



Case Study on Diversity Policy in Employment and Service Provision

Zagreb, Croatia



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1 The country: Setting the city and its diversity policies in context

1.1 Brief history of migration

Croatia, as we know it today, is a very young nation that declared its independency just 16 years ago. Talking about migration and population dynamics is strongly connected with the effects of the Yugoslavian war and its ethnic conflicts between 1991 and 1995.

In the first years of war, nearly 280.000 people left Croatia – whereof 120.000 went abroad and about 160.000 (mainly Serbs) fled to other parts of the then re-forming Yugoslavia. Nine years later, 112.000 people returned to Croatia, including 36.000 Croatian Serbs who were repatriated after they came back from the Federal Republic of Yugoslavia or the Republic of Srpska. Beyond this 25.000 (out of the 250.000) Croatian-Serbs who were registered in the FR Yugoslavia and in Bosnia at that time, tried to go back to Croatia within the government's Return Programme. In 2000, the UN Refugee Agency (UNHCR) still cared for 47.000 people in Croatia: 13.000 refugees, 30.000 returnees, 4.000 internally displaced. It is important to mention that the vast majority of those had been Bosniacs from the Republic of Srpska (one of the two political entities that constitute the Federation of Bosnia & Herzegovina). Apart from immigration from outside, the government had to deal (and in parts it still has to) with a great number of internally displaced people who had abandoned or even lost their homes because of the military conflicts¹.

Due to the break-up of Yugoslavia and the war, Croatia (just like Slovakia and Slovenia) has been an emigration country in the early 1990s before it became a main destination for immigration (refugees that went abroad, people displaced by war) the last ten years: Compared to some other nations of former Yugoslavia, the young nation's governmental structure can be seen as constantly stable since the Dayton based peace-agreement in 1995 and its economy is booming. Nevertheless the total population is not growing since immigration equals the negative natural increase (-2.1%) only.

Looking back some years, the total number of new immigrants to Croatia per year is on a constant decline (1997: 52.343, 2000: 29.385, 2003: 18.455, 2005: 14.230). In 2005, 94.0% of the total population were Croatian citizens, and, like the years before, people from Bosnia & Herzegovina formed the biggest group of immigrants (58.7%). In relation to the total population migrants are of a younger age, the majority of immigrants are between 15-49 of age.

As an effect of war and its aftermath, not only total population is on a constant decline but also the number of various national minorities (see also Tab.2). The number of Serbian people for instance reduced drastically from 12.2% in 1991 to 4.5% in 2001 (201.631)², in many areas that had a relatively dense and homogenous population consisting of members of one ethnic minority, the share of national or ethnic minorities rapidly declined to a marginal number. Maybe as a consequence of their now very small number, the Serbian minority can be seen as a relatively distinct community, organized in many regional and national associations, with several own radio stations and a political party, called the 'Serbian Democratic Forum' which had been established in 1991 already. In contrast to the Serbian minority, Bosnians as the second largest group aren't such a prominent community.

¹ source: <http://www.nationsencyclopedia.com/Europe/Croatia-MIGRATION.html>

² source of statistical data: <http://dzs.hr/Eng>

Concerning the socio-economic status of ethnic minorities it can be said that most of the groups are integrated more or less well although on sometimes lower social level. This is not the case looking at the Romanies living in the country – it is a relatively autochthonous minority with a lower integration level (officially counted 9.463 in Croatia in 2001). It is important to mention that the status of the most of Roma people in Croatia is very low, one could say, they are ‘at the bottom of society’ (official evaluation says that a good part of Roma people are integrated and some don’t even declare themselves as Romanies). Living conditions are sometimes slum-like, concerning settlements in and around Zagreb as well as those in rural areas, unemployment and illiteracy are widespread. Until 2003, Roma people in Croatia weren’t organized very well.

