

Center for Development of Non-governmental Organisations (CRNVO)

**An Assessment of Montenegrin
Civil Society (2006)**

WEAK TRADITION, UNCERTAIN FUTURE

CIVICUS CIVIL SOCIETY INDEX REPORT FOR MONTENEGRO

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Podgorica, 2006

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An international action-research project coordinated by

CIVICUS: World Alliance for Citizen Participation

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LIST OF ACRONYMS

BCIF	Balkan Community Initiative Fund
BCYF	Balkan Children and Youth Foundation
CAZAS	Montenegrin Association for Fight against AIDS
CEDEM	Centre for Democracy and Human Rights
CEMI	Centre for Monitoring
CEZAP	Centre for Protection of Consumers
CGO	Centre for Civic Education
CHF	Community Habitat Finance
CIVICUS	World Alliance for Citizen Participation
CoE	Council of Europe
CRDA	Community re-vitalisation through democratic action
CRNVO	Center for Development of Non- governmental organisations
CS	Civil Society
CSI	Civil Society Index
CSI SAT	Civil Society Index Shortened Assessment Tool
CSO	Civil Society Organisations
DPS	Democratic Party of Socialists
EBRD	European Bank for Reconstruction and Development
EC	European Commission
ECHR	European Court of Human Rights
EMiM	European Movement in Montenegro
GRECO	Group of States Against Corruption
IRD	International Relief Development
ISSP	Institute for Strategic Studies and Prognoses
MANS	Network for Affirmation of Non-governmental sector
NAG	National Advisory Group
NGO	Non governmental Organisation
OSCE	Organisation for Security and Cooperation in Europe
SFRY	Socialist Federal Republic of Yugoslavia
SOCEN	Sociologic Centre
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WVS	World Value Survey

FOREWORD

The Center for Development of Non-governmental Organisations (CRNVO) was founded in 1999 to support the development of non-governmental organisations (NGOs) and to increase citizen participation in civil society and public policy development. CRNVO serves as a resource, training, advocacy and research centre for non-governmental organisations in Montenegro. CRNVO's programmes include a legal aid programme, a public policy programme, a European integrations programme, a publishing programme, a research programme and a philanthropy development programme. CRNVO has implemented numerous projects related to legal and fiscal environment, inter-sectoral relations, public funding for NGOs, capacity building and citizens' education.

The work has been carried out by Stevo Muk, executive director of CRNVO, Daliborka Uljarević, executive director of the Centre for Civic Education and Srđan Brajović, former director of Free Access to Information Programme Montenegro and currently an MP in the Parliament of the Republic of Montenegro, with the expertise and assistance of Dr. Gojko Bežovan, director of the Centre for Development of Non-Profit organisations (CERANEO) from Zagreb, Croatia.

It also involved a number of stakeholders from non-governmental organisations, trade unions, employers associations, University of Montenegro, government of the Republic of Montenegro, donor community and the corporate sector in a National Advisory Group. Their insights and contributions have been of utmost importance for the success of this project.

Stevo Muk
Executive Director, CRNVO

ACKNOWLEDGMENTS

The Civil Society Index (CSI) project in Montenegro, using the CSI's Shortened Assessment Tool (CSI-SAT), was carried out by CRNVO in cooperation with Daliborka Uljarević, Srđan Brajović and Dr. Gojko Bežovan. The project's approach and research methodology was developed by the international non-governmental organisation CIVICUS: World Alliance for Citizen Participation.

A National Advisory Group (NAG) was established to guide the project implementation process and provide input into the research. The NAG met on two occasions and helped to ground the information gathered into the reality of civil society groups in Montenegro. The NAG was composed of people with diverse backgrounds and experiences, which prevented the information from being interpreted from one perspective in isolation. The time and effort of those who took part in the introductory meeting and the scoring workshop is gratefully acknowledged and they are listed in Appendix 1.

The project was supported by United Nations Development Programme (UNDP) office in Montenegro.

I would also like to thank the CSI team at CIVICUS, especially to Ms. Mahi Khallaf and Mr. Volkhart Finn Heinrich, for their precious and continuous support and understanding throughout the project.

Stevo Muk
CRNVO
Podgorica, November 2006

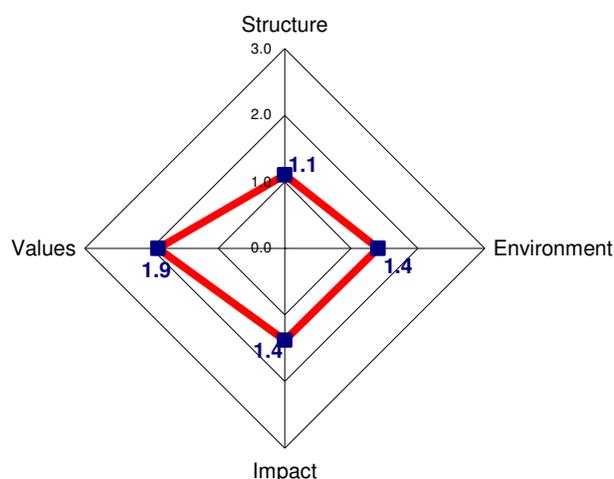
EXECUTIVE SUMMARY

This report presents the findings of Civil Society Index Shortened Assessment Tool (CSI-SAT) project that was implemented in Montenegro from October 2005 to October 2006. It provides comprehensive evidence on Montenegrin civil society to inform discussions among stakeholders, policy makers, politicians and the private sector regarding critical issues, in order to build a healthy and vibrant Montenegrin civil society. The report also aims to enable comparisons of civil society in Montenegro with neighbouring countries.

The report seeks to provide a comprehensive assessment of the current state of Montenegrin civil society, particularly the sector's strengths and weaknesses. It is part of an international project coordinated by CIVICUS: World Alliance for Citizen Participation in more than 50 countries around the world. It uses the Civil Society Index (CSI) tool, which is a comprehensive participatory needs assessment and action-planning tool for civil society actors at the country level. The CSI uses 74 indicators, grouped under four dimensions: structure, environment, values and impact, to score and assess the state of civil society. The indicators are both qualitative and quantitative and scored between 0 and 3. These are then averaged to give an overall score between 0 and 3 for the four above-mentioned dimensions of civil society and then plotted in a visual depiction of the state of civil society using a Diamond shape.

Civil society index Diamond for Montenegro is shown below (figure 1). The Diamond has dimension scores between 1.1 and 1.9, reflecting a relatively underdeveloped Montenegrin civil society that has a rather weak structure, operates in a slightly disabling environment, has somewhat limited impact on society and promotes and practices positive values to a moderate extent.

FIGURE 1: Civil society index Diamond for



Montenegro

The level of citizens' participation in the CSO activities is low. Citizens give very little to charity, rarely volunteer and rarely participate in local community actions, which could help them coordinate their efforts to resolve some common problems. Bearing in mind the traditionalist trait in the Montenegrin society, citizens are focused on supporting their families and relatives, rather than supporting and engaging in associations. In addition, certain relevant social groups (such as the poor and rural people) are not involved in CSOs, which, in turn, are mainly concentrated in urban areas.

It is important to note that civil society support infrastructure aimed at strengthening civil society exists and is growing, mainly as a consequence of dedicated foreign aid programmes. However CSOs in Montenegro are not well connected and their alliances are generally unsuccessful in terms of achieving their proclaimed goals. Cooperation among civic associations is relatively rare. Financial issues are among the key problems facing civil society's structure. Most organisations depend on foreign donors, who often pursue their own policy rather than respond to the needs in their distribution and allocation of resources. Most organisations even have difficulty with basic working conditions, being technically under-equipped. Human resources, on the other hand, seem to be adequate for achieving the goals set by CSOs.

The political, socio-cultural, legal and socio-economic frameworks in the environment dimension are not very favourable for the development of civil society in Montenegro. This dimension reflects the complexities of path dependency. Montenegro is a centralised state, whose administrative capacities are extremely limited. Citizens perceive corruption in the public sector to be very high. The general level of trust among citizens is low, as is social tolerance and public spiritedness.

The tax system is not conducive to civil society's development. The nature and quality of the relationship between CSOs and the state are wrought with a mutual lack of trust. The state regards civil society mainly as a necessary evil. Consequently, dialogue between the state and civil society and financial support from the government to CSOs are relatively limited. In addition the private sector is indifferent to civil society and the issue of social responsibility of the economic actors is not part of the public agenda.

The values dimension is the strongest aspect of civil society in Montenegro, signifying the pronounced civic engagement of active civil society members. For example, civil society undertakes numerous initiatives to promote democracy, tolerance, non-violence and peace, as well as gender equality in society overall. However the financial transparency of CSOs is an important problem for the development of the entire sector. This contributes to the overall impression that there is occasional corruption within CSOs. Still, numerous CSOs are engaged in promoting transparency within society, though this is a value that CSOs themselves do not seem to embrace or practice. It is also worth noting that CSOs are not perceived to be significant actors contributing to the eradication of poverty, but they do have a reputation for, and record of, activities promoting and protecting the environment. Notwithstanding this, these activities need further development as they are still insufficiently visible in the public and lack widespread societal support.

Bearing in mind the limited resources of civil society as described in the structure dimension, as well as the generally unsupportive environment, it can be concluded that civil society under these conditions has a relatively high influence or impact. It seems that its values can be considered as a substitute for minimal resources and lack of a supportive environment. In general, CSOs have more significant impact on society as a whole than on the political issues. For example, civil society has limited influence on public policies and it takes no action with respect to influencing the national budget process. Its efforts to hold the government and private sector accountable are also limited. Civil society representatives are, however, capable of recognising key social problems and devising actions aimed at solving them. The level of citizens' trust in CSOs is relatively low, even though higher than the one of state institutions. In Montenegro key civil society activities that are recognized and accepted are those concerning information and education of citizens, empowerment of marginalized groups and empowerment of women. As the government withdraws from certain social programmes, civil society is also emerging as a significant provider of social services. Providing services to marginalized groups is an important area where CSOs are able to fulfil their missions.

Civil society organisations are increasingly recognised as an important and legitimate actor by the Montenegrin public. While many CSOs still implement a donor-driven agenda, their activities are expanding and their programmes are increasing in quality. Beneficiaries of these programmes are important allies of civil society in its dialogue with the government. Despite these positive trends, the media pays relatively little and inadequate attention to CSOs. The media spreads information about their activities, but they rarely take an analytical approach to civil society issues.

The achievements of civil society are not rooted in widespread civic awareness, norms or the engagement of the citizens. Civil society has mainly developed with the generous assistance of foreign donors and through activities of those organisations, which predominantly employ highly motivated young people. Civil society's further development will depend a great deal upon the general economic development in Montenegro and upon the creation of a middle class consisting of active citizens willing to support initiatives of common interest.

INTRODUCTION

This document presents the results of the CIVICUS Civil Society Index Shortened Assessment Tool (CSI-SAT) application in Montenegro, carried out by the CSI implementing partner in Montenegro, the Centre for Development of NGOs (CRNVO). The project was carried out from October 2005 through October 2006, as part of the international CSI project coordinated by CIVICUS: World Alliance for Citizens Participation. The CSI is a comprehensive participatory needs assessment and action-planning tool for civil society actors at country level, which is currently being implemented in more than 50 countries around the world.

In 2004, CIVICUS developed the CIVICUS Civil Society Index – Shortened Assessment Tool (CSI-SAT), which is based on the original CSI design, but is a shorter, less extensive and less resource-intensive process to assess the state of civil society. The CSI-SAT is particularly relevant in countries where there is a substantive amount of secondary data available on civil society and it can also serve as a useful preparatory activity for a full CSI implementation at a later stage.

The CSI-SAT's goal is to:

- 1) Generate relevant knowledge on the state of civil society at a country level and
- 2) Provide an assessment of civil society's current state by civil society stakeholders.

In each country a National Coordinating Organisation (NCO), guided by a National Advisory Group (NAG) and the CIVICUS CSI project team, implements the CSI. The NCO collects and synthesizes data and information on civil society from a variety of secondary sources. This information is used 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 finalized and a final report is published to publicise the CSI-SAT at national level. The international CSI project team at CIVICUS provides training, technical assistance and quality control to the NCO throughout the project implementation.

STRUCTURE OF THE REPORT

This report seeks to provide a comprehensive assessment of the current state of Montenegrin civil society, with a particular focus on its strengths and weaknesses. It is structured as follows:

Section I, “The CSI-SAT Project: Background & Methodology”, provides a detailed history of the CSI-SAT, its conceptual framework and research methodology.¹

Section II, “Civil Society in Montenegro”, provides a background on civil society in Montenegro, describes the use of civil society concept in Montenegro and the definition employed by the CSI-SAT project.

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 act like a catalogue. Readers looking for an overall interpretation of the report should refer to the conclusion.

The conclusion, in Section IV, maps the civil society Diamond and offers an interpretation on the report’s implications for the overall state of civil society in Montenegro.²

¹ See also Appendix 2 List of indicators and technical notes.

² Civil society Diamond is a visual tool developed by CIVICUS and Helmut Anheier, Director of the Centre for Civil Society at the University of California, Los Angeles, which presents the overall findings of the CSI study in form of a Diamond-shaped graph.

I. CIVIL SOCIETY INDEX SHORTENED ASSESSMENT TOOL APPROACH

1. PROJECT BACKGROUND

The idea of a Civil Society Index 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, civil society Index (Heinrich and Naidoo 2001; Holloway 2001). In 1999, Helmut Anheier, the director of the Centre for Civil Society at the London School of Economics, played a significant role in the creation of the CSI concept (Anheier 2004). The concept was tested in fourteen 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 50 countries (see table I.1.1).

Table I.1.1: Countries participating in the CSI implementation phase 2003-2005³

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

* Represents the ten countries implementing the CSI-SAT.

In Montenegro, the Centre for Development of NGOs (CRNVO) implemented the project from October 2005 to October 2006. CRNVO applied to conduct the project due to the CSI's aim to combine a comprehensive assessment on the state of civil society with the identification of concrete recommendations and actions on the part of civil society stakeholders. Also, the

³ This list encompasses independent countries as well as other territories in which the CSI has been conducted, as of August 2006.

⁴ The CSI assessment was carried out in parallel in the northern and southern parts of Cyprus due to the de facto division of the island. However the CSI findings were published in a single report as a symbolic gesture for a unified Cyprus.

comparison of civil society's features in Montenegro with those of other former Yugoslav countries was seen as potentially useful for CRNVO's work.

2. PROJECT APPROACH AND METHODOLOGY

The CSI uses a comprehensive project implementation approach and a structured framework to collect data on the state of civil society on the national level. At the core of the project approach lays a broad and encompassing definition of civil society, which informs the overall project implementation process. To assess the state of civil society in a given country, the CSI examines four key dimensions of civil society, namely its structure, external environment, values and impact on society at large. Each of these four dimensions is composed of a set of sub dimensions, which again are made up of a set of individual indicators. These indicators form the basis for the CSI data collection process. The indicators also inform the assessment exercise undertaken by a National Advisory Group (NAG). The CSI project approach, conceptual framework, and research and assessment methodology are described in detail in the remainder of this section.⁵

2.1 Conceptual Framework

How to define civil society? At the heart of the CSI's conceptual framework is obviously the concept of civil society. CIVICUS defines civil society as the space between the family, state and the market, where people come together to pursue their interests (CIVICUS 2003). In this respect and different from most other civil society concepts, the CSI has two interesting features. Firstly, it aims to go beyond the usual focus on formal and institutionalised CSOs and to take account of informal coalitions and groups. Secondly, while civil society is sometimes perceived as a sphere in which positive activities and values reign, CIVICUS seeks to also include negative manifestations of civil society in the assessment. The concept therefore covers not only charitable associations or environmental organisations but also groups such as skinheads and aggressive sports fans. The CSI-SAT assesses not only the extent to which CSOs support democracy and tolerance, but also the extent to which they themselves are intolerant or even violent.

How to conceptualise the state of civil society? To assess the state of civil society, the CSI examines civil society along four main dimensions:

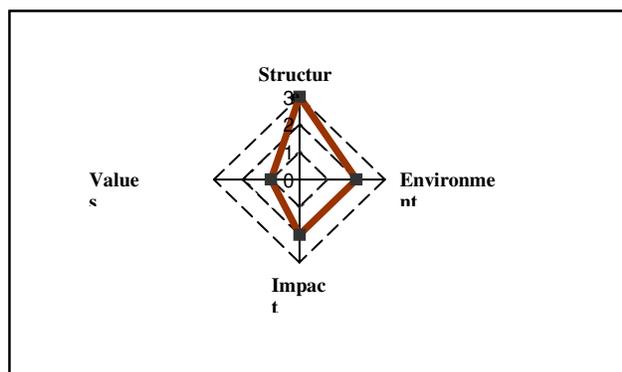
- The **structure** of civil society (e.g. number of members, extent of giving and volunteering, number and features of umbrella organisations and civil society infrastructure, human and financial resources);
- The external **environment** in which civil society exists and functions (e.g. legislative,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

⁵ For a detailed description of the CSI approach, see Heinrich (2004).

Each of these main dimensions is divided into a set of subdimensions that contain a total of 74 indicators.⁶ 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 and the NAG’s assessment of Montenegrin civil society. It is also used to structure the primary component of this publication.

To visually present the scores of the four main dimensions, the CSI-SAT makes use of the Civil Society Diamond tool⁷ (see figure I.1.1 for an example). Civil society Diamond graph, with its four extremities, visually summarises the strengths and weaknesses of civil society.

FIGURE I.2.1: Civil Society Diamond tool



The diagram is the result of the individual indicator scores aggregated into subdimension and then dimension scores. As it captures the essence of the state of civil society across its key dimensions, civil society diamond can provide a useful starting point for interpretations and discussions about what 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 on 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).

What is unique about the CSI-SAT? As stated earlier, the CSI-SAT is a substantially shorter version of the full CSI, as it uses a less participatory and less comprehensive approach to collecting the information on the state of civil society in a particular country. Different from the full CSI, the CSI-SAT relies on existing data only and does not include the consultative and action-planning stages of the full CSI. However, its conceptual framework and breadth of indicators is the same as in the full CSI.

2.2 Project Methodology

This section describes the methods used to collect and aggregate the various data used by the CSI-SAT project.

Data Collection: In recent years there has been a proliferation in the amount of literature published on civil society; however there is a lack of an analytical framework that helps to organise and systematize this information into a comprehensive picture on the state of civil society at country level. The CSI seeks to provide such a framework as it identifies and reviews

⁶ See Appendix 2.

⁷ Civil society Diamond was developed for CIVICUS by Helmut Anheier (see Anheier 2004).

relevant data sources that cover the full range of CSOs included in the study. Here a variety of national and international data sources are utilized and drawn together in accordance with the indicators' definitions provided by CIVICUS.

For the CSI-SAT study in Montenegro, a comprehensive study of secondary sources took place. The project team began with a review of information from the many existing studies and research projects on civil society and various related subjects. It also examined the grey literature and donor studies on civil society.

