corruption and organized crime, which was organized by CSOs.

In Croatian media reports of foreign organizations, relating to political environment in Croatia, frequently gain significant attention, for instance, Freedom House and Human Rights Watch reports were covered in several of the newspapers that were monitored.

### *Civil society values*

The values dimension was described in 1,621 items. *Vjesnik*, as a national newspaper was more sensitive to report on values than the other monitored newspapers

The democracy sub-dimension, covered in 219 items, was assessed by indicators of democratic practice in CSOs and civil society actions to promote democracy. The democratic practice of CSOs was regularly reported through coverage of the appointment of new leadership and elections within CSOs. A case in point was the coverage of the taxi drivers' association's conflict when appointing new management.

CSOs' activities in promoting democracy were covered in 74 items; the most frequently mentioned associations were the Academy for Political Development, GONG, Croatian Helsinki Committee and the GRAK Campaign. In these reports attention was typically paid to the gatherings that were held, such as the "Split conference", *Slobodna Dalmacija*, 03.04.2004., a UK and Southeast Europe Forum, organised by the British Council as a regional meeting without the participation of the Croatian authorities. Foreign organisers of civil society events are not receiving attention of local stakeholders and are seen as democratisation export programmes, without real relevance to the local context. However, they receive significant publicity.

The transparency sub-dimension was featured by the largest number of items 409 (40%). The indicator of corruption in civil society was covered by all newspapers, e.g. regarding the abuse of positions and the competencies of the president of a trade union. The newspapers covered three cases of suspected corruption within war veterans' associations, and *Slobodna Dalmacija* reported on abuses within the Help association.

The financial transparency of CSOs was not extensively addressed in the media. One example was in Glas Slavonije, on May 17, 2004: "You establish an association, get the money and you are not accountable for it", thus, challenging the purpose of establishing associations and their activities. The author of the text noted that 1,700 associations have been established in the area of Osječko-Baranjska County; however, only about twenty are active. Associations are granted support by the city and the county, and do not need to account for their expenses. None of the media examined the report. The reporter argued in favour of more efficient control of funds granted to associations, otherwise "being volunteer" of an anonymous association shall publicly be recognised as one of the better paid professions. These kinds of opinion pieces written by journalists deserve a response from civil society, since it challenges the credibility of activists and the employees of CSOs.

The civil society's activities to promote transparency in wider society were the third indicator within this sub-dimension, and was described in 366 items (90%). This was one of the most covered topics, indicating that CSOs make efforts, at various levels, to make the operations of state bodies more transparent. The most dominant topics, in terms of coverage were: transparency of election campaigns, transparency of public procurement, transparency of business operations of public enterprises and reimbursement of public services, transparent courts' procedures and transparent privatization. The association Transparency International-Croatia is regularly consulted by the newspapers on cases of doubts that rise about various governments' actions.

The coverage of civil society's values in the media can roughly be divided in three types: (1) the articles by reputable reporters, (2) public announcements by CSOs and (3) interviews that address civil society's values.

#### *Civil society impact*

The impact dimension was most frequently represented in media and covered in 34,68 items. *Vjesnik* covered this more than any of the other monitored newspapers.

The impact of civil society on public policies as a sub-dimension was described with 521 indicators. The indicator of social policy, according to reviewed newspapers, is typically addressed by trade unions and workers' associations, as a substitute for inefficient trade unions and church organizations. The trade unions and workers' associations addressed the issue of labour law violations and criticised the government for their proposal to shorten the period of notice given to employees. Information was presented on the round tables held on the Labour Act. Church organizations typically address the topic of "Free Sunday", as well as the basis for such labour law.

With respect to the coverage of human rights, the newspapers addressed three types of issues. The first was the rights connected to the war and consequently to the return of assets to the Serbs returnees. The Centre for Democracy Development is particularly articulate in these requirements. The second was the rising issue of exercising social rights, the most active group being the trade union. The third was the issue of exercising the rights of various minority groups.

The rights of women and children were periodically addressed; it seemed that this depended on actual events taking place during the months of the media review.

The sub-dimensions on holding the state and the private sector accountable consist of two indicators and were described in 1,306 items. Of the whole dimension of impact these sub-dimensions combined received 37.6% of the coverage. The indicator of holding the state accountable was covered by 1,098 items (84% of the whole dimension) and mostly targeted the local level. Demands by trade unions and workers' associations were most frequent, which held the state accountable for not fulfilling various rights pursuant to collective agreements. The local government is typically targeted in the area of environmental protection, building local infrastructure and local urban development plans. A wider range of citizens are interested in these issues, and it is evident that these efforts have the wider support of local community.

The media analysis shows that women receive significant support from CSOs and their status is an important topic. In this respect, the topic of family violence, women's education and women's representation in policy is widely covered. It should be noted that the media covered were sympathetic to women and their status in society, and that they support women's organizations initiatives.

## 2.4 Civil society's image in the media

**Table A.15: Civil society's image in the media**

	Number	Percentage
Item clearly represents CSOs negatively	148	3.94
Item represents CSOs in a neutral manner	1935	51.55

Item clearly represents CSOs positively	1671	44.51
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The media's reporting on civil society news is rather neutral with a score of 0.41 on a scale from -1 (negative) to +1 (positive); negative representation of civil society in the media is marginal. The overwhelmingly large number of neutral articles about civil society is directly linked to the fact that the majority of monitored items are news stories reporting on civil society events in a brief manner. There are also no differences among newspapers in term of portraying civil society in negative, neutral or positive light.