Table 1: International Migration of Population, by Country of Citizenship

Country of citizenship	2001.		2002.		2003.		2004.		2005.	
	Immigrants	Emigrants	Immigrants	Emigrants	Immigrants	Emigrants	Immigrants	Emigrants	Immigrants	Emigrants
Total	24 415	7 488	20 365	11 767	18 455	6 534	18 383	6 812	14 230	6 012
Croatia	22 256	6 670	18 368	11 120	16 355	6 114	16 857	5 871	13 374	5 509
Europe	1 991	244	1 762	325	2 006	186	1 442	177	797	171
Austria	11	-	27	1	21	-	19	2	12	2
Belgium	4	-	1	-	3	-	1	-	1	-
Bosnia and Herzegovina	843	131	678	203	782	95	570	95	294	89
France	8	-	12	-	15	1	5	1	5	1
Italy	38	1	48	-	72	1	41	-	26	2
Serbia and Montenegro	438	69	341	80	462	53	320	53	159	32
Hungary	10	-	7	-	9	1	5	-	11	-
Macedonia	213	22	224	20	215	10	146	8	87	17
Netherlands	9	1	13	1	10	-	6	1	4	-
Germany	105	4	100	5	116	5	98	9	63	9
Poland	8	2	17	2	21	-	18	-	7	-
Russian Federation	57	6	46	1	34	1	19	1	10	-
Romania	16	-	21	-	24	2	8	-	5	-
Slovenia	99	6	98	8	103	10	98	6	64	13
Sweden	3	-	3	-	7	-	4	-	5	-
Switzerland	18	1	18	-	15	2	14	-	9	1
Ukraine	34	1	39	3	27	2	21	-	9	3
Great Britain	8	-	15	-	12	-	10	-	5	-
Other European countries	69	-	54	1	58	3	39	1	21	2
Asia	23	1	34	-	31	3	37	1	23	-
Africa	16	-	11	-	6	-	3	-	4	-
North and Central America	21	2	19	1	35	4	23	1	17	-
Canada	6	-	7	1	3	1	5	-	1	-
USA	11	2	11	-	25	3	18	1	14	-
Other countries	4	-	1	-	7	-	-	-	2	-
South America	11	-	12	-	7	-	12	-	4	-
Oceania	7	-	4	-	6	-	6	-	6	-
Australia	7	-	1	-	6	-	6	-	6	-
Unknown	90	571	155	321	9	227	3	762	5	332

Source: Central Bureau of Statistics; http://www.dzs.hr/Eng/Publication/2006/7-1-2_1e2006.htm

Immigrants who came from Ex-Yugoslavia are mostly of Croatian origin and are Croatian citizens – so they might be called people with ‘migration background’, but they aren’t migrants in the proper sense of the word.

1.2 National policy context: law and policy on diversity in employment and service provision

On the other hand, integration policy in the form of supporting ethnic minorities is well developed. Since early 1990’s the Croatian Government is continuously subsidizing publishing, cultural societies, libraries, activities to preserve cultural heritages and minority-related research projects. Therefore some studies conclude that apart from the sometimes difficult economic situation and existing prejudices within the Croatian population minority groups can enjoy a high degree of minority rights and freedom³. Especially within the last years some remarkable efforts have been made improving Croatia’s minority policy: Whereas additional efforts in the field of minority rights were urged by the European Commission in 2004, this aspect did appear no longer in the Commission’s updated opinion Croatia’s application for EU membership in 2006⁴. The **Constitutional Act on the Rights of National Minorities** in the Republic of Croatia has been adopted by the Croatian Parliament at the session on 13th December 2002.

According to the Constitutional National Minorities Act, the national minority members elect their representatives in a way and pursuant to the conditions stipulated by the Constitutional Act with an objective to promote, preserve, and protect the national minorities' position in the society and in order to participate in public life and local affairs administration via councils and national minority representatives in local and regional self-governmental units. National Minority Councils in a territorial self-governmental unit are entitled to:

- propose the measures to improve a national minority position in the state or in a portion thereof to the self-governmental unit bodies, implying the proposals of general act bills that regulate the issues important for a national minority before the decision-making organs;
- nominate the candidates for duties in the state authority and self-governmental units’ bodies;
- be informed on each issue to be discussed by a self-governmental units’ representative body’s working organs if a national minority’s position is concerned;
- state their opinions and proposals concerning the radio and television stations' national minority broadcasts or the ones pertaining to minority issues on the local and regional level.

In this context, an example for meeting EU accession conditions, the Croatian government installed the Office for National Minorities that works and coordinates minority issues on national level and implemented a National Programme for the Roma in 2003 in order to enhance integration of Roma (and multiculturalism in Croatia in general). But on national level the superordinate National Minorities Committee (established in 2003) is the most important institution dealing with minority issues. This government consultative body consists of elected representatives of various national minorities and is, among other things, responsible for the appropriation of budgetary funds for activities of national minorities, like

³ Simic, Mila: Areas of Implementation of Ethnic Rights of Members of National Minorities in the Republic of Croatia 1998, <http://www.ceeol.com>

⁴ http://www.ec.europa.eu/enlargement/croatia/eu_croatia_relations_en.htm

minority cultural or vocational training programmes etc. These funds are the working basis for all concrete measures that are implemented or supported by the Office for National Minorities. Considering the increase of these funds of about 21% (compared to 2006) in 2007, this is a clear sign of promoting and enhancing integration of National Minorities set by the Croatian government.

