

# The role of the civil/nonprofit organisations in the local development policy

ADRIENN REISINGER  
Széchenyi István University  
9026 Győr, Egyetem tér 1.  
Hungary  
[radrienn@sze.hu](mailto:radrienn@sze.hu)

## Abstract

*The state and local government actors play an important role in the local development, they ensure the legal framework to the realization of the goals. But the key actors of the development are those local actors, who can promote the development through their activity.*

*The main role of the transition countries in the almost past two decades is the learning of democratic and decentralization processes, this type of learning is still in progress. In this type of learning the civil/nonprofit organizations have important role. On the one hand they can shape communities, on the other hand they can contribute to realizing the development goals and to satisfy the local needs, because these organizations are close to the citizens during their activity, they are informed on the local needs, and they can relay them to the decision makers.*

*The aim of my paper is to show how the civil/nonprofit organizations can participate in the local development procedures. On the basis of a survey made in a Hungarian region during 2007 I would like to answer the following questions: How do the participation forms of the civil/nonprofit organizations appear in the practice? How could be the organizations involved in the survey shaping their community and the social and economic processes? What kind of role do they have in the local democratic processes?*

**Key words:** civil/nonprofit organisations, local development, citizen participation, participatory democracy

**JEL Classification:** R58

## 1. Introduction

The aim of my paper is to introduce the role of civil/nonprofit organisations in the development policy. In order to familiarize this topic I begin with introduction the conceptual systems of local development, civil/nonprofit organisations and participatory democracy then the potential role of civil/nonprofit organisations in local developments is detailed.

In the second half of the paper I assume the results of my survey conducted in autumn in 2007 in Hungary, in West-Danubian region which examined the activity of civil/nonprofit organisations for settlement development and their role in developments. My summary and recommendations close the paper.

## 2. Definitions: development, civil society

### 2.1. The meaning of development

When we talk about development, the differences between growth and development must be clarified. Behind the word growth there is a quantitative approach ([1] Stöhr 1990), the element of territorial unit have to be much more extended and bigger. The approach of development is qualitative; something must be not bigger but better. Usually economic issues are behind growth, but the interpretation of development is more complex. Moreover it must be distinguished a spontaneously and a conscious development ([2] Ugrin – Varga 2007). A territorial unit can develop spontaneously, but often it has to be intervened in its processes, this means conscious development. In this case citizens are not just spectators of the development procedures but they are also active actors involved in the strategic planning of their settlement. So citizens are able to contribute to make their surroundings more beautiful and attractive also for the local actors and also for the others who would like to live, work or

run a business at the settlement. Stiglitz ([3] 1998) defines development as a procedure which is able to widen the horizon of people and ensure possibilities to fight against isolation.

The regional development can be explained as the complexity of such activities which influence conscious the territorial unit ([4] Pap – Tóth 2005, [5] Süli-Zakar 2003, [6] Szigeti 2006, [7] László – Pap 2007). The settlement development is a kind of conscious and complex action, wherefore the given settlement is changing, the quality of the citizens is improving, and the settlement is getting more attractive ([4] Pap – Tóth 2005; [8] Kőszegfalvy – Loydl 2001; [9] Farkas 2005; [5] Süli-Zakar 2003; [6] Szigeti 2006, [7] László – Pap 2007, [10] Rechnitzer 2007, [11] Gömörly – Hübner – Tóth 2003).

It is important to talk about the subjects of development. There are two types of approaches of it ([10] Rechnitzer 2007, [9] Farkas 2005, [6] Szigeti 2006): a narrower and wider approach. The narrower one means that development is characterized by such activities which result in physical levels (e.g. roads, buildings). The wider approach is more complex than the narrower one. Any territorial unit can be considered as an economical, territorial and physical unit, that's why also the economic and social processes are needed to be considered during the regional and settlement development ([8] Kőszegfalvy – Loydl 2001). Some literatures call this complex process holistic development ([12] Pike – Rodríguez-Pose – Tomaney 2006, [13] El-Mously 2007). In this way we can speak about economic development, rural development, community development, infrastructure development and so on. All these types of development can be characterized by complex processes, that means, all of the actors (e.g. state actors, local government actors, civil society, citizens, companies, institutions) who are concerned with the development are involved in the development procedure. This type of development can guarantee that also social and economic demand of the society will be satisfied, so a more effective welfare system can be shaped. To be able to live in a society like this, it is not enough to build roads and buildings, it is needed to be able to build communities who are responsible for their life and do not wait for the national and local government actors to make their life better.

## **2.2. Civil and nonprofit organisations – Hungarian approaches**

It is not easy to define exactly civil and civil/nonprofit organizations, because there are several approaches of these organisations, and there are several different names for them like third sector, voluntary sector; depending on the attributes of the sector. Mária Anna Bartal ([14] 1999) defined the definition of civil organisations in the following way: the civil society includes those citizens' initiatives which are voluntary for the citizens, and free from state interventions.

Nowadays this definition is often confused with the definition of the civil/nonprofit organizations, which is incorrect. The civil/nonprofit organizations are only those ones in the civil society which have legal status. It means that the nonprofit sector is a narrower category, but it is also a wider one, because the civil/nonprofit sector also includes organisations which are established partly or completely by state actors ([15] Kuti 1998). These organizations are out of civil sector because of their establishment.

In this paper I use the civil/nonprofit doublet to indicate the organisations as it is almost impossible to draw clear line between civil and/or nonprofit regarding the nature of organisations. Under the expression civil/nonprofit organisation I understand such organisational form which has been established by citizen and/or national, self-government will in favour of realization individual, community or public purposes voluntary. In the empirical part of my paper I will use the expression of nonprofit organisations because I have researched only organisations with legal status so the subjects of survey have been only nonprofit organisations (associations, foundations and quasi-non-profit organizations).

### 3. The approaches of citizen participation

The concept of the wider development approach can not be separated from the followings: citizen participation, participatory governance and participatory democracy. The aim of this chapter is to conclude shortly how these processes are connected to the development.

The principle of the participatory democracy is that also national actors and also social and economic actors take part voluntary in the processes shaping their environment ([16] Sartori 1999). Danesh Chekki ([17] 1979) means by development as a power of the citizens: they are able to do so kind of actions which can influence the decisions of state actors.

The most important questions by the definition of the participatory democracy are the followings: Who and in what are needed to be involved to be realised effective development procedures? How can the determined actors participate in the decision-making? The answer on the first question could be easy by the Hungarian and international literature ([2] Ugrin – Varga 2007, [18] Chanan 1997, [19] Nizák – Péterfi 2005, [20] Cook 1975, [21] Haberlein 1976): citizens have to be involved. However a question was brought up in connection with the participants: what do the citizens mean?