**Table A.16: Civil society's image per analysed newspapers**

	-1	%	0	%	1	%	Average Score
Glas Slavonije	20	3.4	333	56.54	236	40.06	0.90
Jutarnji list	16	3.76	257	60.47	152	35.76	0.91
Novi list	37	5.61	305	46.21	318	48.18	0.87
Slobodna Dalmacija	30	3.71	340	42.03	439	54.26	0.91
Vjesnik	32	4.08	423	53.95	329	41.96	0.91
Večernji list	13	2.67	277	56.88	197	40.45	0.90

As for civil society's image according to type of news story, overall almost all types of news stories portray civil society neutrally or positively. The only type that received slightly more negative coverage was opinion pieces (-0.01), which are articles similar in nature to an editorial as they include the authors own opinions. This indicates that civil society receives more negative coverage in stories where the author's opinion plays a strong role; while in cases where the news items leaves minimal room for opinion, such as news stories, civil society's coverage errs on the positive. Thus: the more factual the reporting, the more neutral or positive the image of civil society.

## CONCLUSION

The six dailies monitored as part of the media analysis provided sufficient space for their reporting on civil society issues and focused on CSO activities and achievements. This is an important finding since both the quantity and the quality of information in these media outlets considerably shape the public's opinion of CSOs.

There were slightly more articles presenting civil society in a neutral light than positively written articles and no differences could be detected among the six monitored newspapers. It is important to emphasize that almost 89% of articles belong to the category of news story or in brief/short. Opinion pieces relating to civil society got slightly more negative than positive or neutral coverage.

However, according to the media review only a small number of journalists consider civil society to be an important source of information. Journalists in general, according to the statements of insiders, are not educated about the concept and meaning of civil society.

Information covered in the newspapers can deliver different messages to the readers, depending on the ideological orientation of the information, CSOs' press releases or outcomes of certain surveys. The same event can be interpreted and analysed in different ways in different newspapers. Newspapers issue few comments criticizing or negatively representing civil society, and when they do they sometimes lack adequate arguments. Unfortunately, these articles do not draw the attention of the civil society representatives; therefore, there are no serious responses to these negative representations of civil society. As a result, the review found only a few instances of civil society engaging with the media.

The outcomes of the media review indicate that important political decisions in the country can no longer be made without voice from civil society. It seems that CSOs are becoming important actors covered by the media, who provide added value to the content of newspapers' coverage.

However, CSOs require more space in the media to receive the attention of the wider public, in order to mobilize more significant support for realization of their goals. CSOs also need more skills and knowledge for effectively articulating their messages to the media. A more active cooperation between CSOs and the media is important at this stage of civil society's development.

## ANNEX 5 - THE CSI SCORING MATRIX

### 1 – STRUCTURE

#### 1.1 - Breadth of citizen participation

**Description: How widespread is citizen involvement in civil society? What proportion of citizens engage in civil society activities?**

##### 1.1.1 - Non-partisan political action

*Description:* What percentage of people have ever undertaken any form of non-partisan political action (e.g. written a letter to a newspaper, signed a petition, attended a demonstration)?

A very small minority (less than 10%).	Score 0
A minority (10% to 30%).	Score 1
A significant proportion (31% to 65%).	Score 2
A large majority (more than 65%).	Score 3

##### 1.1.2 - Charitable giving

*Description:* What percentage of people donate to charity on a regular basis?

A very small minority (less than 10%).	Score 0
A minority (10% to 30%).	Score 1
A significant proportion (31% to 65%).	Score 2
A large majority (more than 65%).	Score 3

##### 1.1.3 - CSO membership<sup>84</sup>

*Description:* What percentage of people belong to at least one CSO?

A small minority (less than 30%).	Score 0
A minority (30% to 50%).	Score 1
A majority (51% to 65%).	Score 2
A large majority (more than 65%).	Score 3

##### 1.1.4 - Volunteering

*Description:* What percentage of people undertake volunteer work on a regular basis (at least once a year)?

A very small minority (less than 10%).	Score 0
A small minority (10% to 30%).	Score 1
A minority (31% to 50%).	Score 2
A majority (more than 50%).	Score 3

##### 1.1.5 - Collective community action

*Description:* What percentage of people have participated in a collective community action within the last year (e.g. attended a community meeting, participated in a community-organised event or a collective effort to solve a community problem)?

A small minority (less than 30%).	Score 0
A minority (30% -50%).	Score 1
A majority (51% to 65%).	Score 2
A large majority (more than 65%).	Score 3

#### 1.2 - Depth of citizen participation

**Description: How deep/meaningful is citizen participation in CS? How frequently/extensively do people engage in CS activities?**

##### 1.2.1 - Charitable giving

*Description:* How much (i.e. what percentage of personal income) do people who give to charity on a regular basis donate, on average, per year?

Less than 1%	Score 0
1% to 2%	Score 1

<sup>84</sup> This indicator is very popular among academics and is sometimes used as a single proxy for the strength of civil society (Welzel 1999)! However, available data on this indicator still has many shortcomings, particularly on a cross-national level (Morales Diez de Ulzurrun 2002). We consciously designed the indicator scores so that they are broad enough to yield a valid score as each of the four scores covers between 20-30 percentage points. We hereby avoid having to measure the exact percentage of CSO members among the population.