In 2007 the Council published monthly reports on its work; issues are widespread and reach from cultural and social to economic integration. Obstacles and difficulties concerning the implementation of some minority related laws had been items of the Council's agenda as well as the question how the access to education or media can be eased for members of National Minorities (<http://www.nacionalne-manjine.info/informacije.htm>).

With funding from the EU CARDS programme the Council for National Minorities started a project in 2003, to improve its approach to issues on National Minorities. Main topics within the project were to detect needs and obstacles concerning the daily work of the Council. Finally a handbook was published containing results of that analysis as well as some advice for members of the national or regional Councils how their daily work can be organized in a more effective and problem-oriented way. Besides that, some general information is given, concerning for example various facts worth knowing about integration or the correct way of dealing with minority languages, cultures, traditions etc.

Another important aspect of that project had been a broad image campaign that should contribute to enhance the public awareness of the Council itself and the work that is done by it. Another aim of the campaign was to increase the voter participation within the minority groups (<http://www.nacionalne-manjine.info/docs/Prirucnik.pdf>).

In counties where more than 1.5% of the inhabitants are members of a National Minority, local Councils of National Minorities are elected. Those local councils work as coordinating and contact points concerning local programmes or initiatives. Similar to the Council for National Minorities on national level, these local councils also have consultative function for the regional or local government (see also 3.2).

Extract from the Constitutional Act on the Rights of National Minorities, Zagreb 2002

Art 3 (2): „Ethnic and multicultural diversity, the spirit of understanding, mutual respect and tolerance contribute to the enhanced development of the Republic of Croatia.“

Art 5: “A national minority in terms of this Law shall be considered a group of Croatian citizens whose members have been traditionally inhabiting the territory of the Republic of Croatia and whose ethnic and/or religious characteristics differ from the rest of the population, and who are motivated to preserve these characteristics.”

Art 11 (1): “Members of national minorities shall have the right to education in the language and script used by them.”

Art 11 (6): “Teachers in schools with instruction in the language and script of an national minority shall be members of that national minority...”

2 The City

2.1 Brief description of the city: location, history

Undoubtedly, Zagreb is the most important city in the national geographical context of Croatia. It rapidly changed from a local centre in former Yugoslavia to the capital of a young nation with all the related functions. Within not so many years, Zagreb and its urban region shaped up to the country's most important regional cluster in some trendsetting industries like research & development, telecommunication, high technology or global services and business trade. Thus educational level, knowledge and information skills of the regional labour-force are above-average compared to all other regions of the nation. Zagreb's GDP (measured in 2003 by counties in billion of Euros) was 8,26 and so about four times higher than the GDP of Split-Dalmatia county or Primorje-Gorski Kotar county (2,1). A bit more than a fifth of total national workforce is situated in the metropolitan area of Zagreb and the unemployment rate of about 8,5% is only half of the national percentage.

The gap between Zagreb and the second- and third largest cities (Split and Rijeka) is even constantly growing: in economical and cultural regards as well as under demographic aspects. Despite of the general decrease of population that affects the whole nation the city grew rapidly in the last years (779.145 inhabitants in 2001, 973.667 in 2005). Considering the Zagreb-orientated structure of the national traffic infrastructure as well as all the above mentioned regional differences the trend towards a clear monocentric pattern is obvious⁵.

2.2 City's migrant population, its history and characteristics

In the early 1990's, Zagreb had been one of the main destinations for (Croatian and Bosnian) refugees during the Croatian war of independence, but no reliable statistical information exists that could illustrate how many of them tried to settle down in the city in a long term. Since the economic progress and the positive structural development of Zagreb is now lasting for some years, the city becomes more and more attractive for migrants because of economic, social and other reasons (e.g. the availability of apartments owned by the city).