Data Scoring: The various data sources are collated and synthesized by the CSI project team in a first draft country report, which is structured along the CSI indicators, subdimension and dimensions. This report presents the basis for the indicator scoring exercise. In this exercise each score is rated on a scale of 0 to 3, with 0 being the lowest assessment possible and 3 the most positive. The scoring of each indicator is based on a short description of the indicator and a mostly qualitatively defined scale of scores from 0 to 3.⁸ The 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 in form of the draft country report.

The subdimension scores are arrived at by simple averaging of the component indicator scores. The final scores of the four dimensions (structure, environment, values and impact) were plotted to generate civil society Diamond for Montenegro.

2.3 Linking Research with Action

The CSI is not a strictly academic research project, as its declared objective is to include civil society stakeholders in the research and assessment process. This was limited in the current project. However it is intended that the country report be used in a future meeting of stakeholders in 2006. This meeting will explore the implications of the report for civil society, seek to include all the major stakeholders, and will propose a plan of action.

2.4 Project Outputs

The CSI-SAT implementation in Montenegro has resulted in a comprehensive country report on the state of civil society in Montenegro, which will be disseminated to a range of stakeholders, as well as the media and policy makers.

⁸ See Appendix 2, List of indicators and technical notes.

II. CIVIL SOCIETY IN MONTENEGRO

1. HISTORICAL OVERVIEW OF THE MONTENEGRIN CIVIL SOCIETY

In the period between the 16th and the 19th centuries, a number of examples of private philanthropy (endowments) existed in Montenegro, mainly related to royal families. The first voluntary fire fighters' association was founded in Kotor in 1867. In 1875 the Red Cross was founded, which was followed by other humanitarian organisations such as the "The Circle of Serb Sisters". A significant charitable activity was the building of the National Theatre (Zetski dom) between 1884- 1896.⁹

During the short reign of the parliamentary monarchy from 1905 to 1915, a number of associations sprung up, mainly in the form of trade unions and workers' associations. The first workers organisations appeared in 1903 in Bar and 1904 in Cetinje. In 1907, a similar association was founded in Niksic and another workers organisation appeared in Podgorica. The same year saw the first organised strikes (the 1907 Shoemakers' Strike) and actions. In addition to this, the law on associations and gatherings was adopted in 1907. There were also a number of clubs and associations being organised; especially in Cetinje, the royal capital of Montenegro. These organisational forms include ad hoc boards for assistance to helpless citizens, humanitarian societies and cultural societies.

FIGURE II.1.1: Country Information ¹⁰

Country size: 13812 sq km
Population: 620.145 (2003)
Population density: 44, 899 per sq km
Form of government: Parliamentary democracy
Freedom House Democracy rating: Free
Sets in parliament hold by women: 9.88%
Language: Serbian (Iekavian version)
Ethnicity: Montenegrin 43.16%, Serb 31.99%, Muslim 3.97%, Albanian 5.03%, Bosnians 7.77%, Croats 1.10%,
Religion: Orthodox 72.74% , Muslim 17.74%, Roman Catholic 3.54%, atheists and those without statement on religious belief 3.21%
HDI score & ranking: 0.799
GDP per capita: 2635.6 euro
Unemployment rate: 26.6%

In the communist period from 1945-1990, all private organisations, foundations, legacies and funds were nationalised and confiscated. Work by nonprofit organisations was severely limited. During this period the system did not allow for the setting up and functioning of legal independent civic groups and organisations. Only those actions taking place within and under the control of the socialist system were possible. This meant that the only way to create associations of citizens, or any other social organisation, was to keep them within the limits of the communist ideology or completely beyond ideology. For example, establishing sports associations,

⁹ The National Theatre has been built by donations of citizens.

¹⁰ Sources: Monstat, Montenegrin Government, Institute for Strategic Studies and Prognoses.

recreational, professional or entertainment groups was relatively easy. Such civic associations could function independent of the institutional setup, since they had no political background and no ambition to initiate or to bring social changes.

Social changes from one-party to a multi-party system (1989-1990) happened through an internal differentiation within the ruling Communist party. The former leaders of the Communist party were forced to hand over their power to a new generation of party politicians who, instead of embracing democratic principles, rushed to support the nationalist war machinery of Slobodan Milosevic, maintaining an anti-democratic regime in Montenegro.

The break-up of Socialist Federal Republic of Yugoslavia (SFRY), international sanctions, hyperinflation, growing gaps between various social strata, widespread poverty and criminal activities followed by the moral crisis had fatal consequences on the state of the Montenegrin society.

After 1990, however, a series of associations sprung up to participate in the public political life, especially in relation to the crisis taking over SFRY, aiming at democratisation and pluralisation of political life. During the war in the former SFRY, a sizeable number of associations, media and individuals strived to counter the war, nationalism, xenophobia and hate speech, and condemned the political and military actions of the Montenegrin authorities.

From the early 1990s until May 2006, the issue of Montenegro's statehood remained unresolved, as Montenegro, together with Serbia, constituted the remainder of the Former Republic of Yugoslavia. The question of whether to remain linked to Serbia or to become an independent country burdened the society as a whole, civil society included. Most non-government organisations (NGOs), as well as private media, were directly involved in supporting one side or the other of Montenegro's statehood debate. Such attitudes resulted from a partnership created when Democratic Party of Socialists (DPS) fell apart.¹¹ The DPS was the ruling party and a one-time Milosevic ally from 1990 to 1997. During this period the country was divided into pro-Milosevic and anti-Milosevic camps. Most CSOs gave their support to the struggle of Montenegrin authorities against Milosevic and continued to support their ambitions for independence. The overall impression was that, during Milosevic's rule and right after his fall, until today, the majority of these organisations struck an armistice with the government of Montenegro, which largely pacified, minimised and gauged their true role as advocates of citizens' interests critics of the government. Nowadays, nearly half of the Montenegrin society cherishing the heritage of Milosevic's regime, his exclusive nationalism and orthodox religious beliefs, brandishes negative attitudes towards non-government organisations, considering them promoters of pro-Western values and partisans of the "other half".

The referendum on Montenegro's state status was organized on 21 May 2006. The majority (55.5%) of citizens voted for independence. The referendum legislation was adopted under the supervision of the European Union and the referendum process was monitored by various domestic and international organisations. The Parliament of Montenegro adopted a Declaration

¹¹ In autumn 1996, the Democratic Party of Socialists (DPS), which inherited the Communist Party, split into two, in which allegedly one part continues to support Milošević and the other part supports the reform process.

on independence on 3 July 2006. Soon, the Republic of Montenegro became a member of the United Nations.

Civil society in today's Montenegro has weak roots. Half a century of communism and its totalitarian ideology has had long-term effects on the extent of civil society development. Active engagement in civic and community issues is not a matter of habit for most citizens. Most firmly believe the state (or government) is responsible for providing solutions. The result of this is pervasive apathy among a significant portion of citizens. In Montenegrin society, most of the key questions stirring the political debate pertain to matters of identity, such as nation, language, church and (until recently) the statehood issue.

Foreign donors have a decisive role in the development of civil society and they are not reluctant to admit that civil society in Montenegro is donor driven. Therefore, the objectives and priorities of CSOs are often dictated by strategies and programmes of foreign donors, who are not always attentive to the real needs and problems of society and its citizens. The next phase of development will inevitably bring a tough battle for CSOs' financial sustainability. Most US donors are about to leave, and the European funds are either not yet available or not easily accessible. At the same time, the national and independent sources of financing are still far from adequate.

2. THE CONCEPT OF CIVIL SOCIETY IN MONTENEGRO

Civil society is not a common term in Montenegro. In the period of communism terms like "societal organisations" and "citizens association" were legally defined and practically applied. In 1999, the Law on Non governmental Organisations introduced the concept of NGOs, which includes two organisational forms: non-governmental associations and non-governmental foundations. Under the law and within the commonly used term "NGO sector" are active cultural, environmental, educational, professional, social and humanitarian, human rights, women and child rights and business associations. NGOs or the "NGO sector" is the driving force of Montenegrin civil society. There is no tradition of faith-based organizations, and trade unions,¹² which are all gathered in one national union, are perceived in public as highly controlled or influenced.

2.1 The concept of Civil Society Used in this Study

As mentioned in Section I.2.1, civil society definition proposed by CIVICUS is characterised by a broad scope, encompassing 'positive' and 'negative' organisations and also informal forms of citizen participation. Most of the research in Montenegro focused on organisations, but some forms of informal groups and initiatives were considered.

CIVICUS drafted list of 20 types of CSOs to make its civil society definition usable. These were adapted to the Montenegrin context in the following ways, and political parties were excluded from the definition.¹³

¹² This refers to the national level.

¹³ Authors and NAG members did not perceive political parties as integral part of CSOs.

Checklist of categories of Civil Society Organisations:

1. Faith-based organizations
2. Trade unions
3. Advocacy CSOs (e.g. civic action, social justice, peace, human rights, consumer groups)
4. Service CSOs (e.g. CSOs supporting community development, literacy, health, social services)
5. CSOs active in education, training & research (e.g. think tanks, resource centres, nonprofit schools, public education organizations)
6. Nonprofit media
7. Women's associations
8. Student and youth associations
9. Associations of socio-economically marginalised groups (e.g. poor people, homeless, landless, immigrants, refugees)
10. Professional and business organisations (e.g. chambers of commerce, professional associations)
11. Community-level groups/associations (e.g. burial societies, self-help groups, parent associations)
12. Economic interest CSOs (e.g. cooperatives, credit unions, mutual saving associations)
13. Ethnic/traditional/indigenous associations/organisations
14. Environmental CSOs
15. Culture & arts CSOs.
16. Social and recreational CSOs & sport clubs
17. Grant-making foundations & fund-raising bodies
18. CSO networks/federations/support organisations
19. Social movements (e.g. landless people, peace movement)

III. ANALYSIS OF CIVIL SOCIETY

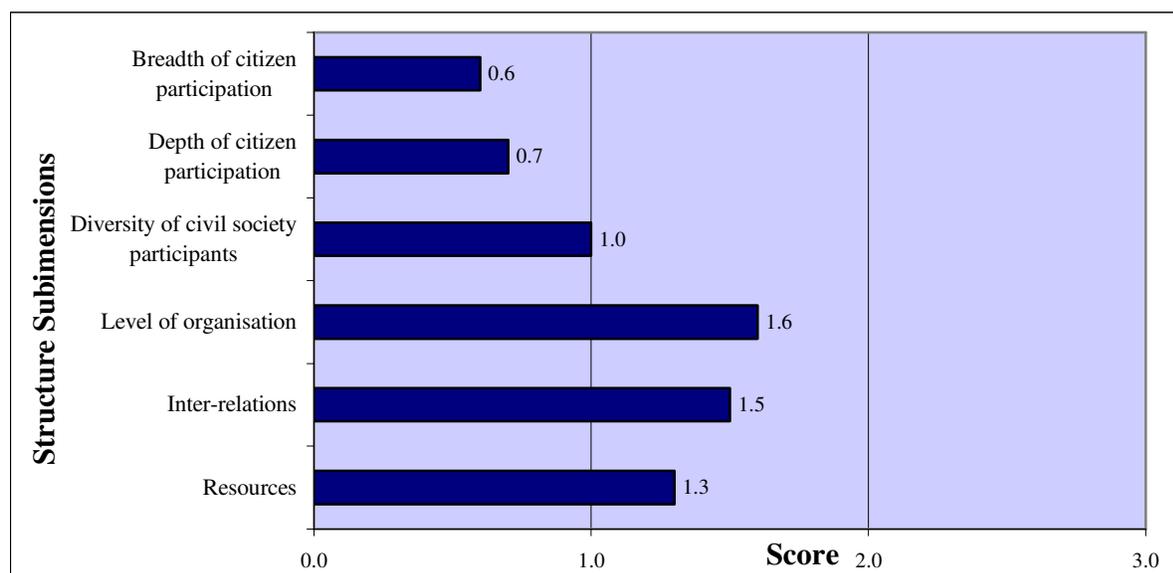
In this section the bulk of the information and data collected during the course of the project is presented. The analysis is structured along the individual indicators, subdimensions and dimensions. The use of secondary sources has meant that, for some indicators, the information was only available at what was Serbia and Montenegro State Union level.

This section is divided along the four dimensions: **Structure, Environment, Values and Impact**, which make up the CSI Diamond. At the beginning of each sub-section, a graph provides the scores for the subdimensions on a scale from 0 to 3. Findings for each sub-dimension are then examined in detail. Separate boxes also provide the scores for the individual indicators for each sub-dimension.¹⁴

1. STRUCTURE

This section describes and analyses the overall size, strength and vibrancy of civil society in human, organisational and economic terms. The score for the Structure Dimension is 1.1 indicating a relatively weak structure of civil society. Figure III.1.1, below, presents the scores for the six subdimensions within the Structure dimension: extent of citizen participation; depth of citizen participation; diversity of civil society participants; level of organisation; inter-relationships and civil society resources. The low depth and breadth of citizen participation in Civil Society in Montenegro stand out clearly as the two main areas of concern.

FIGURE III.1.1: Subdimension scores in structure dimension



¹⁴ See Appendix 2, the CSI scoring matrix, for a more detailed description of the indicator scores.

1.1 The Extent of Citizen Participation in Civil Society

This subdimension looks at the extent of various forms of citizen participation in Montenegrin civil society. Table III.1.1 summarises 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	1
1.1.2	Charitable giving	0
1.1.3	CSO membership	1
1.1.4	Volunteer work	1
1.1.5	Community action	0

1.1.1 Non-partisan political action. Non-partisan political actions include writing letters to the media, signing petitions and participation in public protests. According to the “World Value Survey” 2000 poll, 28.9% of Montenegrin citizens acted through some form of non-party political action. A 2001 study by SOCEN, “Political culture in Montenegro”, showed 29.6% of the citizens participating in “public gatherings, protests, demonstrations”, while 31.5% “signed petitions/demands for resolving some local or general problem”. The number of citizens signing the so-called “civic initiative” for the adoption of some new law/declaration by the Parliament of the Republic of Montenegro floats between 0.9% and 1.7% of the total voting age population. According to the Montenegrin Trade Unions Alliance data, 79 strikes were organised in the period from 2004 to 2006, involving some 3.4% of employees in Montenegro. Writing letters to the media is not a very relevant indicator, according to NAG, as these were used previously for the purposes of political smear. It is therefore safe to conclude that the number of Montenegrin citizens participating in non-party political actions remains very low.

1.1.2 Charitable giving. There is no data about the number of citizens in Montenegro regularly making charity donations. However, in the 2004 research study by BCIF and Strategic Marketing, 29.2% of the citizens cited “lack of means” as the key reason for not giving to charity, while 37.3% said they had no information about charity actions, 9.5% expressed lack of trust that the money will arrive at the right destination, and 8.6% justified not giving by the complexity of procedures. A positive example is an action by the mobile phone network Promonte in cooperation with the Association for the Fight Against Cancer (asking citizens to donate by calling a certain number), which lasted six months, receiving 20 to 130 euros per month.

In a 2003 research study by UNDP, the “Aspiration survey”, only 15% of the Montenegrin citizens answered positively the question: “Would you donate a portion of your income for the protection and improvement of the environment?”, marking this as “a major problem today”. 47% said they would, “if their living standards were satisfactory”, while 38% said they were not ready to contribute to this goal, as this was “government’s responsibility”. Montenegrin society is rather focused on traditional solidarity within extended families. People allocate significant amounts for their primary social groups. There is no data, however, showing that they make regular donations for charity. Also, programmes for development of civil society in Montenegro disregard the importance of giving as means to establish sustainable development of civil society.

1.1.3 CSO membership. According to the 2001 “World Value Survey” poll, which included in CSO definition, political parties, church or religious organisations and sports associations, 44% of all interviewed said they belonged to some CSO, while the 2004 research by CRNVO sets the number of respondents being members of NGOs (which are only one type of CSOs) at 7.4%. According to the Montenegrin Trade Unions Alliance data, trade unions boast over 75,000 members nationwide. An estimation by the government Department of Sport says that more than 20,000 citizens belong to some amateur sport associations and clubs. Noting that every month an average of 40 new NGOs are registered, one should believe that more and more people are participating in CSOs. The experience and communication with CSOs show that most of their members are younger, better educated people from urban areas. Based on the available data, the authors of this report and members of NAG felt that CSO membership in Montenegro does not exceed 30% of adult citizens.

1.1.4 Volunteer work. According to the 2001 “World Value Survey”, 18% of the respondents volunteered in some organisation. SOCEN research indicates that 48.9% participated in some “environment protection volunteer action” and 48.7% took part in a “humanitarian action”.¹⁵ According to the data from the National Firefighter’s Association, some 1,200 Montenegrin citizens are members of volunteer firefighting squads. The secretary of the Red Cross recently said that “volunteer work is declining”, as people are preoccupied with their own problems.¹⁶

The conclusion is that in Montenegro, volunteer work is not valued as a civic virtue, and that in the future it will depend heavily on the economic situation and the development of a middle class. For the promotion of volunteer work, a small group of people who enjoy respect on the local level and who are able to initiate volunteer activities will be of paramount importance. Based on the available information and their own experiences at the community level, the NAG unanimously supported the score of 1.

1.1.5 Community action. According to 2005 data¹⁷ gathered through local administrations, civic participation in the public debates or concerning proposals for new laws or local strategies hovered between 15 to 50 participants per debate. Information by the NGOs on civic participation in 2005 debates also shows relatively small numbers of participants. The NGO MOST, which lead one participative process for drafting the national strategy for sustainable development, reported 20 to 40 participants in each public debate. There are no other empirical data or research studies to provide information for this indicator. People with somewhat longer experience in civil society development claim that, once citizens recognise their stake in issues at the local level, they are ready to participate. Citizens are generally more ready to attend community meetings than to develop individual contributions to the solution of local problems. On the local community level, it is difficult to assess civil society development. However it is clear that only a small minority of people have participated in collective community actions in the last year.

¹⁵ The “Political culture of Montenegro” research by SOCEN from 2001.

¹⁶ Daily “Dan, 24 November 2005.

¹⁷ Internal unpublished small scale research on capacity of NGO sector, conducted by CRNVO, 2004.

1.2 Depth of Citizen Participation in Civil Society

This subdimension looks at the depth of various forms of citizen participation in Montenegrin civil society. Table III.1.2 summarises the respective indicator scores.

TABLE III.1.2: Indicators assessing depth of citizen participation

Ref. #	Indicators	Score
1.2.1	Charitable Giving	0
1.2.2	Volunteering	1
1.2.3	CSO membership	1

1.2.1 Charitable giving. There is no empirical data testifying to the number of people regularly donating to charity or describing the size of these donations in relation to their income. The estimate is that these donations would certainly be higher if charity associations, especially those dealing with health protection and related issues, were to organise more campaigns. The NAG agreed that, as it stands, on average, the level of donations remains below 1% of individual income.

1.2.2 Volunteering. According to the facts from involvement in every day life of CSOs in Montenegro it can be concluded that on the local level citizens are willing to take a part in concrete actions. If they trust people and organisations organising such activities, they will give more time than we can expect. NAG members also expressed such opinions using cases from their own work. The NAG therefore estimated volunteering as ranging between two and five hours per month.