2.1% to 3%	Score 2
More than 3%	Score 3

### 1.2.2 - Volunteering

*Description:* How many hours per month, on average, do volunteers devote to volunteer work?

Less than 2 hours	Score 0
2 to 5 hours	Score 1
5.1 to 8 hours	Score 2
More than 8 hours.	Score 3

### 1.2.3 - CSO membership

*Description:* What percentage of CSO members belong to more than one CSO?

A small minority (less than 30%)	Score 0
A minority (30% to 50%)	Score 1
A majority (51% to 65%)	Score 2
A large majority (more than 65%)	Score 3

## 1.3 - Diversity of civil society participants

**Description:** How diverse/representative is the civil society arena? Do all social groups participate equitably in civil society? Are any groups dominant or excluded?

### 1.3.1 - CSO membership

*Description:* To what extent do CSOs represent all significant social groups (e.g. women, rural dwellers, poor people, and minorities)?

Significant social groups are absent / excluded from CSOs.	Score 0
Significant social groups are largely absent from CSOs	Score 1
Significant social groups are under-represented in CSOs.	Score 2
CSOs equitably represent all social groups. No group is noticeably under-represented.	Score 3

### 1.3.2 - CSO leadership

*Description:* To what extent is there diversity in CSO leadership? To what extent does CSO leadership represent all significant social groups (e.g. women, rural dwellers, poor people, and minorities)?

Significant social groups are absent / excluded from CSO leadership roles.	Score 0
Significant social groups are largely absent from CSO leadership roles.	Score 1
Significant social groups are under-represented in CSO leadership roles.	Score 2
CSO leadership equitably represents all social groups. No group is noticeably under-represented.	Score 3

### 1.3.3 Distribution of CSOs

*Description:* How are CSOs distributed throughout the country?

CSOs are highly concentrated in the major urban centres.	Score 0
CSOs are largely concentrated in urban areas.	Score 1
CSOs are present in all but the most remote areas of the country.	Score 2
CSOs are present in all areas of the country.	Score 3

## 1.4. - Level of organisation

**Description:** How well-organised is civil society? What kind of infrastructure exists for civil society?

### 1.4.1 - Existence of CSO umbrella bodies

*Description:* What percentage of CSOs belong to a federation or umbrella body of related organisations?

A small minority (less than 30%)	Score 0
A minority (30% to 50%)	Score 1
A majority (51% to 70%)	Score 2
A large majority (more than 70%)	Score 3

### 1.4.2 - Effectiveness of CSO umbrella bodies

*Description:* How effective do CSO stakeholders judge existing federations or umbrella bodies to be in achieving their defined goals?

Completely ineffective (or non-existent).	Score 0
Largely ineffective.	Score 1
Somewhat effective.	Score 2
Effective.	Score 3

#### 1.4.3 - Self-regulation

*Description:* Are there efforts among CSOs to self-regulate? How effective and enforceable are existing self-regulatory mechanisms? What percentage of CSOs abide by a collective code of conduct (or some other form of self-regulation)?

There are no efforts among CSOs to self-regulate.	Score 0
Preliminary efforts have been to self-regulate but only a small minority of CSOs are involved and impact is extremely limited.	Score 1
Some mechanisms for CSO self-regulation are in place but only some sectors of CSOs are involved and there is no effective method of enforcement. As a result, impact is limited.	Score 2
Mechanisms for CSO self-regulation are in place and function quite effectively. A discernible impact on CSO behaviour can be detected.	Score 3

#### 1.4.4 - Support infrastructure

*Description:* What is the level of support infrastructure for civil society? How many civil society support organisations exist in the country? Are they effective?

There is no support infrastructure for civil society.	Score 0
There is very limited infrastructure for civil society.	Score 1
Support infrastructure exists for some sectors of civil society and is expanding.	Score 2
There is a well-developed support infrastructure for civil society.	Score 3

#### 1.4.5 - International linkages

*Description:* What proportion of CSOs have international linkages (e.g. are members of international networks, participate in global events)?

Only a handful of "elite" CSOs have international linkages.	Score 0
A limited number of (mainly national-level) CSOs have international linkages.	Score 1
A moderate number of (mainly national-level) CSOs have international linkages.	Score 2
A significant number of CSOs from different sectors and different levels (grassroots to national) have international linkages.	Score 3

### 1.5 - Inter-relations

***Description:* How strong / productive are relations among civil society actors?**

#### 1.5.1 - Communication<sup>85</sup>

*Description:* What is the extent of communication between CS actors?

Very little	Score 0
Limited	Score 1
Moderate	Score 2
Significant	Score 3

#### 1.5.2 – Cooperation

*Description:* How much do CS actors cooperate with each other on issues of common concern? Can examples of cross-sectoral CSO alliances/coalitions (around a specific issue or common concern) be identified?

CS actors do not cooperate with each other on issues of common concern. No examples of cross-sectoral CSO alliances/coalitions can be identified / detected.	Score 0
It is very rare that CS actors cooperate with each other on issues of common concern. Very few examples of cross-sectoral CSO alliances / coalitions can be identified / detected.	Score 1
CS actors on occasion cooperate with each other on issues of common concern. Some examples of cross-sectoral CSO alliances / coalitions can be identified / detected.	Score 2
CS actors regularly cooperate with each other on issues of common concern. Numerous examples of cross-sectoral CSO alliances / coalitions can be identified / detected.	Score 3

### 1.6 – Resources

***Description:* To what extent do CSOs have adequate resources to achieve their goals?**

#### 1.6.1 - Financial resources

*Description:* How adequate is the level of financial resources for CSOs?