Nevertheless the total share of ethnic minorities is relatively low (about 5.2%, see tab.2). Within the ethnic minorities Serbians are the largest group (2.41%), followed by Bosnians and Slovenians. Compared to other European cities, the number of migrants from Asia or Africa is still very low. Officially counted about 2.000 Roma people are living in the capital, but their actual number is estimated much higher (up to 9.000). According to representatives of the municipality no 'problematic' minority groups can be found in Zagreb, except the Roma minority. Besides their critical economic and educational situation, these people live in highly segregated areas, which are considered as 'very dangerous' by most of Zagreb's residents. Members of other ethnic minorities seem to be integrated much better in the urban society; their socioeconomic situation is often not very different from average Croatian residents. Concerning immigrants from Asia or Africa no secure statements can be given in order of their small number and lacking academic studies dealing with their probably specific situation.

The religious affiliation also shows a significant statistical distribution: 87.1% of people living in Zagreb are Catholics, 2.1% Islamic, 2% Orthodox and 8.8% of other religious affiliation.

⁵ Njegac, Drazen: Zagreb in the Network of European Cities. Zagreb 2004, S. 12

Table 2: Ethnical minorities in Croatia and Zagreb 2001

	Croatia	Zagreb
Total	4 437 460	779 145
Croats	3 977 171	716 344
Ethnical minorities - total	331 383	40 066
Albanians	15 082	3 389
Austrians	247	53
Bosniacs	20 755	6 204
Bulgarians	331	110
Montenegrins	4 926	1 313
Czechs	10 510	813
Hungarians	16 595	841
Macedonians	4 270	1 315
Germans	2 902	288
Poles	567	133
Romanies	9 463	1 946
Romanians	475	37
Russians	906	250
Ruthenians	2 337	123
Slovaks	4 712	171
Slovenians	13 173	3 225
Serbs	201 631	18 811
Italians	19 636	277
Turks	300	65
Ukrainians	1 977	333
Vlasi	12	1
Jews	576	368
Other European peoples – total	20 706	4 290
Peoples of Africa	156	50
Peoples of South America	111	30
Peoples of North and Central America	210	86
Peoples of Australia, New Zealand and Oceania	47	16
Peoples of Asia	571	292
Ethnically uncommitted	89 130	15 649
Of that, regionally committed	9 302	39
Unknown	17 975	2 322

source: National Bureau of Statistics, Zagreb, Census 2001]

2.3 The city authority: tier of government, responsibilities, structure (brief explanation)

As the capital of Croatia the city of Zagreb has a special status which is regulated in the National Constitution. According to this Zagreb is a self-governing authority responsible for all public affairs of the City itself and the County of Zagreb.

The administration bodies of the city are divided in a representative body (City Assembly) and the executive body (Mayor and City Government). The members of the City Assembly are elected in direct elections; these members elect the mayor and other members of the City government on the mayor's proposal by majority vote. The City government consists of 11 members.

The mayor is head of the executive authority; two deputies are assigned to the mayor. The administration of the municipality is organized in 12 City Offices, three City Bureaus and three City Services. These subunits are responsible to the mayor and the City government.

Local self government is organized in 17 City Districts which are represented by the City Districts Councils. The members of these Councils are directly elected by the respective residents.

3 The city's approach to diversity

3.1 Historical background: explaining reasons for the city's approach, including influence of national policy and of the media.

First of all it is important to point out that ,diversity' as an elaborated political concept or ,diversity management' as a concrete implementation of it doesn't exist yet. Within the municipality's mission statement 'diversity' as a concrete term is also lacking. As a consequence of this, neither an office/department can be found that would be responsible or deal with 'diversity' issues, nor any implemented measures directly concerning that issue. Even on national level, diversity policy isn't picked out as a central theme yet.

But on the other hand the Croatian government and the city of Zagreb considered issues on autochthonous minorities, the so called **National Minorities**, as important and as mentioned above (1.2) a constitutional basis had been established to guarantee members of such National Minorities some fundamental rights. As a consequence of the passing of the Constitutional Law on the Rights of National Minorities the city of Zagreb established the 'Department for Promoting Human Rights, Gender Equality, Relations with National Minorities and Religious Communities and Civil Society Development' because the local level is considered as the one for concrete implementation. This department is closely connected to the Mayor's Office (it's a part of a Mayor's Office) and that shows the significance of minority related issues within the municipal administration.