In my opinion there can be three types of meaning of the citizens in connection with the participatory democracy, these are the followings:

- direct participation: citizens take part personally,
- indirect citizen participation through civil and nonprofit organisations,
- indirect citizen participation through national and for-profit organisations.

In the first case citizens take part direct in the development procedure, citizens represent themselves. In the third case citizens are only secondary actors, here national and for-profit organisations are important, in this case the personal interests stay in the background. The second case takes place between the first and second ones. In this case the citizens' ability to enforce their interests realised through civil and nonprofit organisations. The aim of the establishment of civil and nonprofit organisations is to represent the interests of citizens and to realise the aims of the organisations. In literatures on participation are the first two cases in the foreground. In my paper I deal with also these cases, but the analyses of the Hungarian survey refers only to the role of the civil/nonprofit organisations.

The citizen participation has a different approach. There are two main form of citizen participation by the Council of Europe ([22] Participation of Citizens... 2000). The first is the political role of the citizens (by voting, by working in a political party in a direct on indirect way and by taking actions in an indirect way), the second is the participation in community actions (this form of participation is often means the involving the citizens into the work of a civil or nonprofit organisation). The indirect way has different methods, these are the followings:

- Informative and advisory participation: The main part of the participation is the information and the way of getting to information. Citizens are able to participate in the development procedures if they have relevant information about their environment, about the concepts of the settlement development and about the methods and facilities of participation. State and local government actors and experts need information from local citizens to implement effective development. Local citizens possess that local information which is necessary to make effective decisions. Without each other the development procedure can not be effective.
- Involvement into decision-making: This means that citizens participate not just in the pre decision-making but also in the decision-making. This kind of participation is considerably rare in the modern democracies, because neither the citizens nor the state actors are in a position to realise this process in the practice.

- Involvement into realisations of the development goals: It is important to allow the citizens to participate in the implementation of the goals.

Arnstein ([23] 1969) defines eight level of the participation named the ladder of public participation: the first group means the Nonparticipation – Manipulation, Therapy; the second group means the Tokenism – Informing, Consultation, Placation; the third group means Citizen Power – Partnership, Delegated Power, Citizen Control. In the practice the most common are the Informing, Consultation, Placation and Partnership. Burns et al ([24] 1994) defines also this ladder, but it has 12 levels. Chanan's ([18] 1997) participation view is a bit different: he defines two ways of participation. The first is the active citizenship; the second is the co-operation with the community sector and with other local actors in the form of partnership.

In my opinion this form of partnership offers such methods to citizens which ensure long term effective development. I agree with those authors ([2] Ugrin – Varga 2007, [19] Nizák – Péterfi 2005, [16] Sartori 1999) who think that the highest level of participation (Delegated power, Citizen Control) can not be realised in the practice. In this case the power would be both at the citizens and national actors, because also the citizens would have the right to make decisions. The conditions of these decision-making are not available. In this relation the citizen participation would be realised in the practice between the representative and participatory democracy. This type of practice is more than taking part in the elections as citizens, the possibility is open for people to tell their opinions, to get and transmit pieces of information, but do not allow them to take part in the decision-making directly.

Citizen participation has an indirect effect on the welfare system for example through the more positive attitudes of citizens by hearing them in the development procedure. So they can express themselves and have the ability to enforce their interests.

The presented forms of citizen participation have many types of methods which make social and economic processes more effective through the involvement of citizens. These methods are shown in the next part of my paper.

### **3.1. The advantages of citizen participation**

Citizen participation in the development procedures promotes to shape local social communities, to improve social interactions amongst people, hereby the balanced development of social and economic processes. People learn thinking also at the community level, so they are able to solve problems in a higher quality level. As further advantages can be mentioned that the participation strengthens the democratic processes and the sense that people live as a full member of the society ([25] Goldfrank 2002). The latter one is very important especially in the case of the socially excluded citizens.

Cahn and Camper ([26] 1968) draw up the following arguments in connection with the participation:

- people feel that they are important actors in the society,
- the individual social capital of the citizens appears cumulative which makes more effective development procedures,
- citizens are active participants of their settlement and region, they have voice in the development issues.

It is important to emphasise that citizen participation has not got only social and psychological advantages but it has economic impacts, too. But this approach is not mentioned often in the literatures. If citizens are involved in development procedure, they can express their interests better, so they will be more balanced and can fulfil more effectively at their workplace, which could mean better economic indicators ([27] Pateman 1970). Also positive effect is the favourable atmosphere at the workplaces. Better community

communication can create also better implementation of the goals of the company through the capacity of the employees with better communication skills.

Citizen participation has a positive effect on the budget of the settlement. Projects – supported by the local actors – can be profitable not only short but also long term, and can serve not only the interests of politicians but also the interests of other actors. In this case the results of the development are accepted also by local actors, so protests against the development procedures will not occur. This type of development can save lot of money for the settlement and also for the country, because the development plans are harmonized, so projects with no future will not be realised.

If citizens are aware of that they have important role in the development procedures, and they really take part in it, they will realise that the use of the local and national funds are effective, the trust in the local and state actors can deepen, which can strengthen the democracy in a country. In this case all of the tasks of the state actors can be satisfied more effective; people can live in a better society.

#### **4. The role of civil/nonprofit organisations in development policy**

In Hungary in period passed since transition the activities of civil/nonprofit organisations have become more differentiated; it has appeared those organisations too that have been not only for fulfilling needs of a small community but for participating in local public affairs and social processes ([19] Nizák – Péterfi 2005). It has established continuously those organisations too which goals have been to develop a settlement, area or the participation in development procedures at least (organisations for economic development, settlement development, environment protection). However, this role of these organizations in the wide range practice is not yet clear defined in our country, on one hand because of the legislative conditions are also incomplete, and on the other hand the attitude of actors involved in development is not suitable in all cases. In my opinion the main problem is that there is not any measure which would define exactly what is meant under participation in development, its enforcement on local, regional and national level and who and what kind of obligations are rights may have got in this process. Therefore neither the tasks nor the actors are not identified exactly so the consistency in cooperation between actors, experts and planners may be involved is often lacking.

The appearance of civil/nonprofit organisations in development policy can be originate in that process which has put forward the participation of local actors in (local) developments, allowing them to be active participant in social and economic shaping of their environment by using their internal resources.