1.2.3 CSO membership. The indicator examines the percentage of CSO members belonging to more than one CSO. The 2001 World Value Survey reported that 45% of CSO members belong to more than one CSO. Multiple memberships in CSOs are typical of the younger, better educated citizens coming from more developed areas of the country. In the case of some well-known organisations on the local level, several hundreds even claimed to “have” membership in these local organisations.

1.3 Diversity of Civil Society Participants

This subdimension examines the diversity and representative nature of civil society arena. It analyses whether all social groups participate equitably in civil society or whether there are any groups which are dominant or excluded. Table III.1.3 summarises the respective indicator scores.

TABLE III.1.3: Indicators assessing diversity of civil society participants

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

1.3.1 Representation of social groups among CSO members. The CSI methodology specified that the representation of five specific social groups, namely (1) women, (2) rural dwellers, (3) ethnic/linguistic minorities, (4) religious minorities and (5) poor people amongst members of CSOs should be used to assess the diversity of civil society participants. It seems that non-

government organisations attract a diverse population, such as women and minorities, such as Roma, Croatians, Muslims and Bosnians. It is difficult to judge participation of the poor, but it is evident that the north of the country, which is poorer than the rest of the country, is a lot less represented in the overall non-government sector than is the rural population. Representation of the rural dwellers is therefore much lower than that of the urban population. Especially, NGOs based in Podgorica, the capital of Montenegro, dominate the sector.

1.3.2. Representation of social groups among CSO leadership. According to the CRNVO database on non-governmental organisations, some 42.8% of them have women as one of the leaders (usually 2) who are listed as contact persons for NGOs. In the trade unions, however, the media indicates that women are represented only on the lower levels of the hierarchical pyramid. In the Council of the Montenegrin Trade Unions Alliance, consisting of 50 members, there are only 6 women; in the 24-member Presidency only 3 (12.5%); in the Congress gathering of 166 representatives, only 32 delegates are women. In the 19 local union branches, there are only 3 female presidents. Women represent 42% of the labour force and there is about the same percent of women among the members of the trade unions. No leading positions in CSOs are occupied by either the rural dwellers or the poor.

1.3.3 Distribution of CSOs around the country. Of the total number of non-governmental organisations registered in the CRNVO database, some 55.7% are based in the central region, 22.8% in the south, and 21.5% in the north region. CSOs are mainly present and active among the urban dwellers and in the more developed areas of the country. High concentration of CSOs in the bigger cities is a matter of great concern for the development of civil society in Montenegro. Lately there have been some improvements in terms of more organisations being registered in the less developed areas – however this is a slow process. As it stands, CSOs are a predominantly urban phenomenon, most of them based in the capital and other large cities.

TABLE III.1.4: Structure of NGOs according to regions and types¹⁸

Types of NGOs	No of NGOs
Culture and Arts	198
Education and research	113
Environmental issues	120
Humanitarian work	39
Socio-humanitarian problems	147
Youth and students	58
Building and development of local community	99
Development and protection of business and professional interests	102
Promotion, protection and development of human rights and freedoms	77
Legislation, advocacy and public policy	18
Enhancement of culture of peace and non-violence	16
Promotion and protection of women human rights	35
Issues of refugees and displaced persons	17
International activities	21
Other	42

¹⁸ CRNVO database

City	No of NGOs
Andrijevica	4
Bar	82
Berane	44
Bijelo Polje	45
Budva	24
Cetinje	49
Danilovgrad	8
Herceg Novi	31
Kolasin	16
Kotor	47
Mojkovac	13
Niksic	90
Plav	31
Pljevlja	44
Pluzine	4
Podgorica	476
Rozaje	23
Savnik	2
Tivat	39
Ulcinj	19
Zabljak	11

1.4 Level of Organisation

This subdimension looks at the extent of infrastructure and internal organisation within Montenegrin civil society. Table III.1.5 summarises the respective indicator scores.

TABLE III.1.5: Indicators assessing level of organisation

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

1.4.1 Existence of umbrella bodies. According to the CRNVO database of NGOs, which contains data on more than 1000 out of 3600 registered NGOs in Montenegro, 127 of them belong to some network/alliance of NGOs. However, according to the CRNVO research of active NGOs, 76.3% of respondents (out of 114 surveyed NGOs) stated that they belong to a network of non-governmental organisation.¹⁹ Most (43.6%) of the organisations, which belong to some network, are based in the central region of Montenegro. Umbrella organisations, especially among the humanitarian organisations, are a legacy of socialist times and therefore carry certain traditions and roles. Umbrella organisations founded in the last few years mostly belong to the sector of

¹⁹ The CRNVO research from 2004.

environmental protection, human rights, minority groups etc. However, some newly founded organisations ignore the benefits of membership in umbrella organisations and believe that joining these bodies represents a threat to their independence. The data presented above shows that less than 30% (12.7%) of NGOs registered in CRNVO database belong to some umbrella body. However if the active NGOs surveyed in 2004 are considered, this figure increases to more than 70%. Even though the survey has a significantly smaller sample than the database, it involved most of the active NGOs in Montenegro, which lead to the conclusion that the score for this indicator should be 2.

1.4.2 Effectiveness of umbrella bodies. In Montenegro, there is no general umbrella body for all non-governmental organisations, although some NGOs consider CRNVO and some other resource organisations as de facto networks of the sector. However these organisations are not based on a membership principle, although they provide certain services and advocate interests of other NGOs. Several attempts to foster networks of certain NGOs (e.g. women's or environmental) failed. Organisations working with persons with special needs gather around the Coalition of Persons with Special Needs and the Council of Parents of Children With Special Needs. It seems like more NGOs are forging alliances on the basis of concrete problems, defining circles within the sector based on common understanding and values as a precondition to cooperation.

There are no research results indicating the overall efficacy of such umbrella organisations. Frequent complaints regarding the work of existing networks, however, are that they are often overly bureaucratic, inefficient, and often self-serving. Decision-making processes in these organisations sometimes suffering from a lack of transparency, which is a common cause for disputes among the members. In some cases umbrella organisations become battlefields for powerful personalities representing different organisations. Another pestering problem is the pervasive fight for leadership positions in these umbrella bodies.

1.4.3 Self-regulation within civil society. In Cetinje, a network of local non-governmental organisations, first adopted a document titled "Charter of the Non-governmental Organisations of Cetinje". At the moment, on the national level, a coalition of more than 150 NGOs (NGO Coalition "Through cooperation to the aim") is beginning the process of preparation and adoption of a Code of Conduct in Non-governmental Organisations of Montenegro. It is worth mentioning that donor agencies and organisations do not have an official code of conduct either. Given the extent of their influence on the overall development of CSOs, this may be regarded as a grave oversight. Self-regulation could be an important step in further profiling of the NGO sector as a credible, transparent and effective partner for citizens, government and other sectors of society.

1.4.4 Support infrastructure. Montenegrin NGOs rely on services of several resource organisations - CRNVO, Fondas and PR Centre, as well as Expeditio and Natura, two regional advocacy centres founded by the American ORT. These centres offer training, educational and networking resources, legal advice, assistance in project proposal writing, as well as access to information resources, such as the Internet and fax machines, for NGOs. NGO "PR centre" charges the use of its office and conference space to profit-making bodies, but for NGOs these

services are offered at discounted prices. Although the variety of choice and the quality of trainings seems good, they are often offered in excess of demand, for NGOs are not always interested in additional training. Thanks to the foreign donations, support infrastructure for CSOs is in place and it is in constant development. Sometimes it seems that support organisations have more to offer than CSOs are capable of receiving.

1.4.5 International linkages. Only 53 non-governmental organisations, of more than 1,000 NGOs included in CRNVO database, are members of at least one international organisation/network or other form of interconnecting.²⁰ A 2004 research by CRNVO registered 32.4% NGOs (of 115 most active) reporting membership in a foreign or international network of non-governmental organisations.²¹ The number of organisations – members of an international NGO network is greatest in the Central region, and lowest in the North. The conclusion is that in a limited number of mainly national levels, CSOs have international linkages.

1.5 Inter-Relations within Civil Society

This subdimension analyses the relations amongst civil society actors in Montenegro. Table III.1.6 summarises the respective indicator scores.

TABLE III.1.6: Indicators assessing inter-relations within civil society

Ref. #	Indicators	Score
1.5.1	Communication between CSOs	2
1.5.2	Cooperation between CSOs	1

1.5.1 Communication between CSOs. There are several electronic mailing lists for communication among CSOs, some of which are maintained by CRNVO and MANS, as well as sector-specific lists. CRNVO publishes a 2000-copy magazine on civil society called “Građanin” (Citizen), with at least 1000 copies being sent to addresses of various NGOs. Information about calls for applications by donors is distributed through these lists, and there is also an annual publication known as “Profiles of Donors” accessible to all non-governmental organisations. There are also a great number of round tables, seminars and conferences involving non-governmental organisations where they can meet and exchange ideas, attitudes and information. These conferences, round tables and workshops are all places of great importance for communication among CSOs.

1.5.2 Cooperation between CSOs. Cooperation is indeed one of the greatest problems and one of the key barriers to the future development of NGO sector. The main reasons for non-cooperation is heavy competition among NGOs for limited foreign aid, personal clashes between NGO leaders, lack of trust fuelled by a lack of information about others and split of NGOs due to various internal disputes among its leaders and staff. In addition to this, there are objective reasons residing in the choice of different methods and approaches to work, differences in the level of criticism toward the public institutions and the related visibility in the media and public.

²⁰ According to the CRNVO database.

²¹ This refers to the CRNVO database of NGOs, not to the Register of the Ministry of Justice of the Republic of Montenegro.

Donors themselves do not contribute in appropriate ways to developing a realistic and sustainable cooperation of NGOs. They often require cooperation, even though they know it will be artificial and limited to the certain donor programme and bear no sustainable effect. It is notable that one of the greatest weaknesses of Montenegrin civil society is the “frequent lack of mutual coordination, insufficient organisation, low information exchange flows and occasional damaging confrontations”.²² The culture of cooperation among CSOs is not at the top of their agenda and consequently is insufficient. CSOs are often only ready to cooperate on ad hoc cases, where they see clear and concrete effects of it.

1.6 Civil Society Resources

This subdimension examines the resources available for CSOs in Montenegro. Table III.1.7 summarises the respective indicator scores.

TABLE III.1.7: Indicators assessing civil society resources

Ref. #	Indicators	Score
1.6.1	Financial resources	1
1.6.2	Human resources	2
1.6.3	Technical and infrastructure resources	1

1.6.1 Financial resources. Foreign donations are a source of financing for 73.7% of the most active NGOs.²³ On the other hand, the least exploited source of income are charges for their work, providing some part of income for 13.2% organisations, while 34.2% of the surveyed organisations receive finances from government and public administration bodies, and 35.1% from the local government sources. It is notable that domestic donors – i.e. Montenegrin citizens – provide a source of income to some 30.7% of NGOs, while the corporate donors participate in the financing of 25.4% of the surveyed organisations. The same portion of NGOs has received some income derived from membership fees.

On average, each non-governmental organisation is funded by two or three different donors. The state allocates annual funds up to 300,000 Euros through a fund established by the Law on NGOs and the Law on National Budget. Distributions from this fund are the responsibility of the Commission of the Parliament of the Republic of Montenegro for Allocation of Funds to the Non-governmental Organisations. Another 360,000 are funnelled in through local governments’ funds.²⁴ The Ministry of Media and Culture has an NGO fund that annually budgets 40,000 euros, while the Ministry of Tourism gives out some 70,000 euros for NGO projects. The Law on Lottery Games sets aside 60% of all profit for the causes recognised as “public interest”, and this year it issued the first such call for applications accessible to the NGOs amounting to approximately € 1, 000 000.

²² According to an analysis by CEDEM regarding cooperation between NGOs.

²³ CRNVO 2004 research on the capacities of the NGO sector.

²⁴ 21 municipalities.

Despite these limited local funding sources, most CSOs suffer a permanent financial crisis. In this respect, the sustainable development of CSOs is a serious problem long overdue for serious consideration.

1.6.2 Human resources. There is no concrete empirical data focusing on the human resources structures in CSOs. CSOs meet frequently and they are able to mobilise considerable human resources. People of the younger generations, and those highly educated, are often close to CSOs. In the last 15 years, a lot of money has been invested in education about CSOs. CRNVO conducted over 160 training programmes in the area of organisational development, project management, fundraising, strategic planning, monitoring and evaluation, for more than 2,600 participants. In that sense, there is a clear improvement in terms of staff capacities.

A number of peer education programmes were conducted by the Montenegrin Association for the Fight Against AIDS (CAZAS), as well as the Youth Cultural Centre Juventas. Non-governmental organisations initiated a successful education programme on European integration processes.²⁵ An important issue is that neither the state administration nor the businesses show enough appreciation for the human resources in CSOs. Neither the Employment Bureau nor the Statistics Bureau keeps any evidence of the number of employees in non-governmental organisations or other CSOs. NAG members emphasised the fact that in non-governmental organisations, professional careers seems less stable than elsewhere, and that people tend to switch from civil society to other sectors. The government also has a disconcerting tendency to demand expert assistance from the CSO members free of charge. Overall, in the NAG's assessment, CSOs have most of the human resources they require to achieve their goals.

1.6.3. Technical and infrastructure resources. According to a 2004 CRNVO survey on NGO capacities, some 52.5% of them are based in rented offices, while 34.3% work in the space of one of the organisation's members. Only 7% of the surveyed organisations had their own office rooms. Analysis of the working space across regions show that the frequency of organisations using private rooms of a member for their purposes is the highest in the north of Montenegro – 44.8%, while in the central region it is 34.7% and in the south only 19%. The reasons for regional differences lie in differences in economic development, higher rural participation of CSOs in Northern region and less easy access to funding.

Concerning technical equipment, according to the same research 39% of the organisations had a computer, while 19.7% had also a printer. Photocopiers are a property of some 5.8% of all surveyed organisations. 23.9% have a phone line, while only 11.2% use a fax machine.

²⁵ The most developed and popular is the European Integration School, organised by the Centre for Civic Education, Centre for Development of NGOs and European Movement in Montenegro, with the support of the foundation of Open Society Institute, Representative Office in Montenegro. The advanced level of this programme is Forum of European Integration Schools, organised by the same partners.

TABLE III.1.8: Technical infrastructure of NGOs according to the CRNVO research:

Technical equipment	%
Computer	39%
Printer	19,7%
Copier	5,8%
Phone line	23,9%
Fax machine	11,2%

The research showed that most non-governmental organisations still lack the necessary office equipment that would enable them to conduct their activities professionally. The greatest number of organisations feel the need for an additional computer (55.3% of organisations stated they needed a computer). Other frequently mentioned requirements were printers (45.6%) and copy machines (50%). Certain organisations feel they would need a fax machine (37.7%), as well as a telephone (28.9%).

TABLE III.1.9: Needs for technical infrastructure of NGOs according to the CRNVO research:

Needs for technical equipment	%
Additional computer	55,3%
Printer	45,6%
Copier	50%
Phone line	28,9%
Fax machine	37,7%

Technological and infrastructural resources were significantly improved through foreign aid and support programmes, but only for the limited number of organisations. Some CSOs have better equipment than some for-profit organisations and certain public administration offices. However, on average, in the NAG's assessment, CSOs have inadequate technological and infrastructural resources to achieve their goals.

Conclusion

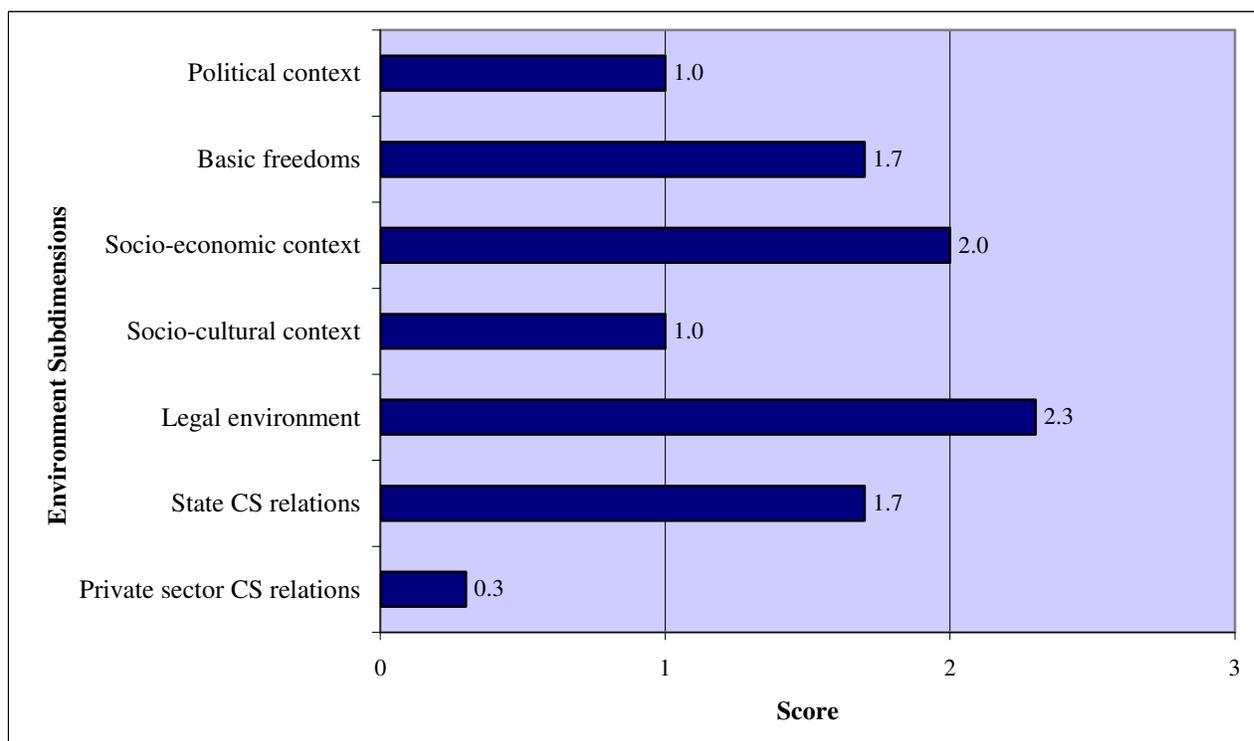
The level of citizen participation in the CSO activities is low. Citizens give very little to charity, rarely volunteer and rarely participate in local community actions, which could help them coordinate their efforts to resolve some common problems. Bearing in mind the traditionalist trait in the Montenegrin society, citizens are focused on supporting their families and relatives, rather than supporting and engaging in associations. In addition, certain relevant social groups (such as the poor and rural people) are not involved in CSOs, which, in turn, are mainly concentrated in urban areas.

It is important to note that civil society support infrastructure aimed at strengthening civil society exists and is growing, mainly as a consequence of dedicated foreign aid programmes. However, CSOs in Montenegro are not well connected and their alliances are generally unsuccessful in terms of achieving their proclaimed goals. Cooperation among civic associations is relatively rare. Financial issues are among the key problems facing civil society's structure. Also, most organisations depend on foreign donors, who often pursue their own policy in their distribution and allocation of resources. Most organisations even have difficulty with basic working conditions, being technologically under equipped. Human resources, on the other hand, seem to be adequate for achieving the goals set by CSOs.