Considering Yugoslavia as a former multi-ethnic state and Eastern Europe's socialistic past as a whole, it is obvious that Zagreb as the capital of one of the young nations emerged from those structures, still has to deal with different issues concerning autochthonous minorities. For Croatia in general and its capital as one of the country's socio-economic and socio-cultural 'culmination points' in particular the integration of national minorities is one of the main challenges on the way to a stable and peaceful future. Regarding the historical

background and the relatively low number of migrants from countries which aren't declared as members of a national minority, it is comprehensible that integration policies focused on national minorities.

3.2 Objectives of the policy/approach; to which categories of the city's population it applies and to which sectors of employment, services and external agencies.

Even if it may not be a 'diversity' approach in the proper sense of the word, the city's approach to issues related with national minorities should be mentioned here.

Basically, there are two main strategies to improve the 'status' of members of national minorities: First, the national minorities in the City of Zagreb have their own elected councils and representatives. Roma National Minority Council, for example, has 25 members who have been elected under the conditions determined by the Constitutional Act for participation in public life and administration of local affairs through the Council in the unit of self-government. The Council is actively included in the activities of the representative body of the City of Zagreb. Besides the representatives on political level, the city provides financial and administrative support for various cultural activities (<http://www.multikultura.org/> is a good example for a big project that deals with cultural diversity) or promotion measures like vocational training for members of national minorities.

In order to receive the city's support some preconditions have to be fulfilled by the submitters, first of all they have to be a member of a national minority with registered residence in Zagreb. In a second step the council of national minorities has to approve the proposal. In case of a successful approval the responsible department/office of the municipality will take care of the project.

Running projects vary from multicultural/art events to concrete education measures for Roma children or improvement of living conditions in some urban areas. That shows that a great bandwidth of the city's population can take part or even profit from those measures and that sometimes (especially via multicultural music or art events) a broad public can be reached.

This policy approach can be seen as a strategy to fund concrete measures on the one side and to sensitize the urban society to diversity as a phenomenon of all day life on the other.

3.3 Responsibility: elected representatives and officials

As mentioned above, national minorities are represented on municipality level by elected representatives of their groups. The 'Department for Promoting Human Rights, Gender Equality, Relations with National Minorities and Religious Communities and Civil Society Development' is the central municipal office which organizes and coordinates all minority related tasks that come up.

3.4 Collaboration with social partners and non governmental organisations in policy development and implementation

Regarding policy development there is no direct cooperation with social partners or other NGO's this field remains the domain of the political and municipal institutions. But different NGO's, cultural associations or social partners are strongly involved in implementing different projects (there are for example 36 Roma-NGO's that do cooperate with or are funded by the municipality).

3.5 Policy and practice on monitoring progress

An elaborated monitoring system doesn't exist. But all projects that are funded or supported by the municipality respectively the outcomes of those projects have to be presented to the department which had been responsible for implementation.

3.6 Key challenges faced in implementation and broad lessons learnt

No information available.

3.7 Potential future development

No information available.

4 Employment: policy, practice and outcomes

4.1 Profile of city employees: data

In 2006, 2.711 people were employed in the municipality and there are exact data showing the share of members of national minorities (4.5%, see Tab. 3). Detailed statistical data is not available but according to the experts many of these 115 employees who are members of a national minority are working in higher positions.

4.2 Employment diversity policy including target sections of the population to which it is directed and occupations covered

Within the municipality there aren't any limitations to employ people with migration background; equal treatment to all job applicants is guaranteed by law. As a consequence of this potential employment depends on professional and educational skills of the applicants. Some preconditions have to be fulfilled by all applicants: knowledge and fluent speaking of the Croatian language and permanent residence and working permit in Croatia. Concerning the situation of members of a National Minority Article 22 of the Constitutional Act on the Rights of National Minorities is the legal basis which guarantees the employment of national minority members in public service on national as well as on local level.

4.3 Challenges and tensions in development and implementation policy

No information available

4.4 Recruitment, training and promotion

As already mentioned in 4.2, recruitment and employment doesn't depend on the nationality of applicants or employees – equal treatment to all job seekers is guaranteed. As a matter of fact there aren't any special recruitment, training or promotion guidelines concerning diversity. Migrants aren't targeted for particular posts or vocational training *within* the municipality – as mentioned above (3) vocational trainings etc. are supported for members of national minorities in general.

Furthermore the city doesn't have any quotas for the employment of migrants.

4.5 Equal pay and working conditions

Salary and working conditions do not depend on migration/national background of employees but is based on collective labour agreements for public services.