From development aspect my interpretation of the role of civil/nonprofit organisations are the following extended ideas of Nizák–Péterfi ([19] 2005) and Pálné ([28] 2008):

- 1) There are civil/nonprofit organisations which operational basic is strongly connected to policy, eg. in form of delegating member, active politics
- 2) Although the second group of organisations are not direct participant in public force but the active participation is typical. Kakai ([29] 2004) defines the participatory of organisations in the following: participation in local legislation, in local public affairs and in strategic development. The elements of this trial division can not be divided sharply in the practice even so I will focus on detailing their development role. I divide the organisations belong to this class into two main groups:
  - a) The purpose and main activity of establishment connects to local development, they provide development tasks directly. Here can be found those organisations like eg. civil/nonprofit organisations for settlement development, economic development, interest enforcement.

- b) The main activities of organisations are not directly the development but under their operation they provide many tasks relating to development directly.
- 3) The third group of organisations is not the part of public force and can not be characterized by active participation so their role connecting to development appear only indirectly through shaping community, delivering opinion and information (communication channel – bridge role).

According to trial division it can be stated that almost civil/nonprofit organisations have got any role in development procedures even if they not focus especially on this activity during their operation. In my opinion every nonprofit organisations are able to act for development of a certain area and settlement, the organisations can create such possibilities in cooperation on local, regional level which contributes to be more developed and viable for a certain area.

The role in local development of organisations from the three groups can be connected mostly to the second group, I determined their role in development policy in the following:

- participation in municipality's work,
- participation in working out development documents,
- delivery opinion on development documents,
- realization of development purposes,
- management and realization of investments and projects,
- renovation, maintenance,
- building and shaping community,
- delivering opinion,
- operating as communication channel (bridge role).

The following table sums up the role in development policy of civil/nonprofit organisations.

**Figure 1: The role of civil/nonprofit organisations in development policy at local and regional level**

<b>Roles</b>	<b>Local</b>	<b>Regional</b>
to improve the quality of decisions	X	X
establish legitimacy	X	X
to create transparency	X	X
establishing contact between local actors	X	X
keeping contact between local actors *1	X	X
contribution to working out strategies with vision elements	X	X
increasing the security of strategic planning *2	X	X
organising local inhabitants into community	X	
offering possibilities for people to feel them important	X	
teaching the approaches of interest enforcement for citizens in organisational framework	X	X
building confidence	X	X
teaching for people how to think on common level	X	X
working out jointly development alternatives	X	X
gathering local ideas and opinions for development documents	X	X
participation as active actor in working out development documents	X	X
measuring the effects of scheduled changes on stakeholders	X	X
participation in implementation the development purposes	X	
evaluation of development procedures	X	
communication channel between citizens and state, local governmental actors	X	X

Sources: \*1 Own construction based on Fennell – Gavelin – Wilson ([30] 2008)

\*2 [31] Own construction based on Rechner 1998

Own construction.

Comment: Source of the first 5 roles \*1, Source of next 2 roles \*2, The others are own construction.

## 5. Importance of organisations for settlement development

In Hungary since transition beside the few organisation engaged in settlement development (handling mainly with beautifying villages and towns/cities) operated well already in socialism hundreds of organisations in this activity field have been established. In nearly app. one and a half decade the organisations for settlement development quadrupled their number. But in the first third of 1990s the initial enthusiasm has been diminish which has been noticed in other activity fields too due to more strict economic regulation. Then in further years of the decade the increasing willingness for establishment was typical, in 2000 after some decline 2 401 registered nonprofit organisations for settlement development operated in Hungary. Since millennium the continuous growth can be observed, in 2007 already 3 797 organisations operated in our country, their majority – as in every year since 1993 – is associated organisation.

The question arises that why the role of nonprofit organisations is important in settlement development. The appearance of nonprofit organisations as settlement developer meant and means that there is need from citizens to do anything for nicer and more liveable environment on local level, the local knowledge of inhabitants is needed too in order that the development and improvement of a settlement would be supported not only from above but from under as well. The main task of organisations for settlement development is to contribute to improvement of a certain settlement and its narrow and wider environment through their operation. In addition they should make recommendations on settlement strategy during its working out and implementation process, with their application activity they contribute to expansion of resources for developing the settlement, they should inform the citizens about development ideas and last but not least they should “shaken up” local communities as their opinion is needed too in order that the development of settlements proceeds into the right direction. So their role in shaping and developing community is very important in the whole settlement or even in its wider and narrower environment.

In my opinion in Hungary despite of the fact that the number of organisations for settlement development increased from 1990s and is increasing continuously nowadays as well, their social and economic assessment was not adequate and it is not today yet. I think that the majority of these organisations are not able to present the power that their interest could be represented in activities for development a settlement or even a bigger territorial unit, in application process they are considered as partners only in a few cases. Based on my results it is caused for two factors ([32]; [33]; [34] Reisinger 2006, 2007a, 2007b): on one hand the majority of organizations (like the other national nonprofit organizations) do not dispose of enough financial and human resources, and on the other hand the national development practice is still not completely prepared for nonprofit organizations in development processes. It does not mean that the hundreds of organisations did not play and play important role in the developments; the work of every operating organisation is needed, the imperfections project the guidelines of promotional possibilities in the future.

In 2007 the 12,7% of organisations for settlement development operated in West-Danubian region, in 45% of these settlements (the highest proportion was in Zala County within the region with its 50%) has been registered organisations for settlement development in that year. 62.6% of the organizations operated in villages, a higher rate can be observed only in the South-Transdanubian region (inter alia because of the nature of settlement network).

## **6. Participation of organisations for settlement development in West-Danubian in development policy**

### **6.1. Methodology of questionnaire survey**

Based on settlement-level data base provided in summer of 2007 by Central Statistics Office (CSO) in 2006 447 nonprofit organisations engaged in settlement development operated in West-Danubian region. I conducted a complex questionnaire survey among the organisations between September 2007 and January 2008. During the survey two questioning methods were used: postal and personal interviewing with professional questioners. The questionnaire survey aimed three goals:

- to get information about operation of organisations (establishment, basic activities, charity, employment, voluntaries),
- to map in detail the activity of organisations, to examine their role in settlement development,
- to familiarize – focuses on settlement development – the management of organisations.

During the survey 195 pieces of questionnaire has been sent back. (I note here that although sampling did not happen, the population of respondents is mentioned as sample in the analysing captures) The majority of visited organisations (107 organisations) operated in one county, in Győr-Moson-Sopron County, 80% of them has been filled the questionnaire. In 252 settlements among 655 settlements of the region has operated nonprofit organisations for settlement development, 135 settlements among them has been in the sample. In the sample the settlements of 92,7% of Győr-Moson-Sopron County, 29,5% of Vas County and 37,6% of Zala County have represented among the settlements disposing with organisations for settlement development.

