External and internal communication strategy
for the 2012 - 2015 period

www.porezna-uprava.hr

Zagreb, October 2012.
# Table of contents

1. Introduction ................................................................. 3  
2. Strategic analysis .......................................................... 4  
3. Mission ........................................................................ 4  
4. Vision ........................................................................... 5  
5. External and internal communication goals ........ 5  
6. Target audiences ............................................................. 6  
6.1 Target audiences in CTA's external communication ... 6  
6.2. Target audiences in CTA's internal communication .... 7  
7. Defining key messages ....................................................... 8  
8. Activities ......................................................................... 10  
9. Evaluation ......................................................................... 15  
10. Monitoring and reporting ..................................................... 16
## Abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Stands for</th>
</tr>
</thead>
<tbody>
<tr>
<td>CTA</td>
<td>Croatian Tax Administration</td>
</tr>
<tr>
<td>MF</td>
<td>Ministry of Finance</td>
</tr>
<tr>
<td>RAMP</td>
<td>Revenue Administration Modernization Project</td>
</tr>
<tr>
<td>PIN</td>
<td>Personal Identification Number</td>
</tr>
<tr>
<td>PR</td>
<td>Public Relations</td>
</tr>
</tbody>
</table>
Introduction

Croatian Tax Administration is an administrative organization within the Ministry of Finance. CTA's primary responsibility is to manage taxes and obligatory contributions. Within its primary responsibility Croatian Tax Administration, among others, conducts the following:

- Assessment and collection of taxes and obligatory contributions;
- Reviews tax returns, their timely submissions and liability;
- Determination of tax base and tax obligation;
- Tax audit - conducting tax audit and supervision of the calculation for obligatory contributions;
- Enforced collection - conducting enforced collection in order to collect taxes and obligatory contributions.

In order to achieve maximum efficiency, CTA continuously improves its services to tax payers and makes taxation simpler. Key prerequisite for meeting strategic goals of the CTA is regular, open and timely communication with taxpayers.

Building Croatian Tax Administration's reputation as an institution known for its good communication with tax payers is the objective of CTA's external communication.

The communication strategy will, apart from the external communication aspect, explore internal communication, i.e. improving the relations between the Croatian Tax Administration employees.

Developing transparent and open relations on vertical and horizontal level equally with an aim to improve work efficiency is the objective of the CTA's internal communication.

General and specific goals of external and internal communication, target groups and activities are outlined in the document „Croatian Tax Administration External and Internal Communication Strategy“. The strategy was created as part of the Revenue Administration Modernization Project (RAMP) funded by the World Bank. Strategy of external and internal communication is the basis for operational planning for the period 2012 - 2015.
Strategic analysis

From 2008 to 2010, Croatian Tax Administration invested considerable efforts in implementing a number of projects aimed at increasing its administrative capacities and creating conditions to fulfill all of its tasks related to the closing of Chapter 16 of the EU accession. Among other capacities, CTA needed to increase and develop a growing number of quality services to tax payers, in order to make paying taxes easier, invest additional efforts in collecting public revenues as well as efficiently fighting tax evasion.

Revenue services of the EU member states have been changing their attitude toward taxpayers for years, moving away from the unilateral monitoring of tax obligations fulfillment towards a proactive partnership-like relationship including building the trust of tax payers and fulfilling their needs as its main ingredient. Their experience shows that well informed tax payers are more likely to fulfill their obligations in an orderly manner.

Croatian Tax Administration is also continuously building a relationship with the tax payers based on trust with an aim of providing them with all the necessary information related to taxes and obligatory contributions, at the same time informing the tax payers about their rights. This approach will in the long run contribute to the raising of awareness that paying taxes is not only a law-imposed obligation but an act of moral responsibility of every taxpayer, a key element of achieving sustainability of the country’s overall economy. With an aim to establish more open relationship with the taxpayers, Croatian Tax Administration is making an effort to improve existing communication channels and develop new ones.

In internal communication, Croatian Tax Administration faces the need to establish an effective system of communication in order to better inform CTA’s employees about its key projects as well as their rights and duties. The way this can be achieved is by establishing a system of systematic training and education of Croatian Tax Administration employees.

Mission

The mission of Croatian Tax Administration communication is to raise awareness and education of taxpayers and tax officials and to create a strong institution based on quality communication system.
Vision

Croatian Tax Administration is a recognizable public institution with transparent and open external and internal communication.

External and internal communication goals

Openness, timeliness and flexibility are fundamental communication values that should lead the Croatian Tax Administration in fulfilling its mission and vision. Goals of CTA's external and internal communication should be in line with the mentioned communication values.

