I- GENERAL STRUCTURE OF PUBLIC ADMINISTRATION

The Constitution of the Republic of Croatia has separated the affairs of state administration and the affairs of local self-government. The local self-government affairs are regulated by separate laws.

1.1- THE STATE ADMINISTRATION AFFAIRS

The state administration affairs are discharged by ministries, state administrative organizations and, in the first instance, by county offices and city offices of the City of Zagreb, since Zagreb has the position of a county. The Constitution defines a county as a local administration and self-government unit. As a local administration unit, it is responsible for discharging certain state administration affairs through county offices (decentralization of discharging of central state administration affairs of local importance). Exceptionally, a special law may delegate individual state administration affairs to the local self-government and administration units or to legal entities vested with public authority.

Pursuant to the Constitution, local self-government units may be, in accordance with law, a municipality, a district or a town at the lower level or a county at the higher level of local self-government.

The work of state administration bodies is supervised and coordinated by the Government of the Republic of Croatia. The House of Representatives of the Croatian National Parliament carries out general supervision over the work of the government, including the state administration bodies.
The state administration affairs include direct implementation of laws and other regulations, enactment of regulations regarding implementation, conducting administrative and other supervision, monitoring the situation in the fields for which the state administrative body was established, drafting of laws and other regulations and carrying out other administrative and professional affairs defined by law.

1.2- POLITICAL, FISCAL AND ADMINISTRATIVE AUTONOMY

The resources for the work of state administration are provided in the state budget of the Republic of Croatia. Resources for the work of state administration carried out by the bodies of the local self-government units on the basis of special laws are also provided in the state budget.

The local self-government and administration is independent in discharging the affairs from its self-governmental scope of competence, although the central bodies of state administration conduct supervision over the legality of their work and daily operation. The Law establishes the powers of local self-government bodies in individual fields of local importance, but it does not provide an exhaustive list of all the affairs to be carried out by the bodies of local self-government and administration. Local self-government units have their income with which they independently dispose within their self-governmental scope of competence and the law establishes the sources of their income.

II- LEGAL DIMENSIONS OF PUBLIC ADMINISTRATION

2.1- LEGAL BASIS

The functioning of state administration in the Republic of Croatia is regulated by the Law on the System of State Administration, the Law on the Government of the Republic of Croatia, the Law on the Organization and Competence of Ministries and
State Administrative Organizations, the Decree on the Establishment of County Offices, the Law on Budget and other special laws and regulations.

2.2- PUBLIC BIDDING PRACTICES AND PROCEDURES

The Law on the Procurement of Goods, Services and Works establishes the basic rules and conditions and regulates the procedures for the procurement of goods, services and work. The Law relates primarily to the bodies of state administration and other government bodies, including bodies of local administration and self-government. The provisions of the Law apply to procurement to be paid from foreign aid, public and private, as well as from loans stemming from international agreements. The government body placing an order must found a three-member procurement commission.

The basic way in which goods are procured is through public bidding. The Law also envisages the institution of international public bidding.

2.3- LEGAL SYSTEM PROTECTING THE CITIZENS AGAINST THE DECISION OF PUBLIC AUTHORITIES

The Constitution guarantees judicial control over the legality of individual acts of administrative bodies and other bodies vested with public authority. An appeal may be lodged against individual acts, actions and measures of bodies of state administration, of local self-government and administrative bodies and of legal entities vested with public authority in first instance affairs delegated to them. In cases where the appeal is not permitted, judicial protection is provided for. The Administrative Court of the Republic of Croatia decides actions brought against punishable administrative acts and carries out other affairs prescribed by law. The Constitution introduces the institution of the Ombudsman. The Ombudsman is an agent of the Croatian National Parliament
who protects constitutional and legal rights of citizens in the procedure before state administration and bodies vested with public authority.

**III- CIVIL SERVICE**

**3.1- LEGAL BASIS**

The Law on Civil Servants and Employees and on the Salaries of Judicial Officials regulates the status, rights, obligations and responsibilities of civil servants and employees in state administrative bodies.

**3.2- RECRUITMENT AND CAREER**

**3.2.1- Ways of entering / competitive examinations**
Civil servants are admitted to service on the basis of a public competition. Admission to the public service is subject to a mandatory three-month trial period. Civil servants must have qualifications prescribed by law or other regulations and are required to have passed the professional exam. They have the obligation of professional training relevant for their service.

**3.2.2- System of promotion and salaries**
Civil servants are promoted by appointment to a higher salary class, by periodic increases in salary, by appointment to a higher rank, appointment to a higher position or qualification for a higher position salary, according to their professional ability, performance, pension qualification period and years of service.

There is also an institution of extraordinary promotion, when, subject to legal conditions, a civil servant, independently of the conditions necessary for a regular promotion, may be promoted into an immediately higher rank.

Salaries are determined by classification into salary classes of a group of positions, rank and work posts.
3.2.3- Pension
The service of a civil servant is terminated by law when he/she fulfills the conditions necessary to obtain the right to a pension with 40 years of pension qualification period.

3.3- BASIC STATISTICS RELATIVE TO CIVIL SERVICE

- **6,776 civil servants** are employed in central bodies of state administration.

- **4,144 are women (61%)** and **2,636 (39%)** are men (excluding the Ministries of the Interior, Defense, Finance and Croatian Defenders from the Homeland War).