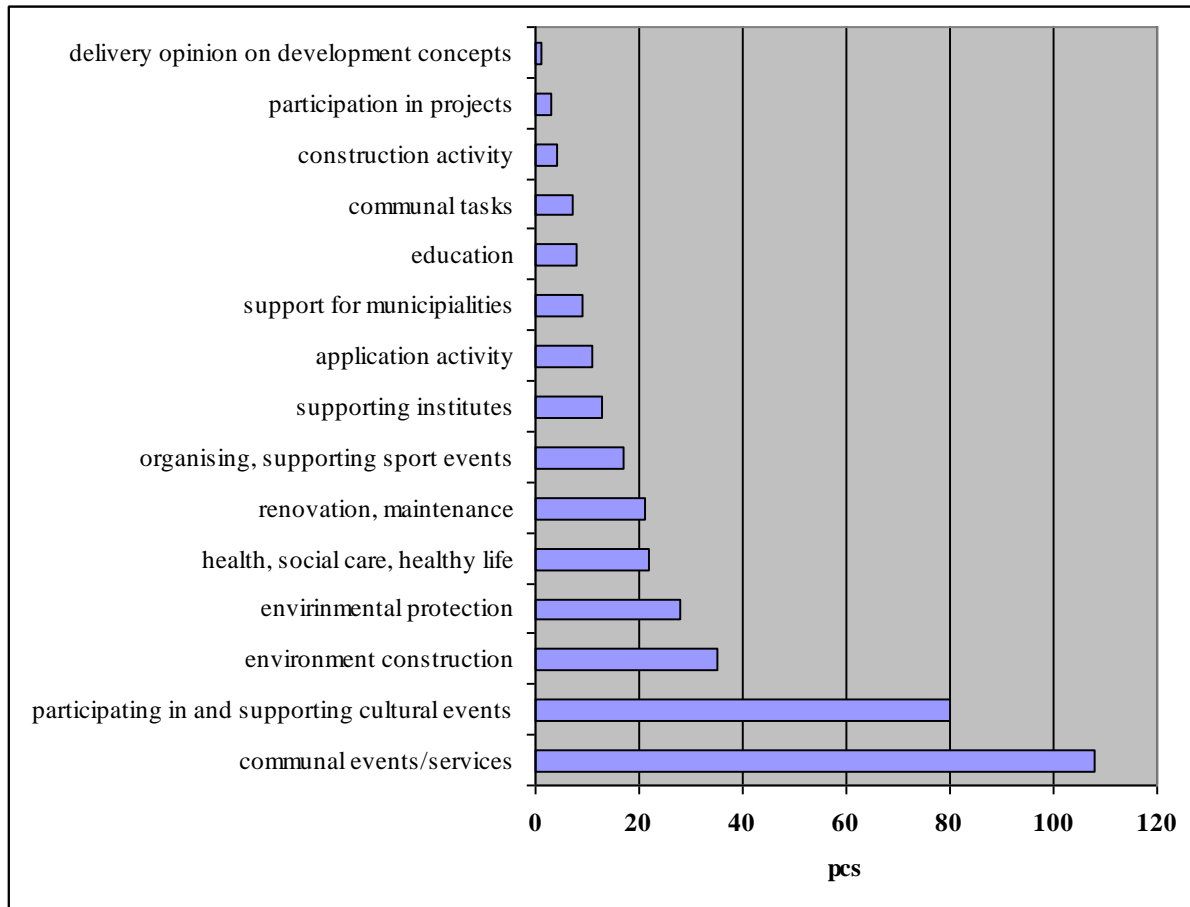
### **6.2. Activity of organisations**

The main role in participatory of civil/nonprofit organisations is that they operate as a communication channel between the citizens and decision makers, implementing this way a sort of information bridge function. The focus is on mutual information flow, the goal is for parties to acquire more information during the development process.

Examined the participatory of organisations for settlement development it should be mentioned what the core activities of these organisations are and why they have been established. During my survey the organisations needed to order themselves into an activity category designated by CSO (no further details) and they needed to formulate their operating activity. It was important because of two reasons. On the one part the classification of CSO does not display those activity fields which are undertaken by nonprofit organisations for settlement development, on the other part the organisations had the opportunity to explain their activity by own words which provides for me more information. On the basis of responses of organisations the activities have been grouped as shown in *Figure 1*. One organisation could be classified into more categories which mean that under head of settlement development the organisations could operate in a variety of activities as well.



**Figure 1: The activities of organisations according to activity groups by their words, N=195**



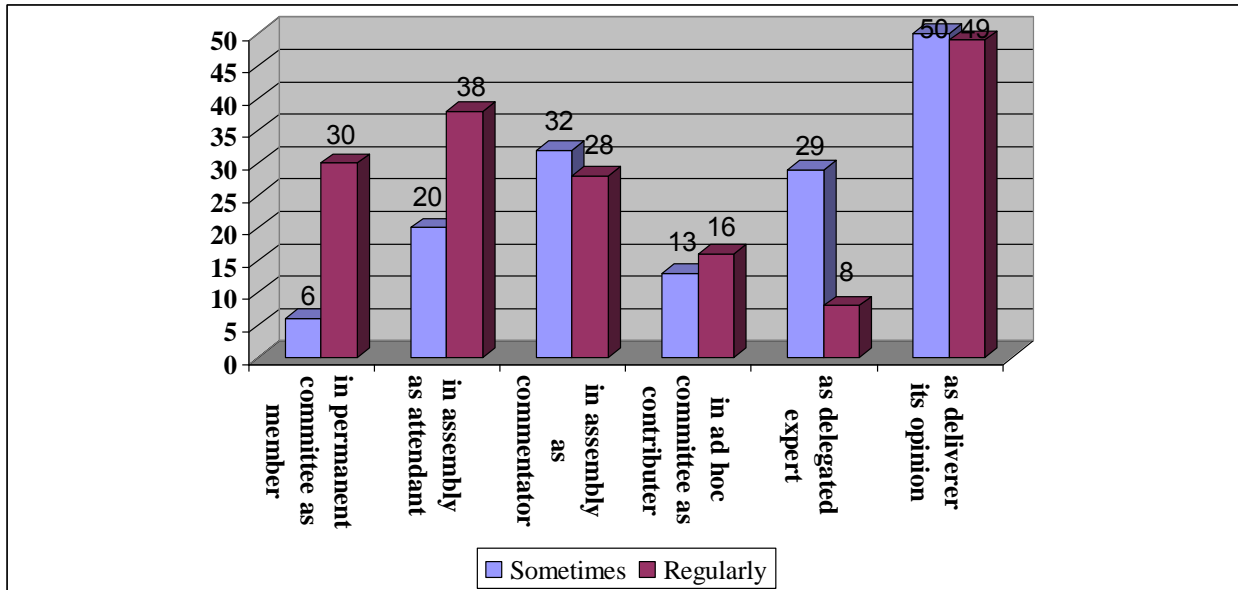
*Source: Own research.*

*Comment: one organisation could be classified into more activity area.*

The figure presents that a significant part of organisations are engaged in activities related to cultural, sport, health care and social field, the effective development activity concentrates on beautify the settlement in many cases. There are typically lots of organisations which operate on more thematic area at the same time, eg. beside cultural activities they make renovation and beautify the settlement. According to things above the organisations approach the settlement development not from physical but typically “soft” side which means that they participate primarily in shaping community, beautifying the environment and not in larger-scale development work.