2. ENVIRONMENT

This section describes and analyses the overall political, social, economic, cultural and legal environment in which Montenegrin civil society exists and functions. The score for the Environment Dimension is 1.4, indicating a slightly disabling environment for civil society. Figure III.2.1 presents the scores for the seven subdimensions within the Environment dimension. It shows that only the legal environment and basic freedoms represent relatively supportive indicators, while private sector and CSOs relations remain the weakest feature.

FIGURE III.2.1: Subdimension scores in environment dimension



2.1 Political context

This subdimension examines the political situation in Montenegro and its impact on civil society. Table III.2.1 summarises the respective indicator scores.

TABLE III.2.1: Indicators Assessing Political Context

Ref. #	Indicators	Score
2.1.1	Political Rights	2
2.1.2	Political competition	2
2.1.3	Rule of law	1
2.1.4	Corruption	0
2.1.5	State effectiveness	1
2.1.6	Decentralisation	0

2.1.1 Political rights. There are no serious limitations with regard to the citizens' political rights in Montenegro. The Constitution of the Republic of Montenegro guarantees full freedom of association²⁶ in various terms, as is detailed in numerous laws,²⁷ complementing the provisions on the right to vote, founding of the political parties and non-governmental associations. The Freedom House gave a 3.5 score to the election process (on the scale from 1 to 7, with 1 representing the highest score and 7 representing the lowest score), which, in comparison with previous years (the report is from 2004) represents an improvement of this right.²⁸ Other improvements have been recorded on the level of legislation with the abandonment of the 50% turnout requirement for the elections to be considered as valid, passed in 2003. However certain ambiguities in the legislation remain. In addition to this, there are present influences of informal economic and other interest groups on the election process. In that respect, it is notable that the government frequently supports the campaign of the ruling party/coalition.

2.1.2 Political competition. In Montenegro, there are some 20 registered political parties, whereas 15 of them are represented in the Parliament of the Republic of Montenegro. These parties are of various orientations, and names that do not necessarily reflect their genuine programme. In practice they are ranging from the radical right to centre with few signs of social democracy arising, without any real leftist party. Their financing is organised through the budget of the government of the Republic of Montenegro.²⁹ However political parties can receive other funds as prescribed by the Law on the financing of political parties and its Amendments.³⁰ Most existing parties were created in early 1990s with the establishment of the pluralist parliamentary system. The ruling party is one of the successors of the previous Communist party of Montenegro. Active political parties have clear internal organisation and a work programme, usually in proportion to the general level of development of a given party and its effective power. Political competition exists and so does cooperation in terms of coalition building.

Political parties in Montenegro, in spite of the high election turnout, have been marked with the lowest level of the citizen's trust among the institutions listed in the public opinion polls (only 2.02), which is a long lasting trend, with marginal variations.³¹ The lack of innovative, citizen-oriented programmes, perceived corruption in almost all political parties, no change or rare change in leadership for most of the major political players, could be some of the reasons for the lack of trust in political parties. The paradox of high turnout and, at the same time, low political party trust is probably caused by the fact that every election has had the tendency to gather the

²⁶ Article 40, Constitution of the Republic of Montenegro, Chapter 2 defines Political freedoms and rights.

²⁷ Law on political parties, Law on non-governmental organisations, Law on public assembly, Law on the election of the President of the Republic, Law on the election of members of the Parliament and councilors.

²⁸ From 1998 to 2004, the worst mark was given in 1999 5.5 and it has been steadily improving since.

²⁹ Special line within the budget is allocated for the nongovernmental and other organisations, whereas "other" are in fact political parties.

³⁰ The non-governmental organisation CEMI, specialised in monitoring of the elections and work of the political parties, has recently warned of severe violation of this law. In addition to this, they called Constitution Court to assess certain provisions of this law whether these are in conformity with the Constitution. More on <http://www.cemi.cg.yu/vijesti/img/vi92/saopstenje.doc>

³¹ The opinion poll done by CEDEM in December 2005.

voters around the statehood issue.³² Therefore the elections concentrate their attitudes on the church, language, nation and the state. The citizens (especially the elderly, who take it as a tradition from the communist period) see voting more as an obligation than a right which might help them to achieve certain social change. Such attitudes are enhanced by the widespread practice of the “buying of votes” and other forms of pressure by the most powerful parties.

2.1.3 Rule of law. In line with the Constitution of the Republic of Montenegro, there is a clear division of power into legislative, executive and judicial. In addition to this, it has been specified which authority is in charge of which power, while the Constitution and the law are protected by the Constitutional Court.³³ The independence of the judiciary and prosecution is also prescribed by the Constitution. The organisation of the courts is defined by a special Law on Courts, which is in line with the European standards. Taking into account the guaranteed supremacy of international documents, as well as the provisions of the Constitution, citizens have the right of appeal to the international courts.³⁴ However there is a distinct problem of the efficient implementation of the existing legislation,³⁵ both because of the lack of material and human capacities, as well as due to the not so rare belief that courts are corrupt.³⁶

Public opinion polls testify to this problem, where citizens have assessed the level of corruption among the judiciary to be rather high (3.9),³⁷ whereas the judges were marked as the fifth most corrupted profession and institution in Montenegro.³⁸ As it is, this coefficient of trust is steadily declining.³⁹ Reports by international organisations have emphasised the need to improve the standard of the rule of law, through continuous trainings and familiarisation with international standards. Freedom House marked the current constitutional, legislative and judicial framework with 4.25, on a scale from 1 to 7, with 1 representing the highest and 7 representing the lowest score, warning about the slow judicial reform and emphasising the existing political influence on judiciary as well as the weaknesses in implementation of the international standards in the field of human rights protection.⁴⁰ Judiciary remains to be one of the weaknesses according to the latest Progress report of the EC on Montenegro.⁴¹

³² Even the last elections held on 10 September 2006 were still having statehood issues as part of the campaigns, both for those whose option won at the referendum and for the other side.

³³ Article 5, Constitution of the Republic of Montenegro “Legislative power is vested in the Assembly, the executive power in the government and the judicial in the courts of law. Montenegro shall be represented by the President of the Republic“.

³⁴ By ratification of the ECHR in 2004, the European Court for Human Rights has become available for the citizens of Montenegro. Even though, after a referendum, Montenegro is not a member of the CoE, but Serbia as legal success of the state union, Montenegrin citizens are able to file applications to the ECHR and these will be taken into consideration retroactively once Montenegro becomes a member.

³⁵ More detailed Monitoring reports of the CoE are available on www.cgo.cg.yu

³⁶ The statement of the President of the Parliament of the Republic of Montenegro from October 2005 on “rotten boards in judiciary“

³⁷ On a scale from 0-5, where 5 is the highest level. Opinion poll done by Group for Changes on Attitudes of the citizens on corruption.

³⁸ Ibidem, Opinion poll done by Group for Changes on Attitudes of the citizens on corruption.

³⁹ Opinion poll done by CEDEM in December 2005.

⁴⁰ This is confirmed in the process of the election of judges in Montenegro, which Parliament should only approve based on the recommendations of the Judicial Council, but often becomes the subject of party blackmails.

⁴¹ For more references see the Annual Progress Report for Montenegro 2006, by EC

2.1.4 Corruption. Freedom House marked the level of corruption 5.25, on the scale from 1 to 7, with 1 representing the highest and 7 representing the lowest score, illustrating the score with the government approach to the 2003 “trafficking affair”,⁴² and its unwillingness to crack down on the organised crime and corruption, especially within the public administration. Transparency International puts Serbia and Montenegro at 97th place in its 2005 Index (out of 158 countries), which is one of the worst results of a country in the region.⁴³ Similar studies done by local organisations indicate that citizens perceive corruption as one of the most important social problems, ranking it 4th (after unemployment, low wages and poverty).⁴⁴

On the list of perceived corruption, the most corrupted are the top state officials, doctors, managers of state-owned companies, judges, customs officers and police officers.⁴⁵ It is instructive that 53% of the interviewed people do not believe in the government capacity to successfully fight organised crime and corruption.⁴⁶ Very few NGOs are focusing on this matter (e.g. Group for Changes,⁴⁷ MANS, CEMI). The media are frequently tackling the issue of corruption, but the impression is that this is influenced by certain political interests and less a result of qualitative investigative journalism. It is notable that the current legislation in Montenegro does not define corruption as a distinct criminal act.⁴⁸ International organisations have issued warnings on a severe lack of capacity of prosecutors to deal with this matter.⁴⁹ Civil society should also become more involved in this field in various ways, such as education, opinion polls, advocacy and watchdog campaigns.

2.1.5 State effectiveness. The Montenegrin state is not perceived as effective. Only 6.2% of the respondents are satisfied with the government’s performance, whereas 15.4% are “mostly satisfied”. Very unsatisfied are 32.6%, and 19% of the respondents are mostly unsatisfied.⁵⁰ One should also take into account that the employment procedure within the government institutions is not transparent and often influenced by party interests, and that the process of the evaluation or specialization of state administration is still not functioning.⁵¹ Therefore it seems improbable that these percentages are going to change any time soon to indicate an increase of trust towards the effectiveness of the state.

⁴² So called “trafficking affair” started in late 2002 and marked the whole of 2003. It refers to the case of a Moldavian girl, S.C., who has been trafficked into Montenegro and for years treated as sex slave. The affair gained special attention of the public because of the alleged involvement of the highest officials of government, but also prosecution and other branches. Unfortunately, it never got a proper court ending since the victim went into a third country and did not appear during the continuation of the process. The report made by the CoE and OSCE experts shows that there was misconduct in handling of the case, and that neither police nor judiciary was performing its role in the best possible manner. It remains to be a case often used in political debates in which opposition accused the government for covering up the evidence for protecting its officials. In addition to this, they are using the argument that some of the main officials who opened the case have been later dismissed (e.g. Minister of Interior Affairs, National Coordinator for Trafficking).

⁴³ By “region,” Western Balkans is indicated.

⁴⁴ Opinion poll of the Group for Changes on Attitudes of the citizens on corruption.

⁴⁵ Ibidem.

⁴⁶ Ibidem.

⁴⁷ Group for Changes effectively transformed into political party Movement of Changes in July 2006.

⁴⁸ Although Serbia and Montenegro signed the CoE Criminal-legal conventions on corruption.

⁴⁹ The most recent report of GRECO.

⁵⁰ Opinion poll done by CEDEM in December 2005.

⁵¹ Human Resource Agency started with its work, but this institution still does not significantly influence human resource policy of the government.

The data by the World Bank on the “effectiveness of governance” in Serbia and Montenegro rated it at -0.21 (on a scale -2.5 to +2.5), ranking the state somewhat below the general average. Different reports, such as regular CoE monitoring reports and progress reports by the EC, emphasise the lack of administrative capacities. This is partly referring to the process of European integration, but also to the overall reform process promoted by the government. Although the government is an appealing employer, very few young people and professionals remain in these positions for a long period. The only exceptions are those with very high functions. There are frequent and numerous scandals involving governmental employees in the privatisation process, fights against corruption and organised crime, and tender procedures for public procurement, but there is nearly no case of the government holding the people in charge of these activities responsible, nor pressure on them to resign. This weakens the efficiency of the government bodies further, lowering the level of citizens’ trust in the government and its institutions.

2.1.6 Decentralisation. Montenegro has 21 municipalities and 2 cities.⁵² Coming into force of the set of laws for local self-governance in 2003,⁵³ the process of decentralization in line with international standards should have started. CSOs actively participated in this process (the Union of Municipalities in particular), but their input was not seriously taken into account. In fact, although “decentralisation” has been so loudly proclaimed as one of the goals of the reform of local self-governance and adoption of the new laws, none of the essential competences have yet been transferred to the local level. Local governments have budgets lower than 10-12% of the budget of the Republic of Montenegro,⁵⁴ and even though certain municipalities have established a treasury system, it does not really function as it should. Some of the so-called “safe” incomes have been transferred to the republic level, while others, which are difficult to collect, remained at the disposal of the local governments.⁵⁵ It does not mean that the local governments lack expertise or resources to assume more responsibility and consequently get more income, but it rather represents the unwillingness of the government to give up some of the “safe” income, or else it is a matter of influence of certain interests, which are difficult to explain.⁵⁶

⁵² According to the Law on Territorial Organisation of the Republic of Montenegro, adopted in 2004.

⁵³ Law on local self-government, law on financing of the local self-government and law on election of the President of the Municipality.

⁵⁴ Corresponding to about 518 millions of Euros.

⁵⁵ For example, an ecological tax on cars is transferred to the republican level, and, in line with the Concession Law, 8% of the concessions for using forestry resources is given to the municipalities. According to the representatives of the local self-government, the concession fee has been almost impossible to get for years, in spite of the number of valid verdicts in favour of local self-government (according to interviews with the representatives of Berane and Kotor local officials). In addition to this, concessions for using coal and other natural resources are neither paid on time nor in adequate amounts to the local self-governments.

⁵⁶ For example the existence of the legally dubious Agency for Development of Podgorica, which is organized as a company instead of being a part of local self-government structure. This agency has an annual budget nearly equal to the budget of the local self-government. Or, in coastal municipalities, there is a public company known as “Sea Goods”, which collects all the taxes in regard to the use of the coastal area. Taking into account the potential of these municipalities, this can seriously affect their income

The law on the financing of local governments established an “equity fund”.⁵⁷ The aim of this fund is to support those municipalities that express need for assistance in various fields. However the criteria for distribution remain unclear and the representatives of the local governments where the opposition is in power are complaining that decisions on the allocation of funds are politically coloured, neglecting the real needs. This fits into the general picture, as those municipalities where the ruling parties are in power get substantial support from the government and never complain about the inefficiency of the decentralisation process, whereas the municipalities lead by the opposition are demanding a higher level of decentralisation. The gap between the developed and undeveloped municipalities is enormous.

2.2 Basic Rights and Freedoms

This subdimension examines to what extent basic freedoms are ensured by law and in practice in Montenegro. Table III.2.2 summarises the respective indicator scores.

TABLE III.2.2: Indicators assessing basic rights and freedoms

Ref. #	Indicators	Score
2.2.1	Civil liberties	2
2.2.2	Information rights	2
2.2.3	Press Freedom	1

2.2.1 Civil liberties. The Constitution of the Republic of Montenegro, as well as the accompanying laws, guarantees civil liberties in accordance with international standards. In practice, throughout the last few years numerous cases of the serious abuse of police authority were recorded, but there was no systematic police torture.⁵⁸ With the introduction of the Law on Criminal Procedure,⁵⁹ which imposes obligations on the police force to provide a lawyer for the person called to a police hearing or person in custody, the number of the above mentioned cases has significantly decreased.⁶⁰ Freedom House has given a 2 on the civil liberties score to Serbia and Montenegro,⁶¹ indicating that they have been fairly well protected. The advancement has been made in the field of minority rights with the adoption of the law on minority rights and freedoms.⁶² In general, this law has been positively assessed as being in line with the European standards, but it is important to underline that “minorities” are understood within this law only as national and ethnic minorities. It is important to note that provisions guaranteeing a certain number of seats in the Parliament for minorities have been annulled by the Constitutional Court, soon after the referendum. Laws on gender equality have still not been adopted, even though there are a lot of activities for raising public awareness about women’s human rights. Also, a law

⁵⁷ It stipulates that from municipality taxes on salaries (which is 15%), 10% will go directly to the municipality in charge and 5% to the “equity fund” common to all the municipalities in Montenegro, but it is governed from the republican level.

⁵⁸ Interview with human rights violation researcher Aleksandar Saša Zeković.

⁵⁹ Adopted in Montenegrin Parliament in December 2003.

⁶⁰ Law on Criminal Procedure prescribes that police have to inform persons called for the police hearing, as well as the persons in custody, that they have the right to a lawyer and if they can not afford it, the police have the obligation to provide one from a list of lawyers. Previous legal provisions were giving the right to the police to keep in custody a person for 48 hours before enabling him/her to have contact with a lawyer. Most of the cases of an abuse of police authority were recorded exactly in this phase of the procedure.

⁶¹ On a scale 1-7, 1 being “free” and 7 “not free”.

⁶² Law on minority rights and freedoms was passed in the Parliament of the Republic of Montenegro on 10 May 2006.

on antidiscrimination is still not on the agenda, or is a Data Protection Law. There are attempts, however, for the improvement of the living and working conditions for certain categories.⁶³ The process of speed and dubious privatisation resulted in numerous examples of violation of labour rights, as well as other social rights. Undefined status of the Council for Civic Control of the Police remains a serious issue indicating that there is no real will of the government to implement police law.⁶⁴

2.2.2 Information rights. After more than four years of preparations and legal drafts, the Law on Free Access to Information was adopted in the Parliament of the Republic of Montenegro in mid November 2005. It is worth emphasising that this was a result of a persistent pressure by the national non-governmental organisations as well as international organisations.⁶⁵ The final version of the adopted law is in overall accordance with European standards, as judged by the Council of Europe, although some experts who followed the entire process agree that there were some better drafts. Its implementation began in the end of November 2005 and CSOs took an active role in the testing and monitoring of the implementation process.⁶⁶ Also, by publishing a handbook on this law, CSOs are facilitating the access of the citizens to the use of this law.⁶⁷

Surprisingly, the media did not show too much interest in speeding up the implementation of the law, although they are working on draft lists of priority information to be requested from the state institutions.⁶⁸ Subsequently, there were hardly any complaints on the media's part about the inadequate implementation of this law. It is important to note that this issue received more public interest before the law was passed than afterwards, which is unfortunate since such a law can be a powerful instrument for further democratisation of the society.

The government and its institutions remain largely closed and are open only for media and CSOs in cases where it is useful for its own interests. But in recent time there have been extensive training programmes for governmental officials dealing with free access to information with the aim to facilitate the process of implementation of this piece of legislation.

2.2.3 Press freedoms. Freedom of media is guaranteed by the Law on Media, which, according to the CoE assessment, complies with European standards. Yet only 14.1% of the Montenegrin citizens believe that press freedoms are ensured in full, while 42.6% find them somewhat present; 18.9% think they do not exist at all, and 24.4% do not know or are unable to judge.⁶⁹

⁶³ Decision of the government about the privileges for the employers who employ persons with disabilities.

⁶⁴ The council started its work in autumn 2005, without any budget or real support for its work except for one staff member delegated from the Parliamentary staff to do the administrative work.

⁶⁵ CoE emphasized the necessity of adoption of this law in each of its quarterly monitoring reports until it was passed. Also, CSOs kept pressing for its faster adoption (including the Free Access to Information programme, Association of Young Journalists of Montenegro and the Montenegrin Helsinki Committee).

⁶⁶ Several NGOs within the previously formed coalition "Friends of Public Service" handed in a number of requests for data to different governmental bodies in a one day action. Some of these, for example MANS, continued with these activities and they publicised a case study on the implementation of this law in Montenegro. Similar activities are conducted by the Association of Young Journalists, which established a web site: www.slobodanpristup.com

⁶⁷ Association of young journalists published a "Handbook of Citizens on LFAI".