- **3,164 of these civil servants have university qualifications.**

IV- CIVIL SOCIETY CONFRONTING PUBLIC ADMINISTRATION

The most important media follow the work of public administration on a daily basis.

4.1- PLACE AND ROLE OF NON-GOVERNMENTAL ORGANIZATIONS (NGOs)

The founding, organization, legal position and termination of associations, as well as the registration and termination of activities of foreign associations are regulated in the Law on Associations. In accordance with the Law, an association is any form of voluntary association of citizens and legal entities with a registered office in the Republic of Croatia who, for the purpose of the protection and promotion of common environmental, economic, humanitarian, informational, cultural, ethnic and national, educational, social, professional, sport, technical, health, scientific and other interests, goals and beliefs, without an intention to make profit, are subject to the rules which regulate the organization and operation of this form of association. An association becomes a legal entity upon its registration in the Register of Associations.
A foreign association (an association founded and registered abroad, with the registered office abroad) may conduct its activity on the territory of the Republic of Croatia after its registration in the Register of Foreign Associations.

4.2- SYSTEM FOR IMPROVING CITIZENS’ PARTICIPATION

The House of Representatives of the Croatian National Parliament has working bodies which discuss all the issues within its competence. One of the working bodies is the Committee on Human Rights and Rights of Ethnic and National Communities or Minorities, which is responsible for the establishment and monitoring of the implementation of policy in the field of human rights. Within the state administration, the bodies of state administration are concerned with the system of the protection of human rights, within their respective legally defined competencies.

The Republic of Croatia is a signatory of numerous international agreements in the field of human rights.

V- ETHICS AND PUBLIC SERVICE

The Law on Civil Servants and Employees and on the Salaries of Judicial Officials regulates the responsibility of civil servants for the violation of their official duties, including criminal responsibility, if the offence which is the object of criminal procedure constitutes at the same time a violation of official duty.

An acquittal regarding criminal responsibility does not presuppose an acquittal regarding the responsibility for the violation of official duty which may be less serious and decided by the head of the body of public administration or it may be more serious and decided by the Court for Civil Servants.
The Criminal Law of the Republic of Croatia sanctions criminal offences against official duty, such as the abuse of position and powers, abuse of discharging of duties in public administration, unconscientious performance of service, failure to execute an order, etc.

The work of the bodies of public administration is public. Damage inflicted to any citizen or entity by illegal or improper action of a body of public administration is compensated by the Republic of Croatia.

*Public service is neutral* regarding the change of government.

**VI- MANAGEMENT AND GOOD GOVERNANCE**

**6.1- IMPORTANCE OF THE USE OF MANAGEMENT INFORMATION TECHNIQUES**

Information technology is increasingly being introduced into public administration. Computers are used to collect and process data and produce documents.

The introduction of an information system for the development and monitoring of the budget is underway. The Tax Service has its own information system. Data bases have been created in all the segments of public administration to resolve problems such as entry register, accounting and lists of capital assets. At the same time, data bases are being created which will, with time, be integrated at the state level. These relate to registers of civil servants, registers of associations and political parties and include data bases of electoral registers, records on civil status and land registry.

**6.2- INTRODUCTION OF MARKET-ORIENTED PROCEDURES**

At the present time, services provided by private companies and persons who do not work in public administration are mostly used for the introduction of information technologies. Contracts are awarded on the basis of bidding announced in accordance with the *Law on the Procurement of Goods, Services and Works*. 
Work is in progress on the creation of county data bases for electoral registers as well as records of civil status which will eventually have central “read-only” data bases in Zagreb.

VII- SENSITIVE BRANCHES OF PUBLIC ADMINISTRATION

7.1- HIGHER EDUCATION

The tasks relating to the system and development of curricula and syllabi in university education in the country and abroad as well as the provision of financial and material conditions for work and professional training of teaching staff, inspection of university education and other tasks connected with university education are carried out by the Ministry of Science and Technology, which is a separate body of public administration.

7.2- SOCIAL POLICY

Social policy and social affairs fall within the competence of the Ministry of Labor and Social Welfare, which is responsible for the system of social policy, social care, protection of children and other tasks in that field. The State Institute for the Protection of Family, Maternity and Youth was established as a special body of public administration. There are other government bodies responsible for social policy affairs, such as the National Council for Children, etc.

7.3- ENVIRONMENT

Several public administration organizations, such as the State Water Agency and State Administration for the Protection of Nature and Environment regulate environmental protection.
The above-mentioned bodies are also responsible for the development and implementation of policy in these fields.

**VIII- GLOBALIZATION**

In every segment of life, in its Constitution and laws, in international agreements and regulations, the Republic of Croatia undertakes measures for the adaptation of national public administration to the needs of economic globalization. The Government of the Republic of Croatia and individual bodies of public administration, each in its respective competence, are responsible for undertaking measures for ensuring adaptation to globalization.

**IX- THE MOST IMPORTANT CHALLENGE FACING PUBLIC ADMINISTRATION**

The basic goal of the Republic of Croatia is to create a small but efficient administration, which will be able to realize all its objectives and goals without unnecessary expenses.

Certain analysis has been done to that end, and certain measures have been proposed in order to achieve that goal.