### 6.3. Participation in decision-preparing work of municipalities

During the survey I examined the proportion of those organisations which have the opportunity to participate in decision-preparing work of local municipalities, how they enforce their interest and what is typical for them. The *Figure 2* presents those forms of activities as they are able to participate in work of local municipalities. 113 from 195 organisations stated that in sort of form they are able to participate in this work, more than the half of both urban and village communities answered yes, the proportion of towns and villages agreed with the proportion in the total sample aside from a few decimal points differences, so according to my survey the participatory in work of local municipality is not influenced by the type of settlement (town–village).

**Figure 2: Number of organisations participating in work of local municipalities, N=195**

Source: Own research.

During my survey I was curious that how determining is the person of founder and important people in organisation's management and in life of settlement (eg. national political actor, mayor, deputy mayor, participants in management of settlement's institutions, public figures etc.) in case of certain participatory form. According to my assumption those organisations have opportunity to contribute to decision-preparing work of local municipalities in higher proportion that are founded by settlement's municipalities. The foundation by municipality has been more determining in case of participatory in assembly and ad hoc committee but in this case only in a less degree and typically only in case of regular contributors (the proportion of the municipality and private founded organisations was higher by 10 percentage point). So it can be stated that the personality of founder does not influence whether an organisation could participate in decision preparing work of local municipalities. During my analysing process I can conclude that the well-known persons in management affect the participatory in decision-preparing typically only in a less degree. In case of organisations disposing with public figures the rate of participatory was higher by 10-15 percentage points.

I experienced in many cases mainly in case of villages that the leader or secretary, representative of the organisations is the mayor or representative of the settlement as well so the organisational and municipality life are merged in practice as they do their activities together. One of the mayors expressed that the organisation has been established also to help for the village by participating in applications where eg. the municipality could take part only by ensuring more own contribution. In my opinion this kind of interconnection is positive as the civil and municipal actors can cooperate closer with each other but on the other hand if the activities over-confluent, the nonprofit organisations will lose the functions they are treated as civil and not part of political life. This interconnection can be observed in urban areas too but as there are more organisations and the personal relations are less dominant, so this kind of phenomena appears less strongly while in such a small settlement where only a few organisations operate, these relations are more significant.

I should add that a leader of a small town organisation mentioned that if he would not been a representative, the organisation would not have any chance to understand the issues of settlements because the municipality would not allow to see into the processes happening there.

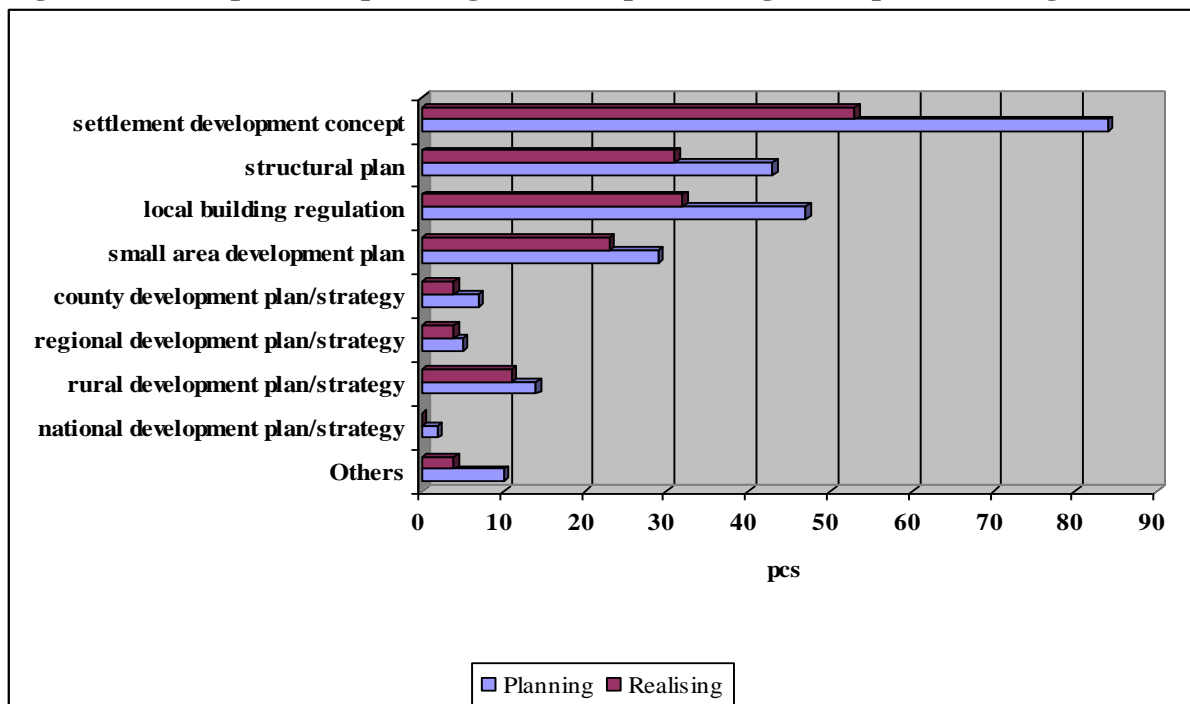
I think that the participatory in decision-making work could be credible and could open really for nonprofit world if real cooperation is characterized by the parties. So the decision makers will open for organisations and the organisations will realize their participatory rights. According to leader of one urban organisation the organisations and citizens (the subjects of democracy) still do not feel (he added that it was not made felt with them) that they have any rights in municipal works. In his opinion it is not a good practice that the municipalities always send invitation letters to assemblies, committees because the local actors have got the right to attend on them. I addition the invitation letters address only a narrow group who are near to “the fire” through its activities and relations.