⁶⁸ Interview with journalists of daily "Vijesti".

⁶⁹ Research by the Montenegrin Media Institute, January 2005.

High state officials frequently press charges for defamation against journalists requesting enormous compensation, and ask that these processes be completed by an urgent procedure, putting this freedom under a question mark. The not completely resolved assassination of the editor-in-chief of the main opposition daily paper who, at the time, was charged in over 40 cases by government officials and their associates, supports this statement. The Radio-television Montenegro has the strongest influence, and although the Law on Public Broadcasting Service RTCG has stipulated participation of the CSOs representatives within the Council of RTCG, effectively their influence is non-existing. The public broadcasting service is, at the moment, entirely in service of one political option, which is reflected in the decrease of public trust in it.⁷⁰ Furthermore, 56.1% of the citizens of Montenegro claim that their public service is not objective in reporting.⁷¹ It is important to note the fact that the coalition in power, violating the law, has prevented the appointment of two new members, representatives of civil society, to this Council.⁷² This demonstrates its unwillingness to withdraw its influence from this media, which would be extremely important to the future democratisation of the society, regardless of its price. They remain reluctant to confirm new CSO members despite the clearly prescribed legal deadlines. Private televisions are mainly becoming commercialised, and there is not much space in their programme for CSOs, with certain exceptions.⁷³ The situation is similar with the press, most of which are private, and market-oriented, each with a distinct political profile, which reflects often on their objectivity.⁷⁴

Freedom House gave the media independence a grade 40 (out of 100), classifying this state as "partially free", raising the questions of political pressures, frequent defamation charges and repeated physical assaults on journalists as factors limiting the development of fully fledged media freedom and professionalism. It seems that self-censorship is widespread, and some journalists are ready to acknowledge that as well.

2.3 Socio-Economic Context

This subdimension analyses the socioeconomic situation in Montenegro. Table III.2.3 shows the respective indicator score.

TABLE III.2.3: Indicator assessing socio-economic context

Ref. #	Indicators	Score
2.3.1	Socio-economic context	2

To measure the concept of 'socio-economic environment', eight indicators were selected, which represent the different means through which the socio-economic context can potentially impact on civil society: 1) poverty; 2) civil war; 3) severe ethnic or religious conflict; 4) severe

⁷⁰ CEDEM opinion poll done in December 2005.

⁷¹ Ibid.

⁷² At the session of the Montenegrin Parliament from 10 May 2006, after a few months delay in the confirmation of the appointment of the two new members to the RTCG Council, the ruling coalition has, contrary to the legal provisions stipulated in the Law on PBS RTCG, voted on and declined the appointment of two representatives of civil society who had fulfilled all the legal requirements to have confirmation of their appointments.

⁷³ Private television NTV Montena is the exception, covering the activities of the CSO to the great extent compared to its capacities, and MBC television is reporting on this sector to the certain extent.

⁷⁴ Despite the fact that all legal deadlines have expired, the daily "Pobjeda" has not yet been privatised.

economic crisis; 5) severe social crisis; 6) serious socio-economic inequities; 7) illiteracy and 8) lack of IT infrastructure.

For each of these indicators a specific benchmark was defined, which indicated that the respective indicator presents a socio-economic barrier to civil society. The benchmarks and data for these eight indicators for Montenegro are presented below:

a) *Poverty* – 12.2% of citizens live with less than 116 EUR per month, whereas average net wage is 252.1 EUR. Citizens living in extreme poverty is 4.7%. Poverty is widely present among Roma and refugee and internally displaced persons population.⁷⁵

b) *Civil war* – *Did the country experience armed conflict during the last 5 years?* No, but Montenegro was one of the targets of the NATO intervention in 1999, even though without major material damage compared to the general framework of these actions. However there were several casualties. Nevertheless, during this period enormous numbers of refugees and internally displaced persons flew into Montenegro from Kosovo.⁷⁶ In addition to this, Montenegro took part in war actions in the early 1990s, during the dissolution of Yugoslavia.

c) *Severe ethnic or religious conflicts* – *Did the country recently experience a severe conflict around self-determination?* No, but as was the case with the other republics of the former Yugoslavia, the process of dissolution influenced the development of the entire society. Years long debate over the self-determination issue and independence of Montenegro was not a religious or ethnic question, even though there were attempts to present it as such. The entire referendum⁷⁷ was probably one of the most monitored processes of the kind and according to the assessments of the numerous domestic and international observers was in line with the European standards, without major irregularities or tensions that would create conflicts.

d) *Severe economic crisis*- Public debt is 644.9 million euros, or 37% of GDP⁷⁸, whereas domestic debt is 167.6 million euros (26%) and external one is 477.3 million euros (74%).

e) *Severe social crisis* – *Did the country experience a severe social crisis over the last 2 years (e.g. due to recent or current famine, HIV/AIDS pandemic, natural disaster, etc.)?* No, there was no crisis as such, but the whole society is passing through the transition, which is quite complex for different social groups.⁷⁹

f) *Severe socio-economic inequities* - *Are there severe socio-economic inequities in the country (e.g. Gini index higher than 0.40)?* Gini index is 0.29.

⁷⁵ Development and Poverty Reduction Strategy Paper, government of Montenegro, 2003.

⁷⁶ According to the data from Commissariat for Refugees, the number of refugees and internally displaced persons from Kosovo during the NATO intervention was equal to 10% of the overall Montenegrin population at that time.

⁷⁷ Referendum was held on 21 May 2006, and out of 86.3% of turnout, 55.4% voted for the independence of Montenegro.

⁷⁸ State of affairs on 30 September 2006.

⁷⁹ Winter 2005 was quite severe and it brought enormously low temperatures in northern Montenegro, followed by snow, which cut off some places for few days. In addition to this, these places (mainly villages) were without electricity. Still, there were no casualties but only certain material damage.

g) *Illiteracy - Is there pervasive adult illiteracy (e.g. higher than 40%)* The adult literacy rate is 97.5%.⁸⁰ Data indicate that 17.2% of young people, ages 16 to 24, are not attending school (including RAE and refugees/ IDPs).

h) *Lack of IT infrastructure – Does the country lack basic access to Internet communication? (e.g. less than 5 hosts by 10,000 inhabitants)* 41.5% of households have a PC. Out of that number 64.8% have an internet connection, and that is 26.4% within whole sample. Out of 10,000 people there are 19 phone subscribers, 78.3 mobile telephony subscribers and 3.5 Internet hosts.⁸¹

Montenegrin civil society is operating in a conducive socio-economic context.

2.4 Socio-Cultural Context

This subdimension examines to what extent socio-cultural norms and attitudes are conducive or detrimental to civil society. Table III.2.4 summarises the respective indicator scores.

TABLE III.2.4: Indicators assessing socio-cultural context

Ref. #	Indicators	Score
2.4.1	Trust	1
2.4.2	Tolerance	1
2.4.3	Public spiritedness	1

2.4.1 *Trust*. The Aspiration Survey for Serbia and Montenegro, conducted by UNDP in 2004,⁸² shows a moderate level of social and interpersonal trust. Similarly, WVS⁸³ data from 1999/2001 reveal that 34% of citizens exhibit interpersonal trust, i.e., it states that “in general, most people can be trusted”, whereas 66% feel that they need to be very careful with other people. The impression is that there is widespread mistrust among the members of society. It can be illustrated by the fact that people in CSOs associate with those they know. After the referendum on independence, minimal consensus on the future of Montenegro will present a new challenge for development of the whole society.

2.4.2 *Tolerance*. Taking into account that tolerance is considered one of the values on which Montenegrin society is based, it is natural that it is still highly valued within society. Unfortunately that remains on the level of rhetoric, whereas practice shows considerable deviations. According to WVS, the tolerance index is 2.00,⁸⁴ which indicates a relatively low level of tolerance. Results of a public opinion research study⁸⁵ record the existence of distance⁸⁶

⁸⁰ Census from 2003.

⁸¹ ISSP Human Dimension Report on Montenegro, 2004.

⁸² Note that it takes cumulative conclusions for Serbia and Montenegro.

⁸³ World Value Survey

⁸⁴ On a scale in which 0 = most tolerant attitude and 5 = most intolerant attitude. Index is calculated by combining the answers of wanting/non wanting to have members of 5 specific groups as neighbors (people of a different race, people of different religion, immigrants or foreign workers, people who have AIDS and homosexuals). If a respondent states that s/he does not want to have members of all 5 groups as neighbors, s/he gets the highest score of 5.

⁸⁵ Value orientations and levels of social activism of the students of the University of Montenegro, Veselin Pavicevic and Daliborka Uljarevic, 2001, Podgorica.

⁸⁶ The question was: “Would you mind if your neighbour is ...?”, and the given percentages are responses with “yes”.

in relation to alcoholics (47%), mentally disabled (59.1%), drug addicts (50.3%), homosexual (47%) and HIV positive person (31.6%). The older population⁸⁷ exhibits a stronger distance towards all of these groups, in particular towards drug addicts (78.1%), HIV positive people (66.7%), homosexuals (70.6%), etc. which shows that younger citizens are better informed about these issues and stresses the importance of the CSO's work in raising awareness.

Until recently, there was only one association dealing with LGBT population rights,⁸⁸ and was lead by a person who does not genuinely belong to that population since the resistance of the society towards LGBT community is so strong that they are afraid of showing it in public. CSOs are important for its development and reaffirmation. In that regard, a NGO coalition led by Bonum and Centre for Civic Education collected 6,500 signatures⁸⁹ for its declaration on tolerance and co-existence.⁹⁰ Still, the intolerance towards certain groups within society is strong and therefore initiatives such as the above-mentioned are very important, even though with limited influence.

2.4.3 Public spiritedness. On the basis of WVS data,⁹¹ the Montenegrin public spiritedness index receives a 2.6, which corresponds to a society with low levels of public spiritedness. Citizens are very often prepared to be very critical about the violation of public norms, but behave differently in private life: they are likely to avoid paying for anything that can be avoided, in particular taxes and fees. In short, most Montenegrins publicly advocate values that a large majority of them do not practise in everyday life. Being aware of this problem, the state has tried to raise the levels of public-oriented behaviour by introducing various measures to promote the importance of paying taxes, etc.

2.5 Legal Environment

This subdimension examines the legal environment for civil society and assesses to what extent it is enabling or disabling to civil society. Table III.2.5 summarises the respective indicator scores.

TABLE III.2.5: Indicators assessing legal environment

Ref. #	Indicators	Score
2.5.1	CSO registration	3
2.5.2	Freedom of CSOs to criticise the government	3
2.5.3	Tax laws favourable to CSOs	1
2.5.4	Tax benefits for philanthropy	2

2.5.1 CSO registration. The Law on non-governmental organisations (adopted in July 1999) defines the rules of establishment and registration for non-governmental associations and non-

⁸⁷ Research of SoCEN "Political culture of citizens of Montenegro", 2001.

⁸⁸ Even this association recently ceased with its work due to numerous internal and external factors.

⁸⁹ According to the Constitution of the Republic of Montenegro, civic initiatives could find its place in a non Parliamentary agenda if supported by 6,500 citizens who have a right to vote.

⁹⁰ The representatives of these organisations will present and defend the Declaration in the Parliament of the Republic of Montenegro once it is placed on the agenda.

⁹¹ Index is composed of answers to the 3 questions: claiming government benefit, avoiding a fare on public transport, cheating on taxes, accepting a bribe, where these are estimated on scale from 1 (such an action is never justifiable) to 10 (such an action is always justifiable).

governmental foundations. The law requires a minimum of five founders to register a non-governmental association and sets a minimum of formal and legal conditions based on which a non-governmental organisation can be registered. Citizens pay no registration taxes when registering a non-governmental organisation. The implementation of the law so far has confirmed a rather liberal practice, mostly accompanied by efficient functioning of the registering office in charge, spared from any unacceptable state interference.

Regulation on trade unions allows for free founding of trade union associations. In accordance with this regulation, more than 1200 trade union associations have been established. However, for the purposes of legal security and related to the establishment of sound foundations for demopolisation and pluralisation of the trade unions, there is a justified demand for adoption of a new Law on Trade Unions. In general, the CSO registration process can be characterized as simple, quick, inexpensive, following legal provisions and consistently applied.

2.5.2 Freedom of CSOs to criticise the government. Although this right is not specially defined though legal acts or regulations, CSOs fully enjoy the right to be engaged in advocacy and criticism of the government. Constitutional freedom of expression, association, and the freedom of the media, as well as the freedom of information, provide an adequate context for such activities of NGOs. In practice, state officials often regard NGOs as a barrier for effective implementation of their policies.⁹² CSOs can criticise the government, but they are often taught a lesson that, should they need the government as a partner or donor, they cannot afford to be too critical. Genuinely critical thinking and acting organisations do not have a good reputation with government officials.

2.5.3 Tax laws favourable to CSOs. Donations do not count toward the taxable profit of NGOs. The Law on Profit Tax envisages that NGOs should be exempted from the profit tax up to 4,000 euros. NGOs do not pay a “firm tax” or “administrative taxes”. The Law on Added Value Tax allows non-governmental organisations to be exempted from this tax for “all products or services which do not lead to unfair competition on the market”. The employees of non-governmental organisations, however, as well as NGOs as employers, are not free of any of the many and often considerable taxes and contributions (e.g., national personal income tax, local tax on individual income, contributions to the pensions fund and social and health security). Although present tax exemptions are available for all NGOs they are available only for limited sources of income.

2.5.4 Tax benefits for philanthropy. The Law on Profit Tax and Law on Personal Income Tax prescribe that “all costs procured through educational, health, scientific, religious, cultural and sports purposes, as well as those for the environment protection, should be exempted from taxation for up to 3% of total income”. In practice, there are very few, if any, companies using those legal provisions so that CSOs have no significant benefit from this legal solution. The importance of tax exemptions for the development of philanthropy in Montenegro was not given a priority on the agenda for civil society’s development, neither from the side of government nor the private sector.

⁹² CRNVO report on relations between government and NGOs, 2005.

2.6 State-Civil Society Relations

This subdimension describes and assesses the nature and quality of relations between civil society and the Montenegrin Parliament, government, public administration bodies, and local government. Table III.2.6 summarises the respective indicator scores.

TABLE III.2.6: Indicators assessing state-civil society relations

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. Legally speaking, there are neither limitations on independent activity of NGOs nor any significant direct restrictions of by the state. In that sense, no objections have been reported by NGOs. On the other hand, already for a while there has been a trend of political party infiltration in the non-governmental sector, as parties set up their own NGOs and finance them from public funds. Moreover, almost all political parties tend to use certain non-governmental organisations to express or support their own political views. It is not rare that state officials themselves establish a non-governmental organisation in order to accomplish some activities that should be the responsibility of public institutions. The party in power has a firm grip on decision-making in national and public funds, which is considered an indirect way to meddle in the process of the free development of NGOs.⁹³ Thus, in describing and assessing this indicator, it is necessary to acknowledge the practice of political cronyism and dependence of certain CSOs on political parties.

2.6.2 Dialogue between CSOs and the state. NGOs are increasingly involved in the preparation process for legal acts and programmatic documents on the government, and participate more often in certain advisory boards of the government. Few ministries and other state bodies have an officer in charge for communication and cooperation with NGOs. Public debate on the national level has been neither institutionalised nor adequately regulated. Public debates require no commitment on the part of the organisers to answer the participants' questions in an official and constructive manner. No reports on public debates are published. CSOs are not provided with sufficient information nor given enough space to participate in these discussions. Councils and commissions that include NGOs in their activities rarely meet, NGOs are not given the possibility of sufficiently influencing the agenda, and conclusions from their activities leave much to be desired in terms of clarity and transparency. NGOs are not involved in evaluating the performance of state institutions. The functioning of the Socio Economic Council, which involves trade unions, business associations and NGOs, is inadequate according to CSOs. Thus the state only seeks a dialogue with a small subset of CSOs on an ad hoc basis.

2.6.3 Support for CSOs on the part of the state. In a nationwide application call in 2006, 124 non-governmental organisations shared income from a public fund of approximately 300,000 euros as decided by the Commission of the Parliament of the Republic of Montenegro for Allocation of Funds to the Non-governmental Organisations. An additional 360,000 euros is

⁹³ This particularly refers to the Commission of the Parliament of the Republic of Montenegro for Allocation of Funds to the Non-governmental Organisations.

distributed for projects of non-governmental organisations at the local government level, through local administration funds.

The Ministry of Tourism gives out another 70,000, and the Ministry of Media and Culture about 40,000. The Law on Lottery Games allocated 60% of all profit for financing of projects in the fields recognised as public interest, and this year their call for applications was for the first time open to NGOs as well. Overall, it seems that the state does not yet figure as an important donor, as most of the bigger, more active NGOs receive extremely small amounts from this source. There is no data on the impact of the Contract of Services, although all non-governmental organisations are free to compete in these tenders organised by public administration bodies or local governments, which is guaranteed by the Law on Public Procurement. There is an overall egalitarian approach to the financing of CSOs, with the consequence that a large number of organisations each receive very small amounts of money. This is used to maintain “social peace” in the CSO community, allowing small organisations to survive. Therefore, there is no coherent policy for the support to CSOs. State resources at present are at best insufficient for the sustainable development of civil society.

2.7 Private Sector-Civil Society Relations

This subdimension describes and assesses the nature and quality of relations between civil society and the private sector. Table III.2.7 summarises the respective indicator scores.

TABLE III.2.7: 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	0
2.7.3	Corporate philanthropy	0

2.7.1 Private sector attitude to civil society. There are few companies with foreign capital in Montenegro, e.g., the mobile network operators Promonte and Monet, which support certain civic society activities, such as fighting against HIV AIDS and cancer prevention. Overall, the private sector is more interested in supporting the public social, health or educational institutions than cooperating with civic society actors. In general, there is hardly any serious partnership between the private sector and civil society. Only 22% of the respondents consider “small and medium enterprises”, and 21% “big corporations” as relevant actors significantly engaged in the field of charitable activities.⁹⁴ The NAG therefore considered the overall attitude of the private sector towards civil society to be, at best, indifferent.

2.7.2 Corporate social responsibility. The concept of social responsibility of economic actors rests on three key components: responsible attitude toward the employees, the environment and the community in which the company works. In Montenegro, big companies show little concern for the social and environmental influence they exert. Big public companies that were the main source of pollution in the past (such as aluminium plants, steel factories, etc.) already have a tradition of not investing in environmental protection, which causes grave dangers to the environment. Few companies adopted any measures at all with respect to environmental protection standards.

⁹⁴ BCYF research on philanthropy, 2004.

2.7.3 Corporate Philanthropy. There is no public awareness, nor debate, on the social responsibility of corporations in Montenegro. There is still not a single foundation established by a company, nor are there corporate programmes for the support of civil society projects.