On average, CSOs suffer from a serious financial resource problem.	Score 0
On average, CSOs have inadequate financial resources to achieve their goals.	Score 1
On average, CSOs have most of the financial resources they require to achieve their defined goals.	Score 2

<sup>85</sup> Communication also includes information sharing between civil society actors.

On average, CSOs have an adequate and secure financial resource base.	Score 3
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### 1.6.2 - Human resources

*Description:* How adequate is the level of human resources for CSOs?

On average, CSOs suffer from a serious human resource problem.	Score 0
On average, CSOs have inadequate human resources to achieve their goals.	Score 1
On average, CSOs have most of the human resources they require to achieve their defined goals.	Score 2
On average, CSOs have an adequate and secure human resource base.	Score 3

### 1.6.3 - Technological and infrastructural resources

*Description:* How adequate is the level of technological and infrastructural resources for CSOs?

On average, CSOs suffer from a serious technological and infrastructural resource problem.	Score 0
On average, CSOs have inadequate technological and infrastructural resources to achieve their goals.	Score 1
On average, CSOs have most of the technological and infrastructural resources they require to achieve their defined goals.	Score 2
On average, CSOs have an adequate and secure technological and infrastructural resource base.	Score 3

## 2 - ENVIRONMENT<sup>86</sup>

### 2.1 - Political context

***Description:* What is the political situation in the country and its impact on civil society?**

#### 2.1.1 - Political rights

*Description:* How strong are the restrictions on citizens' political rights (e.g. to participate freely in political processes, elect political leaders through free and fair elections, freely organise in political parties)?

There are severe restrictions on the political rights of citizens. Citizens cannot participate in political processes.	Score 0
There are some restrictions on the political rights of citizens and their participation in political processes.	Score 1
Citizens are endowed with substantial political rights and meaningful opportunities for political participation. There are minor and isolated restrictions on the full freedom of citizens' political rights and their participation in political processes.	Score 2
People have the full freedom and choice to exercise their political rights and meaningfully participate in political processes.	Score 3

#### 2.1.2 - Political competition

*Description:* What are the main characteristics of the party system in terms of number of parties, ideological spectrum, institutionalisation and party competition?

Single party system.	Score 0
Small number of parties based on personalism, clientelism or appealing to identity politics.	Score 1
Multiple parties, but weakly institutionalised and / or lacking ideological distinction.	Score 2
Robust, multi-party competition with well-institutionalised and ideologically diverse parties.	Score 3

#### 2.1.3 - Rule of law

*Description:* To what extent is the rule of law entrenched in the country?

There is general disregard for the law by citizens and the state.	Score 0
There is low confidence in and frequent violations of the law by citizens and the state.	Score 1
There is a moderate level of confidence in the law. Violations of the law by citizens and the state are not uncommon.	Score 2
Society is governed by fair and predictable rules, which are generally abided by.	Score 3

#### 2.1.4 - Corruption

*Description:* What is the level of perceived corruption in the public sector?

High	Score 0
Substantial	Score 1
Moderate	Score 2
Low	Score 3

<sup>86</sup> For most of the indicators, secondary data sources are available for a broad range of countries. For each indicator, the scores indicate how to translate the original secondary data into the 4-point scale of the CSI scoring matrix.

### 2.1.5 – State effectiveness

*Description:* To what extent is the state able to fulfil its defined functions?

The state bureaucracy has collapsed or is entirely ineffective (e.g. due to political, economic or social crisis).	Score 0
The capacity of the state bureaucracy is extremely limited.	Score 1
State bureaucracy is functional but perceived as incompetent and / or non-responsive.	Score 2
State bureaucracy is fully functional and perceived to work in the public's interests.	Score 3

### 2.1.6 – Decentralisation

*Description:* To what extent is government expenditure devolved to sub-national authorities?

Sub-national share of government expenditure is less than 20.0%.	Score 0
Sub-national share of government expenditure is between 20.0% and 34.9%.	Score 1
Sub-national share of government expenditure is between 35.0% than 49.9%.	Score 2
Sub-national share of government expenditure is more than 49.9%.	Score 3

## 2.2 - Basic freedoms & rights

***Description:* To what extent are basic freedoms ensured by law and in practice?**

### 2.2.1 - Civil liberties

*Description:* To what extent are civil liberties (e.g. freedom of expression, association, assembly) ensured by law and in practice?

Civil liberties are systematically violated.	Score 0
There are frequent violations of civil liberties.	Score 1
There are isolated or occasional violations of civil liberties.	Score 2
Civil liberties are fully ensured by law and in practice.	Score 3

### 2.2.2 - Information rights

*Description:* To what extent is public access to information guaranteed by law? How accessible are government documents to the public?

No laws guarantee information rights. Citizen access to government documents is extremely limited.	Score 0
Citizen access to government documents is limited but expanding.	Score 1
Legislation regarding public access to information is in place, but in practice, it is difficult to obtain government documents.	Score 2
Government documents are broadly and easily accessible to the public.	Score 3

### 2.2.3 - Press freedoms

*Description:* To what extent are press freedoms ensured by law and in practice?