#### 6.4. Participation in preparing, planning of development documents

Beside the participatory in decision-preparing work of municipality the contribution to working out and planning development documents (the participatory in planning there are several forms: organising forums, listening and surveying /eg. questionnaire survey/ the citizens’ and local actors’ opinion and delivering it to decision makers, informing local actors by brochures and/or media, deliverance), implementing development purposes is an other participation form of nonprofit organisations where it is measurable in what extent the municipal decision makers allow the organisations to get closer to their activity. In my survey I have analysed the participatory on regional and national level too in order to be able to compare the activity of organisations on different regional levels. The national survey conducted in 2000 did not cover this thematic field and there is not other research examining this kind of participation activity so in this case a comparing analysis could not be carried.

The *Figure 3* presents summarized that how many organisations could participate in planning and implementing of development documents of a certain spatial unit. On the basis of these results it can be concluded that their participation in the highest proportion is in planning of settlement development concept and implementing its goals but the proportion of participants in implementation was only 63% from participants in planning.

**Figure 3: Participation in planning and/or implementing development strategies, N=195**



Source: Own research.

It is important to highlight that the 41,5% of surveyed organisations namely 81 pieces did not participate in preparing of any development document, 58 from them operated in villages. So it can be stated that 47,1% of organisations operating in villages and 32% of organisations operating in urban areas has been characterized by the complete lack of participation and the less populated is a settlement, the higher rate is the proportion of number of those organisations which do not participate in planning. The lack of contribution to realization of development goals was typical in case of 110 organisations namely more than the half of the organisations does not play any role in implementation of ideas. The rate of organisations (70%) operating in villages is higher in this case too. In the sample there are totally 78 organisations which did not participate neither in planning and nor in implementation, the rate of organisations operating in villages was more dominant as well.

None of the organisations has been among surveyed organisations which have been involved in planning or implementation of each type of documents. There was only one organisation which has undertaken tasks in planning of 5 documents and 8 ones participating in 4 documents, in case of implementation 5 organisations have been involved in 4 documents.

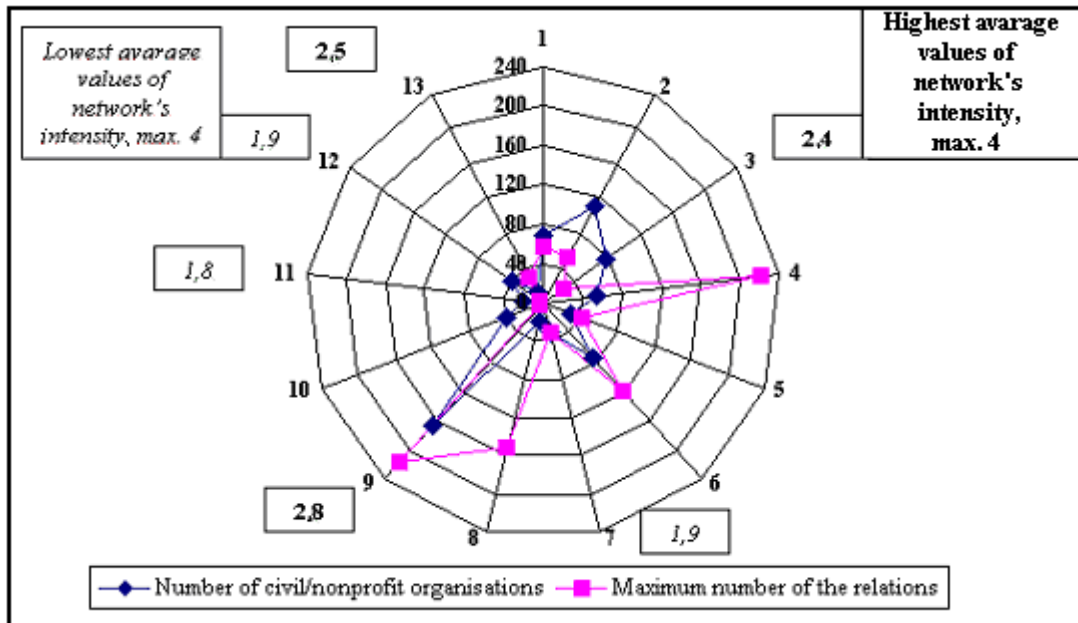
### **6.5. Networks in local development**

One of the important basics for nonprofit organisations is the kind of other social, economic actors they cooperate through their daily activity. It is important because of acquiring supports; it can be successful the campaigning donation and acquiring of any income if the organisations keep regularly contacts with their sponsors thereby communicating how the received resources have been used and what kind of activities the organisations carry on. In case of organisation for settlement development is particularly important the cooperating actors in developments. The developer organisations are established for keeping contact with many local actors so in their case the wide network is (would be) necessary. No survey or research aiming especially network of organisations for settlement development has been conducted yet, Márta Nárai ([35] 2008)'s survey conducted in West-Danubian region could provide as comparison relating to the thematic field.

Almost each of surveyed organisations (189) has got relations with a social or economic actor at least. *Figure 4* presents the main characteristics of organisations' network. Most of the organisations keep relations with municipalities (85,6%) and self-entrepreneurships (56,4%), only a low number of organisations maintained relations with ministries and organisations handling with any other activities. 17% of the West-Danubian settlement developer has got relation with only one single actor (*Figure 5*) which is typically the municipality (78%). The organisations with 2–5 relations covered the 60% of the sample. Only 7 organisations had got more than 10 relations including an organisation operating in a village with a population under 500 in Zala County. Contrary to observations experienced in survey conducted by Márta Nárai the surveyed settlement developer keep relations with less social and economic actors. But them it is true that the urban organisations dispose of more relations, the one reason inter alia that – agreed with Márta Nárai – there are more potential candidates for cooperation in urban areas thereby a network can be built up much easier. Among organisations for settlement development the result of Márta Nárai has been not confirmed that the public foundations, public benefit companies dispose of wider network, the 30% of settlement developer associations and 10,5% of public foundations have got more than 5 relations. In my opinion it may be due to that while almost only municipality took part in establishment of public foundations, the association has been established by individuals dominantly so it could be assumed that the organisations established and operating by municipality have got direct relations with more actors through municipalities so prevalent in

the less direct cooperation with various actors. The features of cooperation will be familiarized and detailed in the next two subsections.

**Figure 4: Main characters of organisations' network, N=195**



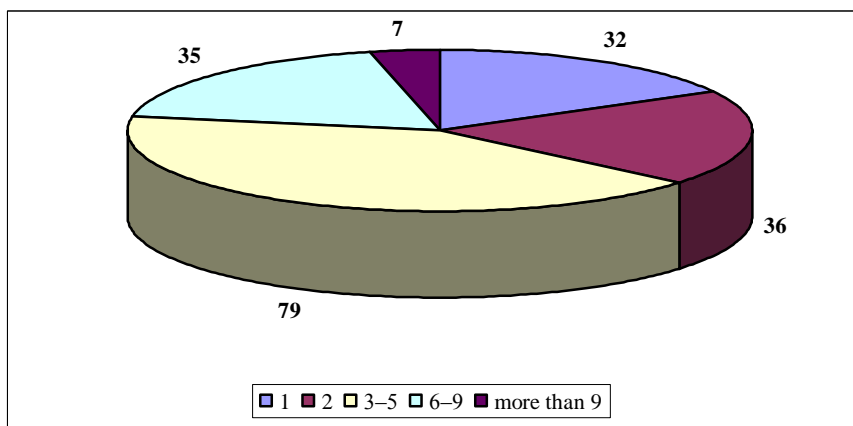
Source: Own research.