The Regional Centre for Development of Non-governmental Organisations in Bar has, in 2005, begun implementing a pilot research programme with respect to the social responsibility of companies. According to the preliminary results of this research, 93 articles were published in four daily newspapers mentioning various charity activities of certain companies. Among these, 20% of all charity was directed towards educational institutions, 33% for children's exhibitions, 5% for health, 6% for the agriculture, 7% for sports, 4% for the environment protection and 10% for social problems, 1% for culture, etc. The same research shows that 62% of all such activities took place in Podgorica, the capital of Montenegro. In our experience, NGOs receive little financial support from Montenegrin companies.

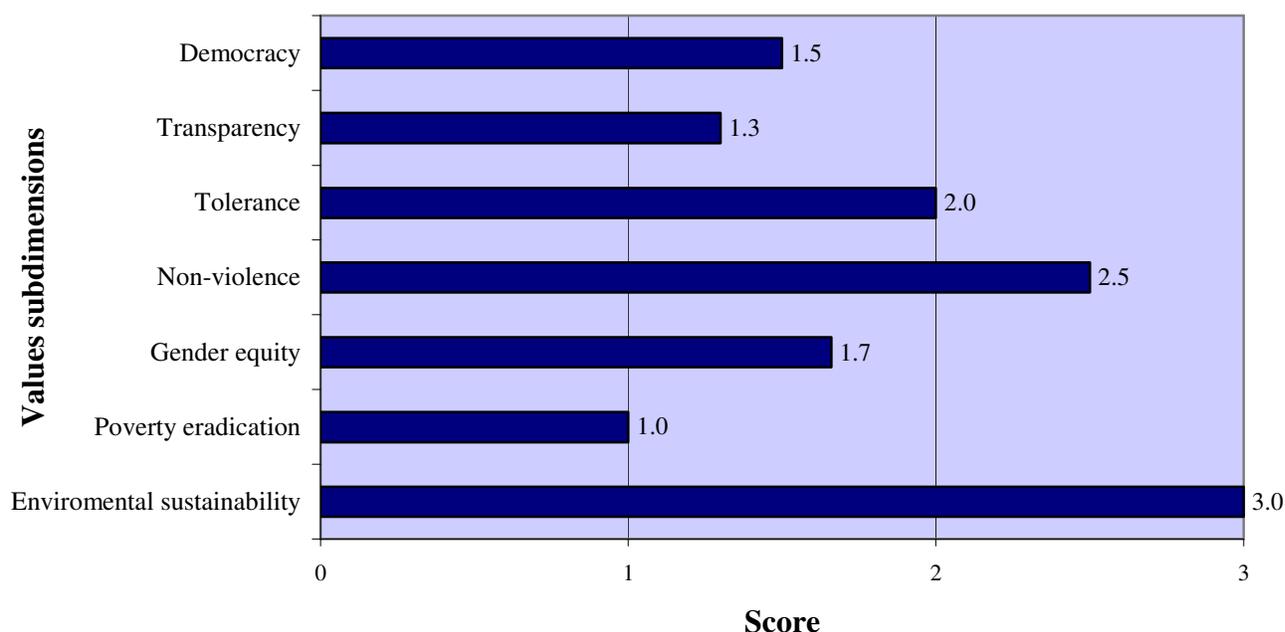
Conclusion

The environment in which civil society operates in Montenegro is somewhat disabling for the sector's activities and growth. Montenegro is a rather centralised state, where corruption is a part of the political culture and mistrust is widespread among citizens. Citizens often have 'two faces': they publicly speak about civic virtues, but in reality they act for their individual benefit and the benefit of their family members. Socio-cultural tradition in Montenegro does not provide the necessary background for the development of a civic culture. Dialogue between the state and CSOs is in the early stages of development, while the weak private sector is not engaged with civil society as a partner. The legislative environment is more and more favourable, and in this respect some changes in the tax law will provide additional strengths for endogenous civil society development.

3. VALUES

This section describes and analyses the values promoted and practiced by Montenegrin civil society. The score for the Values Dimension is 1.9, reflecting an overall positive value basis of Montenegrin civil society. Figure III.3.1 presents the scores for the seven subdimensions within the Values dimension. Only the subdimensions relating to civil society's tolerance and, to a lesser extent, transparency, receive moderate scores.

FIGURE III.3.1: Subdimension scores in values dimension



3.1 Democracy

This subdimension examines the extent to which Montenegrin civil society actors practice and promote democracy. Table III.3.1 summarises the respective indicator scores.

TABLE III.3.1: Indicators assessing democracy

Ref. #	Indicators	Score
3.1.1	Democratic practices within CSOs	1
3.1.2	Civil society actions to promote democracy	2

3.1.1 Democratic practices within CSOs. The Law on Non-governmental Organisations requires all associations to have an assembly (consisting of the founders and members, in accordance with the statute of the organisation), and to nominate a person to represent the organisation in all legal matters. The law does not require any other additional structures, nor it does not stipulate membership procedures. Organisations are free to create other bodies by their statutes, to establish principles and detailed procedures for membership, membership rights, and provisions

on transparency of their work. Most NGOs were founded by individuals who are at the same time leaders and/or managers of these NGOs. According to the data available, very few organisations have additional bodies defined by statutes, for instance an independent executive board that would be responsible for electing directors and other managers. Also, most NGOs have been managed by the same people from ever since their foundation. However, as most CSOs do not have a large membership, they are rarely ‘burdened’ with problems of democratic practice.

3.1.2 Civil society actions to promote democracy. The term “democracy” here stands for “good governance” executed in accordance with principles of responsibility, transparency, and openness in the process of public decision-making. In that sense, a number of CSOs initiated a series of activities towards the establishment of new legislation or improving the current legal provisions. This especially refers to: free access to information, financing of political parties, conflicts of interest, anti-corruption, development and enhancement of civic participation on all levels, development of appropriate relationships between NGOs and state administration, consultations regarding public policies etc. A significant number of NGOs work on projects promoting the very notion, practice and values of democracy through education.⁹⁵ The media report on these initiatives, programmes and projects, but the impression is that reporting could be more frequent and with more content, as there are far more CSO activities than covered by media. Clearly, the positive score shows that the actions in promoting democracy are quite developed and demonstrate that there is a lot of potential and capacity within CSOs to help democracy building.

3.2 Transparency

This subdimension analyses the extent to which Montenegrin civil society actors practice and promote transparency. Table III.3.2 summarises the respective indicator scores.

TABLE III.3.2: Indicators assessing transparency

Ref. #	Indicators	Score
3.2.1	Corruption within civil society	2
3.2.2	Financial transparency of CSOs	0
3.2.3	Civil Society actions to promote transparency	2

3.2.1 Corruption within civil society. Although there is no official record of criminal prosecution and the issuing verdicts on corruption (e.g. abuse of resources) among CSOs, it seems that indeed there are such cases. Severe cases of corruption exist in relation between public funds and NGOs founded by political parties or state officials. One of the most striking examples is the Commission of the Parliament of the Republic of Montenegro for Allocation of Funds to the Non-governmental Organisations, which has no codex defining the conflicts of interest and whose non-transparent and controversial work provokes numerous critiques of the NGO sector. Similar examples exist on the local level, where local self-governments’ commissions for the allocation of funds to NGOs operate. Certain organisations are founded on family connections.⁹⁶

⁹⁵ Centre for Civic Education has especially developed several months long cycle programmes, such as Democracy School, Human Rights and Minority Rights School, Young Leadership School, and in cooperation with CRNVO and EMiM European Integration School.

⁹⁶ These are set up by people who are relatives of those managing the organisation.

Only 400 of the existing 3,500 NGOs sent an annual financial report to the Tax Office of the Republic of Montenegro. As there is no legal obligation to make this information available, it is highly probable that certain financial dealings in certain organisations are not always done accurately.

According to the public opinion poll regarding the statement that “Most NGOs are only means for certain individuals to acquire money and influence”, the public’s view of NGOs shows a strong improvement over the last 5 years (see Table III.3.3).⁹⁷

TABLE III.3.3: “Most NGOs are only means for certain individuals to acquire money and influence?”

	2006.	2001.
Agree completely	13.5%	34.9%
Agree partly	31.9%	24.8%
Disagree	49%	15.9%
No definite opinion	5.1%	17.5%

3.2.2 Financial transparency of CSOs. Only 400 NGOs among the 3,500 registered sent annual financial reports to the Tax office of the Republic of Montenegro, although the law obliges them to do so⁹⁸. Asked whether their organisation publishes annual activity reports, most organisations’ representatives said no (65.8%), and only 28.9% said yes. Some 5.2% of the organisations gave no answer. Most of the organisations publishing their annual reports are regularly based in the central part of the Republic (60%). According to the 2005 NGO Sustainability Index by USAID, “there is a small group of highly specialised NGOs who maintain well-developed systems of financial proceedings and control”.

3.2.3 CSOs actions to promote transparency. Numerous organisations, most prominently the Free Access to Information Programme, contributed to the draft and lobbying for the adoption of the Law on Free Access to Information. A number of NGOs are intensively involved in promoting transparency in the work of the government agencies and companies (especially considering the fact that in Montenegro, there are still quite a number of state-owned companies). Very few organisations, however, emphasise “transparency” as a part of their mission, and even fewer undertake such actions as permanent and dominant activities within their organisation. Following the adoption of the Law on Free Access to Information, NGOs sent hundreds of documents demanding access to public information, and they are currently involved in a public campaign to seeing this law fully implemented. Thus, CSOs play a rather crucial role in the promotion of transparency for the entire society.

3.3 Tolerance

This subdimension examines the extent to which Montenegrin civil society actors and organisations practice and promote tolerance. Table III.3.4 summarises the respective indicator scores.

⁹⁷ Research of CRNVO from 2001 and 2004.

⁹⁸ Data from Tax Office of the Republic of Montenegro for 2004.

TABLE III.3.4: Indicators assessing tolerance

Ref. #	Indicators	Score
3.3.1	Tolerance within civil society arena	2
3.3.2	Civil society activities to promote tolerance	2

3.3.1 Tolerance within civil society arena. As is to be expected, the civil society sector is tolerant within its area of work, despite frequent internal competition within different fields of activity. However there are some organisations whose level of tolerance is under some suspicion. These include the NGOs “Serbian corpus”, Matica brda and “Barbarians”, fans of a football team from Podgorica.⁹⁹ The “Barbarians”, for example, showed grave elements of intolerance in their public appearances.¹⁰⁰ In the first mentioned case, intolerance is based on ethnicity; whereas football fans singled out homosexuals out as their primary target.¹⁰¹ Compared to the overall structure and influence of civil society, these forces are marginal, although civil society as a whole never condemned their actions and behaviour with enough severity.

3.3.2 Civil society activities to promote tolerance. Civil society is very active in promoting tolerance within Montenegrin society through a variety of activities.¹⁰² The most recent example refers to a NGO coalition lead by “Bonum” and the Centre for Civic Education which managed to put a declaration on tolerance and co-existence on the parliamentary agenda.¹⁰³ Media gave extensive coverage to these activities in all their phases and it is expected that will be continued in the last phase when the representatives of these organisations will present and defend the declaration in Montenegrin Parliament.¹⁰⁴ CSOs’ proactive approach to promoting tolerance as a value and lifestyle is encouraging, but should be more frequent in order to produce better results.

3.4 Non-violence

This subdimension describes and assesses the extent to which Montenegrin civil society actors and organisations practice and promote non-violence. Table III.3.5 summarises the respective indicator scores.

TABLE III.3.5: Indicators assessing non-violence

Ref. #	Indicators	Score
3.4.1	Non-violence within the CS arena	3
3.4.2	CS actions to promote non-violence	2

3.4.1 Non-violence within civil society arena – CSOs using violent means are the exception in Montenegro and are mainly connected to prejudices and stereotypes. The most vivid example is

⁹⁹ Not really active in recent periods.

¹⁰⁰ Language of hatred used against LGBT (homosexuals, in particular) population in a letter to the media.

¹⁰¹ In one case, this has escalated with the attempt of physical attack on a homosexual (Mr. Atila Kovac, Editor in Chief of magazine for homosexuals “Decko“, from Novi Sad, Serbia) who was a guest on public broadcasting service RTCG, on 19 November 2004. Fortunately, the police undertook adequate actions in order to protect Kovac.

¹⁰² For example: the end of November and beginning of December 2005, the campaign “16 days fighting violence against women” was organised and conducted by women NGOs: Montenegrin Women Lobby, SOS Niksic and Anima.

¹⁰³ Even though it is still not being discussed.

¹⁰⁴ Full text of the declaration can be found on www.cgo.cg.yu

the behaviours of the football fans, “Barbarians”, towards the LGBT population. On 19 November 2004, a group of them tried to attack a homosexual from Serbia, Mr. Atila Kovac (Editor in Chief of magazine for homosexuals “Decko”) who came to be a guest of an RTCG programme. Thanks to the police they did not succeed in hurting him, but three police officers were wounded, as well as two members of the “Barbarians”. In addition, six of them were arrested and significant material damage was done. Hate speech against the LGBT population, precisely against homosexuals, by members of the “Barbarians” was continued with their press statement and afterwards with several others. In general, though, non-violence is very widespread in the civil society arena.

3.4.2 Civil society actions to promote non-violence. The culture of non-violence is an important aspect of the work of CSOs in Montenegro and it is promoted through different programmes, which vary from educational ones through advocacy and campaigns to artistic performances, etc. Especially, women organisations are active in this field, promoting protection of women and children, but there are also organisations dealing with alternative education for young people and adults. The most recent successful example is the UNICEF campaign “Stop the violence against children”.

It seems that the interest for these activities is quite high, and the support by the public is constant even though these are not always adequately covered by media.

3.5 Gender Equity

This subdimension analyses the extent to which Montenegrin civil society actors practice and promote gender equity. Table III.3.6 summarises the respective indicator scores.

TABLE III.3.6: Indicators assessing gender equality

Ref. #	Indicators	Score
3.5.1	Gender equity within the CS arena	2
3.5.2	Gender equitable practices within CSOs	1
3.5.3	CS actions to promote gender equity	2

3.5.1 Gender equity within the CS arena. This indicator examines the extent to which civil society can be considered a gender equitable arena, particularly concerning leadership roles. Women are much more represented among leaders of CSO than in any other sectors in Montenegrin society. According to the CRNVO database on non-governmental organisations, some 42.8% of them have women as one of the leaders (usually 2) who are listed as main contact persons for NGOs. Still, women are, according to the NAG, not equitably represented among leadership of the biggest and nation-wide active CSOs.

3.5.2 Gender equitable practices within CSOs. Many women are actively involved in the work of non-governmental organisations. This concerns NGOs outside the group that deal with women’s rights as their priority issue. It seems that a great number of NGOs are concerned with employing women on an equal basis as men, although it is not clear whether they follow any kind of written policy or rule. As far as this indicator is concerned, the members of NAG agreed that there are in practice no problems with the practice of gender equality, but that only a minority of CSOs have a written policy that ensures gender policy concerning their employees.

3.5.3 Civil society actions to promote gender equity. Several women’s non-governmental organisations developed into serious, reliable organisations and quality service providers in all areas of gender equality.¹⁰⁵ Among the positive developments is the founding of the Office for Gender Equality at the government of Montenegro, in July 2003. Ever since, this office has implemented some important projects, e.g., regarding gathering of gender statistics. Up until now it has remained extremely open and ready to cooperate with the women’s NGO sector.

According to a study by Women’s Action, among the 21 NGOs concerned with gender equality, most of them are active in the area of education (22.2%), as well as media, health and violence against women (11.1%). NGOs are actively engaged in the matters of human (women’s) trafficking, care for victims of trafficking sheltered in two safe houses managed by NGOs, etc. There is a developed network of SOS phones for women victims of violence, activists follow court processes regarding crimes of domestic violence and there is also an information-education centre for women, etc. The NGO Shelter (Safe Women House) took care of a victim of sex trafficking in the grand affair, which attracted the attention of international public and revealed unlawful actions on the part of the state and judiciary, as well as the unethical reporting policy of the media regarding this case. The “16 days fighting the violence against women” campaign is organised every year on the national level and involves many NGOs. A number of them are engaged in lobbying for the so-called “women’s quota” on the political party lists for all elections. A number of CS activities can be detected in this area, but broad based support and/or public visibility is often lacking.

3.6 Poverty Eradication

This subdimension examines to what extent Montenegrin civil society actors promote poverty eradication. Table III.3.7 presents the indicator score.

TABLE III.3.7: Indicator assessing power eradication

Ref. #	Indicators	Score
3.6.1	CS actions to eradicate poverty	1

3.6.1 Civil society actions to eradicate poverty. In Montenegro, 12.2% of the citizens live by less than US\$140.5 a month, 4.7% in extreme poverty. Poverty is widespread among the Roma, refugees and internally displaced persons. In general, civil society is not very active in promoting the value of poverty eradication. Its activities are mainly limited to providing input into government strategies on this issue.

In 2003, based on the initiative by the World Bank, UNDP and other donors, a Strategy for Poverty Reduction for Montenegro was drafted. Twenty-eight CSOs were included in the research, drafting and commentary stages. In 2005, with support of the UNDP, NGOs were involved in setting the priorities for the strategy’s implementation in various fields (regional and rural development, education sector, anti-corruption, medical care, social services, labour market, environment and infrastructure protection, macroeconomic policy and the politics of

¹⁰⁵ Foundation Open Society Institute, Representative Office in Montenegro - Strategy 2005.

stabilisation). In 2005, the Association of Paraplegics distributed special equipment for a number of its members, while the Montenegrin Association of the Blind organised computer courses for their members to improve their employment chances and help them surpass the line of poverty. The NGO Falcon is planning to organise a small factory to employ persons with a handicap, and their goals are drawing close to finish. Alter Modus, offering financial services to the micro-business in Montenegro, received 2 million euros from the European Bank for Reconstruction and Development together with the US government, to enable them to support greater numbers of enterprises. Alter Modus helps the smallest and the poorest companies with less than 5 employees, as well as those entrepreneurs earning less than 250 euros a month. On average, their credits amount to some 1500 euros. The “Roma Circle”, a network of Roma organisations, was involved in the drafting of an action plan titled “Decade of Roma Inclusion” (2005). However civil society’s contribution to poverty elimination is rather limited. Even from the standpoint of the civil sector, this problem is regarded as a government’s responsibility.

3.7 Environmental Sustainability

This subdimension analyses the extent to which Montenegrin civil society actors practice and promote environmental sustainability. Table III.3.8 presents the indicator score.

TABLE III.3.8: Indicator assessing environmental sustainability

Ref. #	Indicators	Score
3.7.1	CS actions to sustain the environment	3

3.7.1. Civil society actions to sustain the environment. One of the biggest and most active sub-sectors within civil society are environmental NGOs. The biggest, most significant and most successful civil society action for the protection of the environment was the action for the river Tara (protected by UNESCO), which was supposed to be flooded, based on an international cross-border cooperation treaty,¹⁰⁶ establishing a hydro-power plant Buk-Bijela. Great numbers of environmental NGOs, supported by almost all other active NGOs, media, as well as many environmental organisations and movements outside of Montenegro, initiated, lead and finally successfully accomplished an action titled “Hoću Taru, neću Baru” (I want Tara, not a pond). This action lasted several months, and 11,000 signatures were collected for the Declaration for the Protection of the Tara River. Representatives of the NGO Most defended the interests of citizens at a session in the Parliament of Montenegro. Declaration was adopted on 14 December 2004, and on 3 March 2005 the government decided to abandon this project and withdraw its signature from the memorandum.