Press freedoms are systematically violated.	Score 0
There are frequent violations of press freedoms.	Score 1
There are isolated violations of press freedoms.	Score 2
Freedom of the press is fully ensured by law and in practice.	Score 3

## 2.3 - Socio-economic context<sup>87</sup>

***Description:* What is the socio-economic situation in the country and its impact on civil society?**

### 2.3.1 - Socio-economic context

*Description:* How much do socio-economic conditions in the country represent a barrier to the effective functioning of civil society?

<p>Social &amp; economic conditions represent a serious barrier to the effective functioning of civil society. More than five of the following conditions are present:</p> <ol style="list-style-type: none"> <li>1. Widespread poverty (e.g. more than 40% of people live on \$2 per day)</li> <li>2. Civil war (armed conflict in last 5 years)</li> <li>3. Severe ethnic and/or religious conflict</li> <li>4. Severe economic crisis (e.g. external debt is more than GNP)</li> </ol>	Score 0
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<sup>87</sup> This sub-dimension/indicator is not broken up into individual indicators to facilitate and simplify scoring. The sub-dimension/indicator consists of 8 socio-economic conditions which are of importance to civil society. The scores for this indicator are designed in such a way that they indicate how many socio-economic obstacles are there for civil society (max: 8; min: 0). The task for the NAG scoring meeting is to simply verify the number of obstacles (as identified by the secondary data) and assign the score accordingly.

5. Severe social crisis (over last 2 years)	
6. Severe socio-economic inequities (Gini coefficient > 0.4)	
7. Pervasive adult illiteracy (over 40%)	
8. Lack of IT infrastructure (i.e. less than 5 hosts per 10.000 inhabitants)	
Social & economic conditions significantly limit the effective functioning of civil society. Three, four or five of the conditions indicated are present.	Score 1
Social & economic conditions somewhat limit the effective functioning of civil society. One or two of the conditions indicated are present.	Score 2
Social & economic conditions do not represent a barrier to the effective functioning of civil society. None of the conditions indicated is present.	Score 3

## 2.4 - Socio-cultural context

**Description:** To what extent are socio-cultural norms and attitudes conducive or detrimental to civil society?

### 2.4.1 - Trust

**Description:** How much do members of society trust one another?

Relationships among members of society are characterised by mistrust (e.g. less than 10% of people score on the World Value Survey (WVS) trust indicator).	Score 0
There is widespread mistrust among members of society. (e.g. 10% to 30% of people score on the WVS trust indicator).	Score 1
There is a moderate level of trust among members of society. (e.g. 31% to 50% of people score on the WVS trust indicator).	Score 2
There is a high level of trust among members of society (e.g. more than 50% of people score on the WVS trust indicator).	Score 3

### 2.4.2 - Tolerance

**Description:** How tolerant are members of society?

Society is characterised by widespread intolerance (e.g. average score on WVS-derived tolerance indicator is 3.0 or higher).	Score 0
Society is characterised by a low level of tolerance (e.g. indicator between 2.0 and 2.9).	Score 1
Society is characterised by a moderate level of tolerance (e.g. indicator between 1.0 and 1.9).	Score 2
Society is characterised by a high level of tolerance (e.g. indicator less than 1.0).	Score 3

### 2.4.3 - Public spiritedness<sup>88</sup>

**Description:** How strong is the sense of public spiritedness among members of society?

Very low level of public spiritedness in society (e.g. average score on WVS-derived public spiritedness indicator is more than 3.5)	Score 0
Low level of public spiritedness (e.g. indicator between 2.6 and 3.5)	Score 1
Moderate level of public spiritedness (e.g. indicator between 1.5 and 2.5)	Score 2
High level of public spiritedness. (e.g. indicator less than 1.5)	Score 3

## 2.5 - Legal environment

**Description:** To what extent is the existing legal environment enabling or disabling to civil society?

### 2.5.1 - CSO registration<sup>89</sup>

**Description:** How supportive is the CSO registration process? Is the process (1) simple, (2) quick, (3) inexpensive, (4) Following legal provisions (5) consistently applied?

The CSO registration process is not supportive at all. Four or five of the quality characteristics are absent.	Score 0
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<sup>88</sup> The score is derived by averaging the means for the three variables (1. claiming government benefits, 2. avoiding a fare on public transport, 3. cheating on taxes).

<sup>89</sup> This indicator combines a number of individual quality characteristics of the registration, namely whether the registration is (1) simple, (2) quick, (3) inexpensive, (4) fairly applied and (5) consistently applied. The process of using these five 'Yes/No'-variables for the scoring of the CSO registration indicator by the NAG follows the process outlined for sub-dimension 3. The indicator scores are defined by how many of these five quality characteristics are existent/absent.

The CSO registration is not very supportive Two or three quality characteristics are absent.	Score 1
The CSO registration process can be judged as relatively supportive. One quality characteristic is absent.	Score 2
The CSO registration process is supportive. None of the quality characteristics is absent.	Score 3

#### 2.5.2 - Allowable advocacy activities

*Description:* To what extent are CSOs free to engage in advocacy / criticize government?