Comment\_1: 1: Business organisations, 2: Self-entrepreneurs, 3: Civil/nonprofit organisations handling with the same activity in the settlement, 4: Civil/nonprofit organisations handling with the same activity in the small area 5: Civil/nonprofit organisations handling with the same activity in other field of the country 6:

Civil/nonprofit organisations handling with other activities in the settlement, 7: Civil/nonprofit organisations handling with other activities in the small area, 8: Civil/nonprofit organisations handling with other activities in other field of the country, 9: Municipality, 10: County municipality, 11: Ministries, 12: Civil House, 13: Others.

Comment\_2: 1 – occasional, ad hoc, 2 – few times a year, 3 – intensive, monthly cooperation, 4 – very intensive, weekly, daily relation.

**Figure 5: Division of organisations according to number of relations, N=195**



Source: Own research.

## 6.6. Relations with citizens

One of the most important reason of establishment of nonprofit organisations is to fulfil those local, spatial needs which the market and public sector could not do so they have been funded for the citizens, enforcement their interests. In case of organisations contributing to settlement development it is particular significant; their role is to act as a channel between decision makers and citizens in issues influenced their narrow and wider environment. It is a two-way task: on one hand their role might be to gather citizens' opinion and ideas on developments about the settlement and to deliver to decision makers, on the other hand their role is determined in delivering the outlined ideas of municipal side to inhabitants. This latter is possible primarily if municipalities give the chance for organisations to participate in decision-preparing, contribute in planning of development documents so the organisations could access to relevant information and transfer their reactions to decision makers.

122 from surveyed organisations for settlement development stated that citizens contacted them, except one public benefit company and it was typical for associations. More known is an organisation and plays more intensive role in life of settlement, it is more likely that the citizens contact these certain organisations. During the survey I experienced that citizens look for organisations for settlement development not especially for purpose of settlement development, in many cases they contact them for advice, support in administration and events.

Settlement development issues have appeared in the following form:

- clear out, garbage collection,
- drawing attention to mess for certain fields,
- renovation of village house,
- consequences of thoughtless developments,
- requiring for support in filling questionnaires.

It is obvious that the purpose of relating raises not settlement development problems specifically; it is rather a call for paying attention on everyday environmental issues. This form of relating in positive which proves that citizens are informed about organisation, they know them and count on their support, but this form of relating does not connect to deliver opinions and outline the settlement's development directions. I think the reason is that the communication of organisations to citizens does not communicate clearly the opportunity that people have right to deliver its opinion on their surrounding and this could be effective if it works basically among the organisations. According to my survey, in addition the organisations were less effective to address citizens, 103 organisations said that they have already contacted local inhabitants in these topics:

- requiring support for events and village day,
- voluntary work,
- familiarization of settlement's values,
- gathering the dedications of 1% personal income tax,
- making comment on ideas of organisations,
- requiring support for renovations.

The list presents that the organisations find their place not for creating and realizing development goals the local inhabitants, they put rather their operation forefront.

Four organisations said that they had already conflicts with citizens: in one case a member of organisation (a village in Zala County) has been nominated for mayor which divided the inhabitants; an other problem was caused by organising a cultural event, retention sanitation, issues of nature protection.



## 7. Summary, recommendations

The effectiveness of the local development based on the fact that local and regional actors maintain active communication and could be able to cooperate with each other. The success of development activities depends always on how and what kind of players are involved in the procedure and how effective they can cooperate with each other and with the other actors of the economy and society. It can be concluded that the civil/non-profit organizations have high importance in that the development practice is implemented relating to fulfilment of local needs.

It is very important to highlight that these organizations can achieve real results only in that case, if their activity is supported from above on local and national level. It is needed that the leaders of settlements listen to the recommendations and ideas of civil/nonprofit organisations. Moreover, the aim would be that more organisations realize and use their role and possibilities in development and regional processes. But it is necessary that policy makers take this sector and its unused capacity into account actively. The more organisations will be involved actively in developments, the more effective will be the process of implementation and result.

Based on my survey conducted among organisations engaged in settlement development in West-Danubian region it can be concluded that the organisations are able to have any influence on development procedures from side of formation and development of communities, among others their revenue does not allow to take part in high value investments as finance. The majority of organisations are able to communicate with citizens but the question arises how those organisations could enforce citizens' interests which do not contact with local inhabitants? In my opinion for more effective communication in the future more consideration should be ensured (eg. through forums, events) to meetings and cooperation of citizens and civil/nonprofit organisations.

On the whole I think that for democratic functioning of a country it is needed in social and economic terms too that all actors – beside the national and self-governmental actors – participate in local development procedures that are affected by developments. On the one hand this way more effective decisions may be made, on the other hand people's integration could be facilitated also.

## References

- [1] STÖHR, W. B.: Introduction. – Stöhr, Walter B. (ed.) *Global Challenge and Local Response*. London and New York: The United Nations University, Mansell Publishing, 1990. pp. 20 – 34.
- [2] UGRIN, E. – VARGA, Cs.: *Új állam- és demokráciaelmélet. (New theory of the state and of the democracy.)* Budapest: Századvég Kiadó, 2007.
- [3] STIGLITZ, J. E.: *Towards a New Paradigm for Development: Strategies, Policies, and Processes*. Genova: Prebisch Lecture, 1998. [www.worldbank.org](http://www.worldbank.org) Downloaded: 10. 04. 2008.
- [4] PAP, N. – TÓTH, J. (eds.): *Terület- és településfejlesztés I. (Settlement and regional development I.)* Budapest: Alexandra, 2005.
- [5] SÜLI-ZAKAR, I. (ed.) *A terület- és településfejlesztés alapjai. (The basics of the settlement- and regional development.)* Budapest–Pécs: Dialóg Campus Kiadó, 2003.