Following a several-month action of the citizens of Tivat, the NGO European home and the Organisational Board for the Protection of the Environment, Personal Possessions and Human Rights, local offices in Kavač and Gradiošnica blocked the building of a regional sanitary waste-disposal site Lovanja. They initiated the signing of a petition against this project, negotiated with the government and the Mayor of Kotor. The waste-disposal site was built, after all, in a project supported by the World Bank, when the court ruled that the land did not belong to the citizens who initially sued the government for it. The harbour of Zelenika was blocked for 11 months by citizens who protested against a project to build warehouses inside the harbour for the transfer of

¹⁰⁶ Between Montenegro and Bosnia and Herzegovina.

cement loads, fearing environmental disaster. The project was initiated by a private company that bought a former state-owned company and announced the building of the warehouses. The citizens collected 9,000 signatures against the warehouses. Their filters would annually dispose of 200 tons of cement dust, warned the citizens of Zelenika. Professor Ivan Gržetić wrote a letter to the ministry, giving his expert evaluation of the warehouse maintenance, and warning that each loading and unloading of a 3,000 ton warehouse would send some 3 tons of cement floating into the air. Citizens reminded the Minister that they received no answer, despite the fact that they collected 9,000 signatures, and that the municipal parliament of Herceg Novi already made three decisions against the building.

Environmental protection is an important part of civil society sector, and certain organisations dealing with this issue have become very prominent. In this area, CSOs are becoming more and more significant in the eyes of the public as supported by the above examples, and increasingly they are viewed as key actors on the issue of environmental protection.

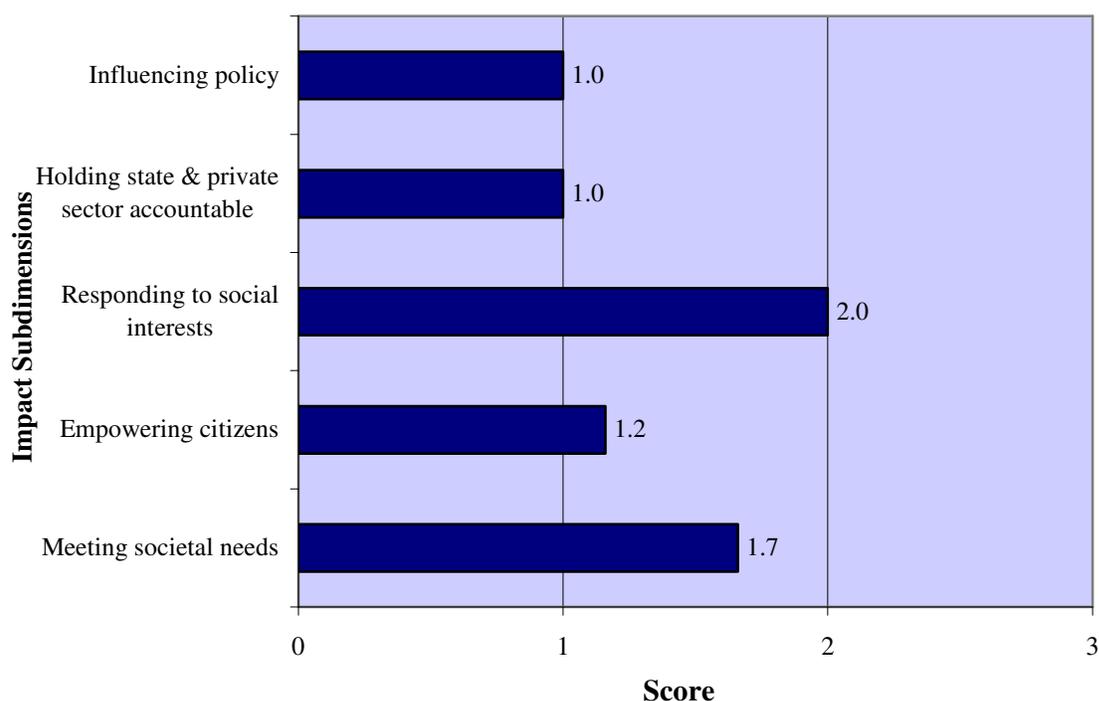
Conclusion

The values dimension is the strongest aspect of civil society in Montenegro, but some weaknesses persist. CSOs' limited material resources are often replaced with social energy and civic commitment. CSOs make contributions in the long lasting process of democratisation of the country. For CSOs, financial transparency is a distinguishable problem. In the case where CSOs generally advocate transparency, they incur problems of legitimacy, as they are perceived as not practicing it in their own activities. Many CSOs address issues of environmental sustainability and have activities to make a positive difference. CSOs are not very present and have few actions for poverty alleviation. CSOs are important stakeholders in bringing issues of gender equality, tolerance and non-violence onto the public agenda of Montenegro's traditional society.

4. IMPACT

This section describes and analyses the extent to which civil society is active and successful in fulfilling several essential functions within Montenegrin society. The score for the Impact Dimension is 1.4, reflecting the scoring workshop's assessment that civil society in Montenegro has a large impact on society. Figure III.4.1 presents the scores for the five subdimensions within the Impact dimension where only the moderate score on civil society's responsiveness slightly clouds civil society's strong impact.

FIGURE III.4.1: Subdimension scores in impact dimension



4.1 Influencing Public Policy

This subdimension describes and assesses the extent to which Montenegrin civil society is active and successful in influencing public policy in the fields of social policy and human rights policy as well as its impact on the national budgeting process. Table III.4.1 summarises the respective indicator scores.

Table III.4.1: Indicators assessing influencing public policy

Ref. #	Indicators	Score
4.1.1	Human rights impact	2
4.1.2	Social policy impact	1
4.1.3	Impact on national budgeting process	0

4.1.1 Human rights impact. Return of properties to the original owners remains one of the most important human rights issues, as the 2004 law on the return of private property has not been

fully implemented yet. An NGO coalition¹⁰⁷ was involved in drafting this Law. Minority rights are framed with the recently passed Law on Minority Rights and Freedoms, but there is room for improvement. The anti-discrimination regulation is equally lacking basic regulation. Numerous NGOs have been involved in the preparation of these two laws. Social, health, labour and other rights of the displaced persons and refugees is another weak spot in Montenegro. Cases of harassment by the police are still pervasive. The NGO CEZAP prepared a draft law on consumer protections. The Humanitarian Law Fund kept reports of these cases until its offices in Podgorica closed in 2004. The right to fair trial is often compromised by the length of procedures. Issues of women's rights and gender equality remain high on the list, and the level of domestic violence, where women are the primary victims, has not decreased. The NGOs CEDEM, the Human Rights Centre of the University of Montenegro and the Human Rights Action published specialised reports on the state of the human rights and repeatedly issued recommendations to the government for further actions in this field. There are improvements in this field, but there is a lot of work to be done and CSOs are getting more actively involved.

4.1.2 Social policy impact. A number of non-governmental organisations initiated certain actions regarding the document on the methodology of adjusting retirement payments. Certain non-governmental organisations were also involved in the process of commenting on the social and children's policy. Few organisations have advocated interests of certain vulnerable groups in order to engage them adequately in the government's policies and legislation. CSOs are not sufficiently strong enough to influence social policy in a more relevant manner, which is partially due to a donor trend that has preferred to support NGO projects working on the promotion of human rights and democracy, to those dealing with the social policy. In the existing environment, the influence of CSOs on social policy has been quite marginal.

4.1.3 Impact on national budgeting process. Responsibility, transparency, predictability and participation are the key instruments for a quality budget management. The Constitution of the Republic of Montenegro obliges the Parliament to adopt the budget,¹⁰⁸ while the government is charged with the preparation and the drafting of this law. There is no public debate on the law, as neither government nor the Parliament are open to public discussions on the topic, nor do they invite civil society to present its comments. On the other hand, civil society has not been volunteering public comments on the law either.

In the context of a culture/practice of secrecy and lack of transparency in government institutions (in spite of new regulations on access to information) and due to a lack expertise by CSOs, we can safely conclude that, as far as civil society participation in national budget processes goes, in this area CSOs' activities have been invisible or indeed entirely limited.

4.2 Holding the State and Private Corporations Accountable

This subdimension analyses the extent to which Montenegrin civil society is active and successful in holding the state and private corporations accountable. Table III.4.2 summarises the respective indicator scores.

¹⁰⁷ Coalition for protection and return of private property,

¹⁰⁸ Law on Budget.

TABLE III.4.2: Indicators assessing holding state and private corporations accountable

Ref. #	Indicators	Score
4.2.1	Holding the state accountable	1
4.2.2	Holding private corporations accountable	1

4.2.1 Holding the state accountable. The existing and dominant form of governance in Montenegro, supported by the mechanisms of political combat in the last 15 years, has been established by the devastating forces endangering the effective functioning of the social, political and economic life, resulting in an overall structural, systemic and institutionalised lack of responsibility of public actors. This lack of responsibility has been equally pervasive in all these fields: the social, the political, and the administrative.

There are certain key factors that have helped the minimisation of public responsibility. The general lack of trust towards politics and politicians, resulting in the lack of the citizens' will to be involved in the public issues, is one of these factors. The main problem on the political level is the subordination of the state and its institutions to the narrow party interests, leading to its activities being directed towards the interest of certain individual and tight oligarchic groups. The main issue on the administration level is the inefficiency of the bureaucracy and widespread corruption. Shedding responsibility is a consequence not only of the individual characteristics of certain relevant public representatives, but also of the structural conditions of a socio-political system emerging and taking root in Montenegro. We are dealing with a series of processes that mutually foster an irresponsible approach in these three fields. Without trust, there will be no civil control, and the party-political colonisation of the state will continue, which is a great soil for corruption and the feeling of being above the law - the consequence of which is diminishment of the state authority and withering away of society's trust. This "state failure" model is characterised by a low level of social discipline, important legal deficiencies, faulty legal implementation, widespread corruption, abuse of political and economic power for the accomplishment of individual and small-group interests; inefficient management of the government's money, arbitrariness and lack of discipline among the state officials and a lack of commitment to the implementation of reforms.

Given this difficult context, the positive actions on the part of civil society are bound to remain limited. Besides actions of a very limited number of CSOs¹⁰⁹ in monitoring state performance and holding the state accountable, on average civil society activity in this area is very limited and there is no discernible impact.

4.2.2 Holding private corporations accountable. There is no empirical information indicating the level of activity and success among those CSOs scrutinising the accountability of private corporations. There were few debates where participants from the CSOs discussed the responsibilities of the private sector for the protection of the environment, as well as the mechanisms of donations to the local CSOs. This will be the next item on the CSOs' agenda. Most of the CSOs' activities in this sector were concerned with the overall process of privatisation in Montenegro. This is directly connected with the need for "holding private corporations accountable", as their responsibilities have been spelled out in the privatisation agreements. Group for Changes was among the most active ones in his field, such as

¹⁰⁹ CRNVO, CEMI, MANS

privatisation of the state oil company, hotel "Avala", the Aluminium plant in Podgorica and the Steel factory Niksic.

4.3 Responding to Social Interests

This subdimension analyses the extent to which Montenegrin civil society actors are responsive to social interests. Table III.4.3 summarises the respective indicator scores.

TABLE III.4.3: Indicators assessing responding to social interests

Ref. #	Indicators	Score
4.3.1	Responsiveness	2
4.3.2	Public trust in CSOs	2

4.3.1 Responsiveness. While this indicator is very hard to measure, there is some data that could be used to examine civil society's responsiveness to important social concerns. According to CRNVO research,¹¹⁰ citizens consider the following problems and areas where NGOs should primarily be involved: fight against corruption (22%), human rights (18.1%), social care and humanitarian work (13.4%), against drug and alcohol abuse (10%), monitoring government and local government acting (10.9%). There is a relatively significant number of NGOs that deal with these issues. The percentage of respondents, in the same research study, that consider any NGO project or activity having direct impact on their lives and interests is only 10.8%. About 44% of respondents consider "NGO impact on solving of key societal problems in Montenegro" as "small", while 15.2% consider it as "average", and just 4.8% as "high". Despite the rather low ratings by the population, NAG members consider that there are very few problem areas that are not on civil society's agenda, even though its impact might be rather limited.

4.3.2 Public trust in CSOs. According to research,¹¹¹ only 3.6% of the surveyed citizens had high levels of trust in NGOs, while 32.8% has an "average" level of trust. About 19.8% has little trust in NGOs, while 14.4% does not trust them at all. According to public opinion polls in 2004 and 2005, trust in CSOs is increasing and citizens mark NGOs as the third institution on the scale with the highest value of "efficiency in meeting citizens' needs", just after schools and hospitals.¹¹² People do not really trust Montenegrin institutions, and they are wary of the government institutions. Finally, the citizens trust CSOs more than they trust the state institutions.

¹¹⁰ CRNVO research Citizen attitudes toward NGOs, 2006.

¹¹¹ Ibid.

¹¹² CEDEM public opinion polls.

TABLE III.4.4: How efficient are institutions in meeting citizens' needs

Institution	Score
Schools	3.22
Hospitals	2.86
NGOs	2.72
Newspapers	2.72
President	2.46
Local government	2.41
Police	2.36
government	2.26
Parliament	2.20
Prosecutor	2.14
Judiciary	2.09
Political parties	1.78

4.4 Empowering Citizens

This subdimension describes and assesses the extent to which Montenegrin civil society is active and successful in empowering citizens, especially traditionally marginalized groups, to shape decisions that affect their lives. Table III.4.5 summarises the respective indicator scores.

TABLE III.4.5: Indicators assessing empowering citizens

Ref. #	Indicators	Score
4.4.1	Informing/educating citizens	2
4.4.2	Building capacity for collective action and resolving joint problems	1
4.4.3	Empowering marginalized people	0
4.4.4	Empowering women	1
4.4.5	Building social capital	2
4.4.6	Supporting/creating livelihoods	1

4.4.1 Informing/educating citizens. Success of CSOs in educating and informing citizens depends a great deal on the way it is presented in the media. Positive examples of CSO activities include strengthening of the citizens' awareness, increasing involvement in the process of decision-making and mobilising public support for reforms. The best example of this is the NGO network "Action"¹¹³ and the eco-campaign "I want Tara, not a pond". The "Action" conducted numerous media and PR campaigns, legislative and other activities. According to a January 2005 poll regarding the impact of the campaign "Action-reforms for a healthy society", over half of the respondents (55.7%) "believe that similar actions on informing the citizens about relevant social issues and the ways of their regulation should be conducted again" as "the previous actions gave results", while only 24.3% had no knowledge of the previous actions, but believe that such activities to be extremely useful and desirable". One of the important results of the CSOs is putting new topics and debates on the public agenda that increase citizens' information and

¹¹³ Support of civil society to the reforms in Montenegro - "Reforms for a healthy society".

education level.¹¹⁴ Generally speaking, civil society is constantly moving in this area, trying to engage other social and political players, but its impact is still limited.

4.4.2 Building capacity for collective action and resolving joint problems. The biggest initiative in this field is the so-called "Community re-vitalisation through democratic action" (CRDA), a programme financed by the USAID and implemented by two American non-profit organisations - International Relief Development (IRD) and Community Habitat Finance (CHF). The basic idea was to revive communities through democratic activities. The citizens were invited to gather in their own community and, through dialogue, to define priority areas where projects would be financed by these organisations, while the citizens (local community) would contribute 25% of the total project cost through volunteer work. In our opinion, (besides some positive effects) this programme demonstrated high levels of dependency on local government priorities, low levels of civic commitment, lack of transparency in the election procedures for the so-called "Community Action Councils" etc. However in many rural areas people have taken to self-initiative, pooling their personal and financial resources in order to solve local problems, such as paving the roads. In general, however, civil society's activities in this area are very limited and there is no discernible impact.

4.4.3 Empowering marginalized people. The traditions of so-called "self-help societies" have been nearly absent in Montenegro. Except for persons with a handicap (associations of blind, deaf, paraplegics) and parents of the children with special needs, there are hardly any examples of association among people with special needs that would help them solve their common problems. For instance, there are no active associations of people suffering from a specific disease. An example from the headlines says that "parents of children suffering from diabetes want no association".¹¹⁵ A rare example of empowerment of marginalised groups is the Roma Scholarship Foundation, a project initiated by the OSCE, aiming to support Roma youth and children through successfully attending primary and high school, or eventually the university.

4.4.4 Empowering women. Certain CSOs who began with women's rights programmes - NGO "Anima", NGO "SOS phone for women and children victims of violence" in Podgorica, Pljevlja and in Nikšić, and NGO «Stella» from Cetinje – conducted a project "I choose to choose", concerning economic rights of unmarried women. A 2005 project by the NGO "SOS phone for women and children victims of violence" in Podgorica, Bar and Berane, also sought to promote women's economic rights. All activities by these organisations have been for the empowerment and rights of this often vulnerable group. One of them had a project involving women in business, and many of them engage in fights against prejudice and for the inclusion of women in other areas of life and work. Many of these organisations work for the improvement of women's standing in society, everyday life and work.

4.4.5 Building social capital. Through an analysis of social capital, we tried to estimate whether there is a correlation between membership in CSOs and greater levels of social trust. This can be checked based on the results of Table III.4.7, showing two variables (CSO membership, social

¹¹⁴ Initiative of the group of leading NGOs addressed to the representatives of the legislative, executive and judiciary powers, political parties, University of Montenegro, trade unions, media and other civil society organisations, business sector and the entire Montenegrin public after referendum; full text available at the www.crnvo.cg.yu

¹¹⁵ Daily "Dan", 2006.

trust), with a chi-square indicating the relevance of this correlation. The table shows that the correlation between both variables is both high and significant. Therefore, CSO members show greater levels of public trust, allowing us to conclude that CSOs are making an important contribution to the establishment of social capital.

TABLE III.4.6: CSO membership and public trust

	Most people can be trusted	Need to be very careful
Not member of CSO	24.6%	75.4%
Member of CSO	45.4%	56.6%
Total	33.7%	66.3%

4.4.6 Supporting livelihoods. This indicator shows how active and successful civil society is for employment creation/support and/or in opening up opportunities for obtaining means. Several NGOs participated in providing bank credits for vulnerable groups. “Alter Modus” is a non-governmental organisation specialised in micro-financing, originally created in Montenegro to provide help for the refugees and displaced persons. Nowadays its activities have expanded to encompass all persons who have proven that they can achieve a lot, have good business ideas and have a considerable reputation in their communities. More than half of their clients are women.¹¹⁶ However one project on self-employment for women, initiated by a local NGO and supported by IRD, proved unsustainable. The Association of Paraplegics has recently started up a project providing credits of up to 2,000 euros to persons with severe handicaps and their families as initial business capital (involving 42 persons with handicaps). Parents' Association, the trade union active in education and the Ministry of Education and Science joined forces to create a Solidarity Fund to help children who, due to various misfortunes have been either left on their own or suffer some illnesses. Despite these few examples, civil society activity in this area is, in general, very limited and there is no discernible impact.