Table 3: Structure of employed members of national minorities in municipal governing bodies of the city of Zagreb

NATIONAL MINORITY	Gender		professional qualification				status (clerk, employee)		employment period		employed in (also specify the local self- government unit)	total
	M	F	university	college	high school	primary school	clerk	employee	indetermined time	determined time		
ALBANIANS												
AUSTRIANS												
BOSNIACS	2	13	7	1	4	3	11	4	15		City of Zagreb	15
BULGARIANS		1	1				1		1		City of Zagreb	1
MONTENEGRINS		2	1		1		2		2		City of Zagreb	2
CZECHS	2	1	3				3		3		City of Zagreb	3
HUNGARIANS	2	3	2		3		4	1	5		City of Zagreb	5
MACEDONIANS	2	3		2	3		5		5		City of Zagreb	5
GERMANS	1	1	1	1			2		2		City of Zagreb	2
POLES		1	1				1		1		City of Zagreb	1
ROMA												0
ROMANIANS												0
RUSSIANS												0
RUTHENIANS												0
SLOVAKS	1		1				1		1		City of Zagreb	1
SLOVENIANS	4	4	2		6		7	1	8		City of Zagreb	8
SERBIANS	20	45	25	3	30	7	53	12	62	3	City of Zagreb	65
ITALIANS												0
TURKS												0
UKRAINIANS												0
VLASI												0
JEWS												0
UNKNOWN	1	3	1	1	2		3	1	4		City of Zagreb	4
OTHER		3	2			1	2	1	3		City of Zagreb	3
NATIONAL MINORITY	35	80	47	8	49	11	95	20	112	3	City of Zagreb	115
TOTAL	115		115				115		115			

4.6 Harassment

No incidents are known or would have been announced where employees were discriminated because of their migration background.

4.7 Accommodation of cultural and religious needs

No such measures planned or required by employees of different cultural or religious backgrounds.

4.8 Health and safety

No information available.

4.9 Induction of language tuition

Since all employees have to be competent in Croatian language no such courses are offered.

4.10 Recognition of qualifications

Qualifications of applicants that were gained abroad are checked in individual case, it doesn't depend on the applicants' nationality. The recognition of foreign diplomas for example requires various certificates and legally attested translations. In detail following documents and information have to be provided by the applicant:

- Original document of qualification/diploma
- Certified translation into Croatian
- Degree programme (duration, structure, study subjects/lectures/ seminars, including a short abstract for each)
- A copy of the diploma or doctoral thesis has to be provided on CD-ROM
- Inscription requirements in the home country
- Certified copies of other high level degrees
- Proof of citizenship
- Marriage certificate (as the case may be)

The costs of the application amount to 60 Euros and have to be paid by the applicant. The 'Agencija Za Znanost I Visoko Obrazovanje Nacionalni ENIC/NARIC Ured' is the central institution where those applications are handled. It takes about three months until the examination of the application is finished. Since nostrification is the field of activity of a national institution the municipality itself doesn't have decisive influence over that process.

Diplomas that were awarded before 1991 in former Yugoslavia are recognized without any examination.

4.11 Complaints

No information available.

4.12 Special initiatives

No further initiatives exist or planned.

4.13 Monitoring

Until now no special monitoring system exists that would focus on the situation of employees with migration background.

4.14 Impact of policy and lessons learnt

No information available.

Concerning diversity issues it has to be asked what role trade unions play and to take a look at their official statements. But just as well ‘Diversity’ is not a top priority issue on political (and municipal) level, Croatian trade unions do not dwell on that issues as well. Integration of foreigners or members of National Minorities is not a specific issue. Most of the trade unions don’t even have elaborated statements or sections that would deal on that. On the other hand there are in fact many statements, measures and projects developed or organized dealing with gender politics and women’s integration. Within the trade unions the awareness of gender issues is obviously much more developed than the awareness of diversity issues. A great number of empirical studies that were initiated by different trade unions dealing with integration of women and related issues emphasize that (for example: www.nhs.hr; www.rshr.hr; www.unicro.hr).

5 Diversity in service provision

5.1 Services provided and contracted out

People with migration background are treated equal to Croatian citizens when they have a permanent residence permit, so no special services concerning diversity are provided. But nevertheless the *National* Bureau for Employment offers special courses, vocational trainings or IT training programs for people with migration background. This is not in the sphere of competence of the municipality.