- 
- [6] DR SZIGETI, E. (ed.): *Terület- és településfejlesztési ismeretek. (Settlement and regional development knowledge.)* Budapest: Magyar Közigazgatási Intézet, 2006.
- [7] LÁSZLÓ, M. – PAP, N.: *Bevezetés a terület- és településfejlesztésbe. (Introduction into the settlement and regional development.)* Lomart, 2007.
- [8] KŐSZEGFALVY, Gy. – LOYDL, T.: *Településfejlesztés. (Settlement development.)* Budapest: ELTE Eötvös Kiadó, 2001.
- [9] FARKAS, P.: *Egymásba kapaszkodva – Település és közösségfejlesztés a globalizáció korában. (Settlement and community development in the globalized world.)* L'Harmattan, 2005.
- [10] RECHNITZER, J.: A településfejlesztés tartalma és működési rendszere. Kutatásösszegző tanulmány. (The characteristics of the settlement development. Summary of a survey.) – RECHNITZER J. (ed.): *Település és fejlesztés. (Settlement and development.)* Budapest: KSZK ROP 3.1.1. Programigazgatóság, 2007. pp. 13 – 35.
- [11] GÖMÖRY, J. – HÜBNER, M. – TÓTH, Z.: *A településfejlesztés és rendezés tervezése. (Planning of the settlement development.)* Pécs: Magyar Urbanisztikai Társaság Pécsi Tudományegyetem PMMF Urbanisztikai Tanszék, 2003.
- [12] PIKE, A. – RODRÍGUEZ-POSE, A. – TOMANEY, J.: *Local and Regional Development.* London and New York: Routledge, 2006.
- [13] EL-MOUSLY, H. I.: *The Endogenous Development: An Approach to the Resurrection of the Civil Society.* Workshop Paper: Sustainable Disarmament For Sustainable Development, Alexandria, 11–12 Nov., 2007, Science&Technology Workshop, 2007. [www.inesglobal.com](http://www.inesglobal.com) Downloaded: 10. 02. 2008.
- [14] BARTAL, A. M.: *Nonprofit alapismeretek kézikönyve. (Book on nonprofit knowledge.)* Budapest: Ligatura Kiadó, 1999.
- [15] KUTI, É.: *Hívjuk talán nonprofitnak...* (Perhaps it can be called nonprofit...) Budapest: Nonprofit Kutatócsoport, 1998.
- [16] SARTORI, G.: *Demokrácia. (Democracy.)* Budapest: Osiris Kiadó, 1999.
- [17] CHEKKI, D. A.: *Participatory Democracy in Action: International Profiles of Community Development.* Bombay: Vikas Publishing, 1979.
- [18] CHANAN, G.: *Active Citizenship and Community Involvement: Getting to the Roots.* Discussion Paper. European Foundation for the Improvement of Living and Working Conditions, 1997.
- [19] NIZÁK, P. – PÉTERFI, F.: A közösségi részvétel – társadalmi és hatalmi beágyazottság (Community participation.) – MÁRKUS, E. (ed.) *Ismerd, értsd, hogy cselekedhess.* Budapest: EMLA, 2005.
- [20] COOK, J. B.: *Citizen Participation: A Concept Battery.* Columbia: University of Missouri Department of Regional and Community Affairs, 1975.

- 
- [21] HABERLEIN, Th. A. *Principles of Public Involvement*. Madison: University of Wisconsin Department of Rural Sociology, 1976.
- [22] *Participation of Citizens in Local Public Life*. Council of Europe, Strasbourg. 2000.
- [23] ARNSTEIN, Sh. R.: A Ladder of Public Participation. In: *Journal of the American Institute of Planners*. No. 4 (1969), pp. 216 – 224.
- [24] BURNS, D. – HAMBLETON, R. – HOGGET, P.: *The Politics of Decentralisation: Revitalising Local Democracy*. Macmillan, 1994.
- [25] GOLDFRANK, B.: The Fragile Flower of Local Democracy: A case Study of Decentralisation, Participation in Montevideo. In: *Politics and Society*. No. 1 (2002), pp. 51 – 83.
- [26] CAHN, E. S. – CAMPER, J.: Citizen Participation. – SPEIGEL, H: B. C. (ed.) *Citizen Participation in Urban Development*. Washington: N&L Institute for Applied Behavioral Science, 1968.
- [27] PATEMAN, C.: *Participation and Democratic Theory*. Cambridge: Cambridge University Press, 1971.
- [28] PÁLNÉ, KOVÁCS I.: *Helyi kormányzás Magyarországon. (Local governance in Hungary.)* Budapest–Pécs: Dialóg Campus Kiadó, 2008.
- [29] KÁKAI L.: *Önkormányzunk értetek, de nélkületek! (Governance for you but without you!)* Budapest: Századvég Kiadó, 2004.
- [30] FENNEL, E. – GAVELIN, K. – WILSON, R.: *Better together: improving consultation with the third sector*. Involve, Office of the Third Sector, 2008 [www.involve.org.uk](http://www.involve.org.uk)  
Downloaded: 20. 01. 2009..
- [31] RECHNITZER J.: *Területi stratégiák. (Spatial strategies.)* Budapest–Pécs: Dialóg-Campus, 1998.
- [32] REISINGER A.: Nonprofit szervezetek szerepe a település- és területfejlesztésben. (The role of the nonprofit organisations in the regional and settlement development.) – VI. Magyar (Jubileumi) Jövőkutató Konferencia, Konferenciakötet. (Hungarian Future Research Conferencebook.) Budapest: Arisztotelész Stúdium B., 2006. pp. 236 – 241.
- [33] REISINGER A.: Civil szervezetek szerepe a területi folyamatokban. (The role of the nonprofit organizations in the regional processes.) – REISINGER A. (ed.) *Széchenyi István Egyetem Kautz Gyula Gazdaságtudományi Kar, Multidiszciplináris Társadalomtudományi Doktori Iskola Évkönyv 2006 – Tudásmenedzsment és a hálózatok regionalitása. (Széchenyi István University Doctoral School Yearbook 2006.)* Győr: Széchenyi István Egyetem, 2007a. pp. 213 – 222.
- [34] REISINGER A.: Nonprofit Organisations in the ROP projects (2004–2006). Tradíció és Innováció Nemzetközi Konferencia Gödöllő, Előadások és Almanach. Konferencia CD

---

Kiadvány. (Tradition and Innovation International Conference CD.) Gödöllő: Szent István Egyetem Gazdaság- és Társadalomtudományi Kar, 2007b.

- [35] NÁRAI M.: *A nonprofit szervezetek helye és szerepe a helyi társadalmak életében – A nyugat-dunántúli nonprofit szektor helyzetfeltárása. (The role of the nonprofit organisations in the local societies – The characteristics of the nonprofit sector in the West-Hungarian Region.)* Doktori disszertáció, Győr–Budapest: ELTE Társadalomtudományi Kar, Szociológiai Doktori Iskola, 2008.