4.5 Meeting Societal Needs

This subdimension examines the extent to which Montenegrin civil society is active and successful in meeting societal needs, especially those of poor people and other marginalised groups. Table III.4.7 summarises the respective indicator scores.

TABLE III.4.7: Indicators assessing meeting societal needs

Ref. #	Indicators	Score
4.5.1	Lobbying for state service provision	1
4.5.2	Meeting societal needs directly	2
4.5.3	Meeting the needs of marginalized groups	2

4.5.1 Lobbying for state service provisions. The debate on the distribution of social service roles between the state, CSOs and the private sector is not yet present in Montenegro. The government is considered the key provider of most services. A number of NGOs are lobbying for the provision of services to old people, the poor, persons with a handicap and to other vulnerable groups. Although the government has been dominated for many years by parties calling themselves socialist and social-democratic, solutions to the main economic problems are

¹¹⁶ EBRD website www.ebrd.org

dominated by a neo-liberal approach, aiming to minimise the role of the state in the providing of social services.

4.5.2 Meeting societal needs directly. NGOs are providing a number of services that the state has been neglecting. NGOs offer shelter to the victims of domestic violence or sex-trafficking, daily care for children with a handicap, additional or preparatory education for the Roma children, legal counselling for the victims of violence and human rights' breaches. NGOs are the main providers of research and analysis in the field of social sciences. Similarly, they are the key providers of informal, alternative training and education in various fields. As far as this area of development is concerned, CSOs have very limited capacities. Thus, it can be concluded that civil society is active in this area but its impact is limited.

4.5.3 Meeting the needs of marginalized groups. The indicator examines to what extent CSOs are more or less effective than the state in delivering services to marginalized groups. Servicing the needs of the vulnerable people is an important aspect of all activities and legitimacy of the civil sector. This is one of the key civic responsibilities, mobilizing additional resources, social innovation, etc., giving legitimacy to the development of civil society as a whole. CSOs are very successful in answering to these needs, and, according to the NAG, a lot more efficient than the state itself. According to the WVS 1999/2000,¹¹⁷ 30.5% of respondents believe in CSOs while 28.7% trust state administered social services.

Within Montenegrin society, except for some general talk of the decentralization of social services, there is no active debate on the quality of services being provided by the so-called "social work centres"¹¹⁸ and NGOs as their counterparts. However, there are a number of services provided exclusively by NGOs and ignored by the state, such as daily care for children with a handicap, additional or preparatory education for the Roma children, shelter to the victims of domestic violence or sex-trafficking and psycho-social and legal counselling for the victims of violence.

Conclusion

The impact of civil society on society at large is visible, but remains limited. In general, CSOs have greater direct impact on society and citizens than on influencing public policy and the policy process. Civil society needs to develop more capacity to hold the state and private sector accountable. Many CSOs are dependent on political parties and often act on party platform. The role of CSOs in informing citizens and empowering women is visible. The mobilisation of resources and meeting the needs of marginalised people and supporting vulnerable groups are the new space of civic engagement. CSOs' voices are becoming more present in the media and they are seen as legitimate stakeholders in public life. Montenegro's CSOs act mostly upon a donor driven agenda. Civil society activists concentrate their social energy on the burning issues in society. An ongoing challenge for civil society leaders and activists are to cultivate better skills to articulate their demands to the state and private sector.

¹¹⁷ The exact question in WVS was "What is the percentage of people who have trust in civil society services?"

¹¹⁸ Local branches of the Ministry of Social Service.

IV. STRENGTHS AND WEAKNESSES OF THE MONTENEGRIN CIVIL SOCIETY AND RECOMMENDATIONS FOR FUTURE ACTIVITIES

After scoring each of the indicators and discussing their findings, members of the Project Council, together with the members of the National Advisory Group, engaged in an open, critical debate, and offered additional comments about the problems facing development of civil society in Montenegro. The discussion emphasised specific indicators within the four dimensions, highlighting the key strengths and weaknesses of the sector. The debate was based upon the recognition of both the problems facing civil society and the positive development trends. Therefore, the goal was not to scrutinise all of the problems on the agenda. Instead, the focus was on identifying urgent problems and proposing a framework of activities suitable for dealing with them in the future.

It is worth mentioning that significantly more data was found pointing at the weaknesses than to the strengths of civil society. This is considered an accurate representation of the current state of civil society in Montenegro and it is believed that this debate has identified some real problems that civil society must address seriously.

1. STRENGTHS

- Montenegro has a relatively developed infrastructure for civil society support organisations that provide various services to CSOs. The overall quality of their programmes is also improving.
- CSOs have respectable human resources, which in certain areas are more competent than those in the government institutions. CSOs are an important source of capable, young and entrepreneurial staff.
- The procedure for registering associations in Montenegro is very enabling.
- Montenegrin CSOs are free to criticise the government, although doing so may have certain repercussions for the quality of their cooperation with the government.
- CSOs are key actors for the promotion of tolerance, non-violence, gender equality and women's rights.
- In the field of environmental protection, CSOs play an important role.
- Empowering women and marginalised groups is an area of activity where civic organisations have notable success.

2. WEAKNESSES

- Civic participation, particularly in terms of giving for charitable purposes, remains limited. Voluntary work is practiced by few citizens.
- CSOs are weakly connected, and their alliances are mostly unsuccessful.
- The key problem constraining the sustainability of civil society sector is the limited availability of financial resources.
- Tax benefits for civil society are almost non-existent.
- The private sector has no interest in working with and supporting CSOs.

- Financial transparency and the occurrence of corruption in civil society represent grave impediments to building trust among external stakeholders.
- CSOs are not sufficiently engaged in the country's fight against poverty.
- Civic organisations' market oriented programmes are underdeveloped and insufficient to provide their sustainability

3. RECOMMENDATIONS

Bearing in mind the above mentioned strengths and weaknesses of civil society, the following recommendations regarding future activities of CSOs as well as the state and other relevant stakeholders were put forward:

Recommendations to civil society:

- Initiate a procedure for amending the current Law on Value Added Tax, to remove the value added tax (VAT) from telephone calls made for charitable purposes.
- The processes of network-building among CSOs should be supported, especially through ad hoc coalitions.
- There should be a common action by civil society calling upon the government to increase its financial support to CSOs.
- The government should be urged to remove the VAT from services and goods, financed from foreign donations and purchased by CSOs.
- A practice of cooperation and dialogue between civil society and government and other state institutions should be established.
- CSOs should approach a target group of corporate institutions, such as banks, insurance companies and successful companies, and involve them in a dialogue about socially responsible entrepreneurship.
- The civil sector should adopt a Code of Ethics, increasing the financial transparency of its work.
- A campaign should be organised to call for tax regulations to stimulate social entrepreneurship, allowing some of the citizens to be able to earn their living in this manner.
- Well-developed CSOs should approach schools and offer programmes to help youth acquire and develop civic virtues.

Recommendations to the state:

The state is a key actor in the process of strengthening civil society. Without the active cooperation of the government, there can be no sustainable development of the civic sector.

- The government should increase funds dedicated to support civil society's development. This should be done on all levels, from the municipal level to the state budget. The state should have transparent procedure of allocation of public funds to the CSOs, in line with

clear criteria. Beneficial tax regulations are another indirect measure that should be used to strengthen the sustainability of civil society.

- The state should create reliable channels of communication and cooperation with CSOs to promote the concept of good governance.
- The state should have more trust in CSOs. It should work to develop partner relationships with CSOs. These partnerships would be an important preparatory step for the future process of Montenegro's association with the European Union.
- The government should increase its capacity to attract sufficient funds to Montenegro through the EU pre-accession instruments, for the investment in human resources within civil society.
- The government should be aware of the fact that CSOs play a key role in social integration and cohesion, and are therefore a 'capital investment' for Montenegro's integration into the EU.

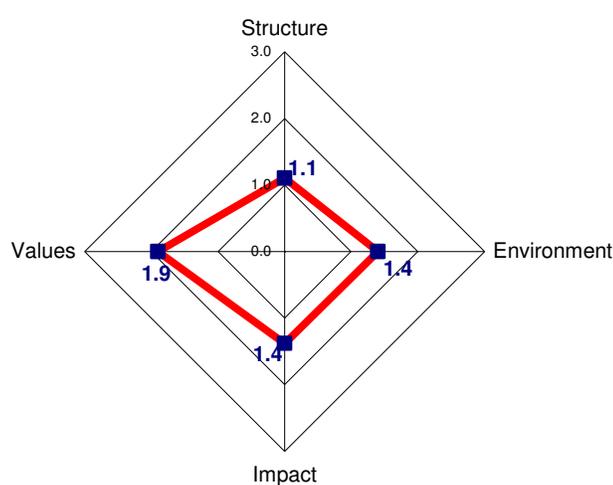
Recommendations to private companies, the media and the international organisations:

- Companies should recognise civil society as a relevant partner. Through socially responsible entrepreneurship and by acting as socially aware citizens, they could contribute to the growth of civil society in Montenegro.
- The media should pay more attention to the issues and problems of the current state and to the future development of civil society. Also, media should take more pro-active approach in CSO actions, as its integral part, rather than perform as observer.
- Foreign organisations should make the reports on the implementation of important projects publicly available.
- International organisations should consult with local CSOs when assessing the needs and establishing priorities of their work and support of CSOs' actions.
- Foreign organisations should focus on promoting civil society from within Montenegro.

VI. CONCLUSION

The following conclusion presents an overview of the findings of the CSI-SAT research on the state of civil society in Montenegro. The Civil Society Diamond for Montenegro is a visual depiction of the research findings and reveals a somewhat underdeveloped civil society sector (see figure IV.1.1).

FIGURE IV.1.1 Civil Society Diamond for Montenegro



The Diamond is relatively small and only somewhat balanced. The structure and environment dimensions are the least developed and a substantial number of indicators reveal ongoing barriers within these two dimensions, such as low levels of citizen participation and a problematic state environment, which hinder the future growth of Montenegrin civil society.

The level of citizen participation in CSO activities is low. Citizens give very little to charity, rarely volunteer and rarely participate in local community actions, which could help them coordinate their efforts to resolve some common problems. Bearing in mind the traditionalist trait in the Montenegrin society, citizens are focused on supporting their families and relatives, rather than supporting and engaging in associations. In addition, certain relevant social groups (such as the poor and rural people) are not involved in CSOs, which, in turn, are mainly concentrated in urban areas.

It is important to note that civil society support infrastructure aimed at strengthening civil society exists and is growing. However CSOs in Montenegro are not well connected and their alliances are generally unsuccessful in terms of achieving their proclaimed goals. Cooperation among civic associations is relatively rare. Financial issues are among the key problems facing civil society's structure. Most organisations depend on foreign donors, who often pursue their own policy in their distribution and allocation of resources. Most organisations even have difficulty

with basic working conditions, being technically under equipped. Human resources, on the other hand, seem to be adequate for achieving the goals set by CSOs.

The political, socio-cultural, legal and socio-economic frameworks in the environment dimension are not very favourable for the development of civil society in Montenegro. This dimension reflects the complexities of path dependency. Montenegro is a centralised state, whose administrative capacities are extremely limited, and citizens perceive corruption in the public sector to be very high. The general level of trust among citizens is low, as is social tolerance and public spiritedness.

The tax system is not supportive of civil society's development. The nature and quality of the relationship between CSOs and the state are wrought with a mutual lack of trust. The state regards civil society mainly as a necessary evil. Consequently, dialogue between the state and civil society and financial support from the government to CSOs are relatively limited. In addition, the private sector is indifferent to civil society, and the issue of social responsibility of the economic actors is not part of the public agenda.

As for the values dimension, there is a pronounced civic engagement of active civil society members. For example, civil society undertakes numerous initiatives to promote democracy, tolerance, non-violence and peace, as well as gender equality in society overall. However the financial transparency of CSOs is an important problem for the development of the entire sector. This contributes to the overall impression that there is occasional corruption within CSOs. However numerous CSOs are engaged in promoting transparency within society, though this is a value that CSOs themselves do not seem to embrace or practice. It is also worth noting that CSOs are not perceived to be significant actors contributing to the eradication of poverty. However they have a reputation for and record of activities promoting and protecting the environment. Notwithstanding this, these activities need further development as they are still insufficiently visible in the public and lack widespread societal support.

Bearing in mind the limited resources of civil society, as described in the structure dimension, as well as a generally unsupportive environment, it can be concluded that civil society, under these conditions, has a relatively high influence or impact. It seems that its values can be considered as a substitute for minimal resources and lack of a supportive environment. At the same time, civil society has limited influence on public policies and it takes no action with respect to influencing the national budget process. Its efforts to hold the government and private sector accountable are also limited. However civil society representatives are capable of recognising key social problems and devising actions aimed at solving them. The level of citizens' trust in CSOs is relatively low, but still higher than the one of state institutions. In Montenegro, key civil society activities that are recognized and accepted are those concerning information and education of citizens, empowerment of marginalized groups and empowerment of women. As the government withdraws from certain social programmes, civil society is also emerging as a significant provider of social services. Providing services to marginalized groups is an important area where CSOs are able to fulfil their missions.

CSOs are increasingly recognised as an important and legitimate actor by the Montenegrin public. Their activities are expanding, and their programmes are increasing in quality.

Beneficiaries of these programmes are important allies of civil society in its dialogue with the government. Despite these positive trends, the media pays relatively little and inadequate attention to CSOs. The media spreads information about their activities, but they rarely take an analytical approach to civil society issues.

The achievements of civil society are not rooted in widespread civic awareness, norms or the engagement of the citizens. Civil society has mainly developed with the generous assistance of foreign donors and through activities of those organisations that have permanently employed highly motivated young people. Civil society's further development will depend a great deal upon the general economic development in Montenegro, and upon the creation of a middle class consisting of active citizens willing to support initiatives of common interest.

The findings of this study will be publicised as widely as possible. This will include a conference based on the findings of this report and ongoing dialogue with people from civil society, politicians and the public and private sectors. This publication should also serve as a useful introduction for students of civil society and related themes. In its English version, this publication also serves as the basis for international comparisons within the framework of the CSI project as a whole, including the international CSI workshop that took place in June 2006. CIVICUS will then evaluate and refine the methodology employed on the basis of current experience and findings and plans to repeat the project in the future.

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Appendix 1: LIST OF NATIONAL ADVISORY GROUP MEMBERS

1. Biljana Zeković, Executive Director, NGO “SOS Phone for Women and Children Victims of Violence – Podgorica”, Podgorica
2. Zulfije Hadžibrahimi, Director, NGO “Artis”, Ulcinj
3. Olivera Komar, Programme Director, NGO “Center for Monitoring (CEMI)”, Podgorica
4. Veselj Beganaj, Executive Director, NGO “Početak”, Nikšić
5. Siniša Stevović, Executive Director, NGO “Most”, Žabljak
6. Srdja Keković, Secretary General of the Public Administration and Judiciary Trade Union, Podgorica
7. Natalija Milošević, Senior Associate, Union of Employers of Montenegro, Podgorica
8. Mili Prelević, Editor, daily “Dan”, Podgorica
9. Dijana Radonjić, Marketing Manager, T-com, Podgorica
10. Veselin Pavićević, Professor, Faculty of Economics, University of Montenegro, Podgorica
11. Predrag Vulikić, Adviser to the Vice President of the government of Republic of Montenegro, Podgorica
12. Miodrag Dragišić, Team Leader, Social Inclusion, United Nations Development Programme (UNDP), Podgorica

APPENDIX 2: 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

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
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1.2 - Depth of citizen participation

Description: How deep/meaningful is citizen participation in civil society? How frequently/extensively do people engage in civil society 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
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 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
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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

Description: What is the extent of communication between civil society actors?

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

1.5.2 – Cooperation

Description: How much do civil society 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
On average, CSOs have an adequate and secure financial resource base.	Score 3

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 goal.	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 - ENVIRONMENT¹¹⁹

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

¹¹⁹ 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.

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

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%.	Score 0
Sub-national share of government expenditure is between 20% and 34.9%.	Score 1
Sub-national share of government expenditure is between 35% than 49.9%.	Score 2
Sub-national share of government expenditure is more than 49.9%	Score 3

2.2 - Basic freedoms and 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 context¹²⁰

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?

Social and economic conditions represent a serious barrier to the effective functioning of civil society. More than five of the following conditions are present: 1. Widespread poverty (e.g. more than 40% of people live on \$2 per day) 2. Civil war (armed conflict in last 5 years) 3. Severe ethnic and/or religious conflict 4. Severe economic crisis (e.g. external debt is more than GNP) 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)	Score 0
Social and economic conditions significantly limit the effective functioning of civil society. Three, four or five of the conditions indicated are present.	Score 1
Social and economic conditions somewhat limit the effective functioning of civil society. One or two of the conditions indicated are present.	Score 2

¹²⁰ 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.

Social and economic conditions do not represent a barrier to the effective functioning of civil society. None of the conditions indicated is present.	Score 3
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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 spiritedness¹²¹

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 registration¹²²

¹²¹ The score is derived by averaging the means for the three variables (1. claiming government benefits, 2. avoiding a fare on public transport and 3. cheating on taxes).

¹²² 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.

Description: How supportive is the CSO registration process? Is the process (1) simple, (2) quick, (3) inexpensive, (4) following legal provisions and (5) consistently applied?

The CSO registration process is not supportive at all. Four or five of the quality characteristics are absent.	Score 0
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, 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 philanthropy¹²³

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 – Civil society actions to promote democracy

Description: How much does civil society 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-based support and / or strong public visibility.	Score 3

3.2 – Transparency

¹²³ 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 and (2) the range of CSOs supported by the corporate sector. Both elements are combined in the indicator score descriptions.

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 – Civil society actions to promote transparency

Description: How much does civil society 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 civil society arena

Description: To what extent is civil society 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 is strongly denounced by civil society at large.	Score 3

3.3.2 – Civil society actions to promote tolerance

Description: How much does civil society actively promote tolerance at a societal level?

No active role. No CS activity of any consequence in this area can be detected.	Score 0
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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 civil society arena

Description: How widespread is the use of violent means (such as damage to property or personal violence) among civil society actors to express their interests in the public sphere?

Significant mass-based groups within CS use violence as the primary means of expressing their interests.	Score 0
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 – Civil society actions to promote non-violence and peace

Description: How much does civil society 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 civil society 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 – Civil society actions to promote gender equity

Description: How much does civil society 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 – Civil society actions to eradicate poverty

Description: To what extent does civil society 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

3.7 - Environmental sustainability

Description: To what extent do civil society actors practice and promote environmental sustainability?

3.7.1 – Civil society actions to sustain the environment

Description: How much does civil society 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

Description: How active and successful is civil society in influencing public policy?

4.1.1 – 4.1.2 - Human Rights and 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. ¹²⁴	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 and 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
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

¹²⁴ 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.

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 capital¹²⁵

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 civil society 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

¹²⁵ To score this indicator, we make use of the measure of trust (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 and 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).

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

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