CSOs are not allowed to engage in advocacy or criticise the government.	Score 0
There are excessive and / or vaguely defined constraints on advocacy activities.	Score 1
Constraints on CSOs' advocacy activities are minimal and clearly defined, such as prohibitions on political campaigning.	Score 2
CSOs are permitted to freely engage in advocacy and criticism of government.	Score 3

#### 2.5.3 - Tax laws favourable to CSOs

*Description:* How favourable is the tax system to CSOs? How narrow/broad is the range of CSOs that are eligible for tax exemptions, if any? How significant are these exemptions?

The tax system impedes CSOs. No tax exemption or preference of any kind is available for CSOs.	Score 0
The tax system is burdensome to CSOs. Tax exemptions or preferences are available only for a narrow range of CSOs (e.g. humanitarian organisations) or for limited sources of income (e.g., grants or donations).	Score 1
The tax system contains some incentives favouring CSOs. Only a narrow range of CSOs is excluded from tax exemptions or preferences and/or exemptions or preferences are available from some taxes and some activities.	Score 2
The tax system provides favourable treatment for CSOs. Exemptions or preferences are available from a range of taxes and for a range of activities, limited only in appropriate circumstances.	Score 3

#### 2.5.4 - Tax benefits for philanthropy

*Description:* How broadly available are tax deductions or credits, or other tax benefits, to encourage individual and corporate giving?

No tax benefits are available (to individuals or corporations) for charitable giving.	Score 0
Tax benefits are available for a very limited set of purposes or types of organisations.	Score 1
Tax benefits are available for a fairly broad set of purposes or types of organisations.	Score 2
Significant tax benefits are available for a broad set of purposes or types of organisations.	Score 3

## 2.6 - State-civil society relations

***Description:* What is the nature and quality of relations between civil society and the state?**

#### 2.6.1 – Autonomy

*Description:* To what extent can civil society exist and function independently of the state? To what extent are CSOs free to operate without excessive government interference? Is government oversight reasonably designed and limited to protect legitimate public interests?

The state controls civil society.	Score 0
CSOs are subject to frequent unwarranted interference in their operations.	Score 1
The state accepts the existence of an independent civil society but CSOs are subject to occasional unwarranted government interference.	Score 2
CSOs operate freely. They are subject only to reasonable oversight linked to clear and legitimate public interests.	Score 3

#### 2.6.2 - Dialogue

*Description:* To what extent does the state dialogue with civil society? How inclusive and institutionalized are the terms and rules of engagement, if they exist?

There is no meaningful dialogue between civil society and the state.	Score 0
The state only seeks to dialogue with a small sub-set of CSOs on an ad hoc basis.	Score 1
The state dialogues with a relatively broad range of CSOs but on a largely ad hoc basis.	Score 2
Mechanisms are in place to facilitate systematic dialogue between the state and a broad and diverse range of CSOs.	Score 3

#### 2.6.3 - Cooperation / support

*Description:* How narrow/broad is the range of CSOs that receive state resources (in the form of grants, contracts, etc.)?

The level of state resources channelled through CSOs is insignificant.	Score 0
Only a very limited range of CSOs receives state resources.	Score 1

A moderate range of CSOs receives state resources.	Score 2
The state channels significant resources to a large range of CSOs.	Score 3

## 2.7 - Private sector-civil society relations

**Description: What is the nature and quality of relations between civil society and the private sector?**

### 2.7.1 - Private sector attitude

*Description:* What is the general attitude of the private sector towards civil society actors?

Generally hostile	Score 0
Generally indifferent	Score 1
Generally positive	Score 2
Generally supportive	Score 3

### 2.7.2 - Corporate social responsibility

*Description:* How developed are notions and actions of corporate social responsibility?

Major companies show no concern about the social and environmental impacts of their operations.	Score 0
Major companies pay lip service to notions of corporate social responsibility. However, in their operations they frequently disregard negative social and environmental impacts.	Score 1
Major companies are beginning to take the potential negative social and environmental impacts of their operations into account.	Score 2
Major companies take effective measures to protect against negative social and environmental impacts.	Score 3

### 2.7.3 - Corporate philanthropy<sup>90</sup>

*Description:* How narrow/broad is the range of CSOs that receive support from the private sector?

Corporate philanthropy is insignificant.	Score 0
Only a very limited range of CSOs receives funding from the private sector.	Score 1
A moderate range of CSOs receives funding from the private sector.	Score 2
The private sector channels resources to a large range of CSOs.	Score 3

## 3 - VALUES

### 3.1 – Democracy

**Description: To what extent do civil society actors practice and promote democracy?**

#### 3.1.1 - Democratic practices within CSOs

*Description:* To what extent do CSOs practice internal democracy? How much control do members have over decision-making? Are leaders selected through democratic elections?

A large majority (i.e. more than 75%) of CSOs do not practice internal democracy (e.g. members have little / no control over decision-making, CSOs are characterised by patronage, nepotism).	Score 0
A majority of CSOs (i.e. more than 50%) do not practice internal democracy (e.g. members have little/no control over decision-making, CSOs are characterised by patronage, nepotism).	Score 1
A majority of CSOs (i.e. more than 50%) practice internal democracy (e.g. members have significant control over decision-making; leaders are selected through democratic elections).	Score 2
A large majority of CSOs (i.e. more than 75%) practice internal democracy (e.g. members have significant control over decision-making; leaders are selected through democratic elections).	Score 3

#### 3.1.2 - CS actions to promote democracy

*Description:* How much does CS actively promote democracy at a societal level?