5.2 Diversity policy in services, including target sections

As mentioned above (3) the city department for ‘Promoting Human Rights, Gender Equality, Relations with National Minorities and Religious Communities and Civil Society Development’ is the coordinating department for supporting and funding initiatives on National Minorities issues. For migrants in general there aren’t any special service provisions that would relate to diversity.

As a special kind of diversity strategy could be seen a school programme for National Minorities in Zagreb that offers pupils of five different minority groups (Hungarian, Macedonian, Jews, Serbs – and planned: Czechs) to attend classes where the official language is one of these minority languages. National and municipal government share the costs for that project. There is also a kindergarten program for Roma, Hungarians and Jews. Also, there is additional education in primary school for Hungarians. There is a primary school for Jews and (high school) a gymnasium for Serb and Muslims.

In this context the ‘Zagreb Strategy for Children 2008-2012’ is also worth to mention because it contains a chapter just about children members of national minorities. There one can find

information about preschool and primary education of children of the Roma minority. There are two kindergartens that have special programs for Roma children and which are free of charge. According to the Constitution of the Republic of Croatia and other subordinate legal acts, inclusion of Roma children in regular primary education as also in other activities is encouraged. Pupils of lower assets are provided with organised meals.

For children of Hungarian national minority there is a bilingual preschool program and bilingual primary education in which are financed 2 combined sections in Hungarian language.

Preschool education is organised for children of Jewish national minority, religious education kindergartens. Also, there is a Jewish primary school 'Hugo Kon' with 26 pupils in 5 sections.

In September, children of Czech national minority will have additional classes in Czech language in primary school.

There is a private high school for children members of Serbian national minority 'Kantakuzina-Kataritna Branković' with public rights (36 pupils in 3 sections).

The Islamic community has a private high school Zagrebačka Medresa "Dr. Ahmed Smajlović" with public rights (85 pupils in 4 sections).

One of the priorities of the City of Zagreb is to fulfil the needs of members of national minorities, enrichment of their cultural and development of their national identity through education and financing of diverse programs.

5.3 Employment profile of service providers

No information available, because data sources normally do not specify migration backgrounds.

5.4 Access to services

Accessibility to services is guaranteed in the Croatian legal order to everyone with a permanent residence permit.

5.5 Monitoring of success and outcomes identified

No information available.

5.6 Cultural awareness of staff

No specific trainings or seminars are offered or planned concerning this issue.

5.7 Discrimination against service users

No information available.

5.8 Special initiatives

There are no initiatives monitored.

5.9 Impact of policy on access to and quality of services and lessons learnt

No information was given concerning these issues.

6 Conclusion: Key challenges, lessons and learning for CLIP

Looking at Croatia or Zagreb in terms of ‘diversity policy’ the central question one has to ask is: WHY doesn’t ‘diversity’ play a role in politics and administration?

Answers can be found in different fields. Considering for example the share of people with migration background in total population, Croatia as a whole and Zagreb as its capital have relatively homogenous structures and the country still doesn’t face a worrying increase of migration of foreigners.

Concerning the implementation of a ‘diversity approach’ neither national nor the local legal frameworks are very progressive at the moment. But one has always to consider that Croatia is a very young nation and its institutions and structures are still in another stage of development as Middle or Western European political systems or administrations are. Looking at some Western European cities that have a comparatively long tradition in community building, gender politics and diversity, one can see that even these municipalities needed more than 20 years to develop diversity approaches as we know it today. In some cases the diversity approach emerged or is based on the national or local gender framework. Thus it can be seen as an important step in the right direction that gender issues gain more and more importance at all levels (government, administration, trade unions).

Even if there might be no strong demographical, political or intellectual pressure at the moment concerning the development or implementation of diversity approaches as we know it from Western or Middle European cities, there are various activities and approaches dealing with national minorities which can be seen as a special form of diversity policy.

Despite the fact that not all groups of migrants profit from these measures (and because of this one could raise the objection that policies like this tend to result in an unbalanced integration progress) the approach to integrate national minorities can be seen as an important first step to an open and more diverse society.

Appendix

The following persons in the municipality were contacted directly; the meeting took place on 19.09.2007-20.09.2007

Mr. Marijan Maras

Head of Mayor's Office

Mrs. Elizabeta Knorr

Head of Department for Promoting Human Rights, Equality of Genders, Relations with National Minorities and Religious Communities and Civil Society Development

Ms. Jana Radić

Expert Assistant in the Department for Promoting Human Rights, Genders Equality, Relations with National Minorities and Religious Communities and Civil Society Development