No active role. No CS activity of any consequence in this area can be detected.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking	Score 2
CS is a driving force in promoting a democratic society. CS activities in this area enjoy broad-	Score 3

<sup>90</sup> The NAG's task in scoring the indicator is to assess the significance of corporate support to civil society. Here, the score descriptions focus on two elements: (1) the overall size of corporate support to civil society, (2) the range of CSOs supported by the corporate sector. Please note that both elements are combined in the indicator score descriptions.

based support and / or strong public visibility.	
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### 3.2 – Transparency

**Description: To what extent do civil society actors practice and promote transparency?**

#### 3.2.1 - Corruption within civil society

*Description:* How widespread is corruption within CS?

Instances of corrupt behaviour within CS are very frequent.	Score 0
Instances of corrupt behaviour within CS are frequent.	Score 1
There are occasional instances of corrupt behaviour within CS.	Score 2
Instances of corrupt behaviour within CS are very rare.	Score 3

#### 3.2.2 - Financial transparency of CSOs

*Description:* How many CSOs are financially transparent? What percentage of CSOs make their financial accounts publicly available?

A small minority of CSOs (less than 30%) make their financial accounts publicly available.	Score 0
A minority of CSOs (30% -50%) make their financial accounts publicly available.	Score 1
A small majority of CSOs (51% -65%) make their financial accounts publicly available.	Score 2
A large majority of CSOs (more than 65%) make their financial accounts publicly available.	Score 3

#### 3.2.3 - CS actions to promote transparency

*Description:* How much does CS actively promote government and corporate transparency?

No active role. No CS activity of any consequence in this area can be detected.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities in this area can be detected. Broad-based support and/or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in demanding government and corporate transparency. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

### 3.3 – Tolerance

**Description: To what extent do civil society actors and organisations practice and promote tolerance?**

#### 3.3.1 Tolerance within the CS arena

*Description:* To what extent is CS a tolerant arena?

CS is dominated by intolerant forces. The expression of only a narrow sub-set of views is tolerated.	Score 0
Significant forces within civil society do not tolerate others' views without encountering protest from civil society at large.	Score 1
There are some intolerant forces within civil society, but they are isolated from civil society at large.	Score 2
Civil society is an open arena where the expression of <i>all</i> viewpoints is actively encouraged. Intolerant behaviour are strongly denounced by civil society at large.	Score 3

#### 3.3.2 - CS actions to promote tolerance

*Description:* How much does CS actively promote tolerance at a societal level?

No active role. No CS activity of any consequence in this area can be detected.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities in this area can be detected. Broad-based support and/or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in promoting a tolerant society. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

### 3.4 - Non-violence

**Description: To what extent do civil society actors practice and promote non-violence?**

#### 3.4.1 - Non-violence within the CS arena

*Description:* How widespread is the use of violent means (such as damage to property or personal violence) among CS actors to express their interests in the public sphere?

Significant mass-based groups within CS use violence as the primary means of expressing their	Score 0
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interests.	
Some isolated groups within CS regularly use violence to express their interests without encountering protest from civil society at large.	Score 1
Some isolated groups within CS occasionally resort to violent actions, but are broadly denounced by CS at large.	Score 2
There is a high level of consensus within CS regarding the principle of non-violence. Acts of violence by CS actors are extremely rare and strongly denounced.	Score 3

#### 3.4.2 - CS actions to promote non-violence and peace

*Description:* How much does CS actively promote a non-violent society? For example, how much does civil society support the non-violent resolution of social conflicts and peace? Address issues of violence against women, child abuse, violence among youths etc.?

No active role. No CS activity of any consequence in this area can be detected. Some CS actions actually contribute to societal violence.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in promoting a non-violent society. CS actions in this area enjoy broad-based support and / or strong public visibility	Score 3

### 3.5 - Gender equity

**Description: To what extent do civil society actors practice and promote gender equity?**

#### 3.5.1 - Gender equity within the CS arena

*Description:* To what extent is civil society a gender equitable arena?

Women are excluded from civil society leadership roles.	Score 0
Women are largely absent from civil society leadership roles.	Score 1
Women are under-represented in civil society leadership positions.	Score 2
Women are equitably represented as leaders and members of CS.	Score 3

#### 3.5.2 - Gender equitable practices within CSOs

*Description:* How much do CSOs practice gender equity? What percentage of CSOs with paid employees have policies in place to ensure gender equity?

A small minority (less than 20%).	Score 0
A minority (20%-50%).	Score 1
A small majority (51% - 65%).	Score 2
A large majority (more than 65%).	Score 3

#### 3.5.3 - CS actions to promote gender equity

*Description:* How much does CS actively promote gender equity at the societal level?

No active role. No CS activity of any consequence in this area can be detected. Some CS actions actually contribute to gender inequity.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in promoting a gender equitable society. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

### 3.6 - Poverty eradication

**Description: To what extent do civil society actors promote poverty eradication?**

#### 3.6.1 - CS actions to eradicate poverty

*Description:* To what extent does CS actively seek to eradicate poverty?

No active role. No CS activity of any consequence in this area can be detected. Some CS actions serve to sustain existing economic inequities.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2

CS is a driving force in the struggle to eradicate poverty. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3
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### 3.7 - Environmental sustainability

**Description: To what extent do civil society actors practice and promote environmental sustainability?**

#### 3.7.1 - CS actions to sustain the environment

*Description:* How much does CS actively seek to sustain the environment?

No active role. No CS activity of any consequence in this area can be detected. Some CS actions serve to reinforce unsustainable practices.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in protecting the environment. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

## 4 - IMPACT

### 4.1 - Influencing public policy<sup>91</sup>

**Description: How active and successful is civil society in influencing public policy?**

#### 4.1.1 – 4.1.2 - Human Rights & Social Policy Impact Case Studies

*Description:* How active and successful is civil society in influencing public policy?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

#### 4.1.3 - Civil Society's Impact on National Budgeting process Case Study

*Description:* How active and successful is civil society in influencing the overall national budgeting process?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and focused only on specific budget components <sup>92</sup> .	Score 1
Civil society is active in the overall budgeting process, but impact is limited.	Score 2
Civil society plays an important role in the overall budgeting process. Examples of significant success / impact can be detected.	Score 3

### 4.2 - Holding state & private corporations accountable

**Description: How active and successful is civil society in holding the state and private corporations accountable?**

#### 4.2.1 - Holding state accountable

*Description:* How active and successful is civil society in monitoring state performance and holding the state accountable?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

#### 4.2.2 - Holding private corporations accountable

*Description:* How active and successful is civil society in holding private corporations accountable?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1

<sup>91</sup> For a detailed description on the data sources and analysis of this sub-dimension, please refer to Section 3 of Part D.3 of the toolkit.

<sup>92</sup> The term “specific budget component” refers to a single issue or sub-section of the budget, such as the defence budget or welfare grants. Higher scores are assigned for those civil society activities, which provide an analysis, input and advocacy work on the *overall* budget.

Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

### 4.3 - Responding to social interests

**Description: How much are civil society actors responding to social interests?**

#### 4.3.1 - Responsiveness

*Description:* How effectively do civil society actors respond to priority social concerns?

Civil society actors are out of touch with the crucial concerns of the population.	Score 0
There are frequent examples of crucial social concerns that did not find a voice among existing civil society actors.	Score 1
There are isolated examples of crucial social concerns that did not find a voice among existing civil society actors.	Score 2
Civil society actors are very effective in taking up the crucial concerns of the population.	Score 3

#### 4.3.2 - Public Trust

*Description:* What percentage of the population has trust in civil society actors?

A small minority (< 25%).	Score 0
A large minority (25% - 50%).	Score 1
A small majority (51% - 75%).	Score 2
A large majority (> 75%).	Score 3

### 4.4 - Empowering citizens

**Description: How active and successful is civil society in empowering citizens, especially traditionally marginalised groups, to shape decisions that affect their lives?**

#### 4.4.1 - Informing/ educating citizens

*Description:* How active and successful is civil society in informing and educating citizens on public issues?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

#### 4.4.2 - Building capacity for collective action

*Description:* How active and successful is civil society in building the capacity of people to organise themselves, mobilise resources and work together to solve common problems?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

#### 4.4.3 - Empowering marginalized people

*Description:* How active and successful is civil society in empowering marginalized people?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

#### 4.4.4 - Empowering women

*Description:* How active and successful is civil society in empowering women, i.e. to give them real choice and control over their lives?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

#### 4.4.5 - Building social capital<sup>93</sup>

<sup>93</sup> To score this indicator, we make use of the three measures of trust, tolerance and public spiritedness (see sub-dimension socio-cultural norms in ENVIRONMENT dimension):

1) Compute the three measures for two sub-groups of the population: (1) CSO members and (2) non-CSO members.

*Description:* To what extent does civil society build social capital among its members? How do levels of trust, tolerance and public spiritedness of members of CS compare to those of non-members?

Civil society diminishes the stock of social capital in society.	Score 0
Civil society does not contribute to building social capital in society.	Score 1
Civil society does contribute moderately to building social capital in society.	Score 2
Civil Society does contribute strongly to building social capital in society.	Score 3

#### 4.4.6 - Supporting livelihoods

*Description:* How active and successful is civil society in creating / supporting employment and/or income-generating opportunities (especially for poor people and women)?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

### 4.5 - Meeting societal needs

***Description:* How active and successful is civil society in meeting societal needs, especially those of poor people and other marginalised groups?**

#### 4.5.1 - Lobbying for state service provision

*Description:* How active and successful is civil society in lobbying the government to meet pressing societal needs?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

#### 4.5.2 - Meeting pressing societal needs directly

*Description:* How active and successful is civil society in directly meeting pressing societal needs (through service delivery or the promotion of self-help initiatives)?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

#### 4.5.3 - Meeting needs of marginalised groups

*Description:* To what extent are CSOs more or less effective than the state in delivering services to marginalised groups?

CSOs are less effective than the state.	Score 0
CSOs are as effective as the state.	Score 1
CSOs are slightly more effective than the state.	Score 2
CSOs are significantly more effective than the state.	Score 3

2) Compare each measure's score for the two sub-groups and establish which sub-group has the better score (i.e. indicating higher trust, tolerance and public spiritedness). If the score for CSO members is better than for non-CSO members, it indicates that civil society is contributing to the production of civil society. If the score is worse, it indicates that the involvement in CSOs is making it more unlikely for citizens to generate norms of social capital.

3) Please note that for some of the three indicators, civil society might add to, for others, it might diminish social capital. For the scoring of the indicator the overall picture is important.

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