General goal of Croatian Tax Administration's external communication is:
• To build reputation of Croatian Tax Administration as a successful institution of Croatia’s public sector based on the good communication with the tax payers.

Specific goals of Croatian Tax Administration's external communication are:
• To continue open communication with tax payers in order to inform and educate them about their rights and obligations;
• To improve and expand the existing forms of external communications and introduce new channels which will contribute to establishment of more flexible approach to tax payers;
• To introduce modern communication services timely in order to reduce costs, simplify of tax collection procedure and improve collection of public revenues;
• To provide constant level of transparency in communication with the public, in relation to work and achievements of Croatian Tax Administration.

General goal of Croatian Tax Administration's internal communication is:
• To make Croatian Tax Administration’s employees better educated and informed with an aim of improving their efficiency in work.

Specific goals of Croatian Tax Administration's internal communication are:
• To encourage employees to use new forms of communication which improve cooperation, motivation and efficiency of operations;
• To encourage employees to share information, knowledge and experience directly, in order to provide significant savings of resources.
Target audiences

Target audiences of Croatian Tax Administration are defined to ensure the effectiveness of communication, specifying the scope of the key messages and achieve the goals of external and internal communication of the CTA.

6.1 Target audiences in CTA’s external communication

- Tax payers;
- Decision makers – Croatian Government and Parliament;
- Chambers and other associations;
- Public opinion makers – media;
- International organizations;
- Trade unions.

Communication toward target groups and Croatian Tax Administration is focused on information and education: informing and educating the target audience about all news related to the CTA’s work.

Tax payers

Tax payers are primary target group in external communication. The most important goal of communication with this target group is timely exchange of information about improved services to tax payers as well as all news related to taxes with an aim of achieving high rate of tax collection.

Decision makers

Government of the Republic of Croatia fully supports the modernization of Croatian Tax Administration on all levels. Croatian Parliament passes laws that improve CTA’s work in order to make it a modern public institution based on European best practice.

Chambers and other associations

Croatian Tax Administration has established relationship with various chambers and other associations aimed at sharing knowledge and information in order to create long-term partnerships.

Media

Cooperation with the media is important because the media can spread key messages to all other target audiences in Croatian Tax Administration’s external communication.
International organizations
Croatian Tax Administration develops and maintains relationships with a number of revenue administrations in developed European countries with an aim to gain knowledge and share experience about the best practices in tax systems.

Trade unions
Croatian Tax Administration cooperates with trade unions to help their members exercise their rights and needs.

Target groups in CTA’s internal communication

- The Tax Administration is organized into three levels: Central Office, 20 regional offices and 121 local offices.

Croatian Tax Administration Employees
Regular and timely communication with all employees of Croatian Tax Administration is important for increasing work efficiency, improving work satisfaction of employees, raising the quality of work and achieving greater involvement of employees in decision making process.

The basis for identification of communication needs of CTA’s internal communication was the document “The Strategy of human resource management of the Tax Administration for 2010-2015” as well as the needs to establish a system for distance learning (e-learning) and knowledge management in CTA.
Defining key messages

Key messages for target groups are derived from general and specific goals of external and internal communication.

Table below lists examples of key messages and points which can be used for various target groups. All messages can be used independently and be communicated on various occasions.

TARGET GROUP: TAX PAYERS

Examples of messages about the importance of paying taxes:

• Paying taxes is important for establishing an efficient revenue collection system crucial for economic growth of the country, stimulating local and national programs, creating new jobs and reducing poverty;
• Paying taxes is not only a law-imposed obligation but an act of moral responsibility of every taxpayer;
• Fair taxation results in higher and more stable revenues, sustainable investments and improved competitiveness of the economy;
• Fair taxation is necessary to promote democracy, because it brings about a stronger social contract between the citizens and the Government, on all levels, which leads to better democratic and economic administration, bigger revenues through stronger economic growth and successful fight against tax evasion.

Examples of messages about the work of Croatian Tax Administration:

• Croatian Tax Administration is implementing a number of reforms in order to keep the pace with the requirements of a globally competitive market economy and prepare Croatia for accession to the EU;
• Croatian Tax Administration is continuously introducing new and improving existing services in order to reduce its costs, simplify tax procedures and increase the level of public revenue collection;
• Croatian Tax Administration views tax payers as partners and clients;
• Croatian Tax Administration is at any given time ready to provide tax payers with free expert opinions and taxation related advice in order to inform and educate tax payers about their rights and obligations;
• Employees of Croatian Tax Administration are well educated and ready to face any challenge of European Union accession.
TAX ADMINISTRATION’S EXTERNAL AND INTERNAL COMMUNICATION (2012 - 2015)

TARGET GROUP: EMPLOYEES

Examples of messages:

- Croatian Tax Administration appreciates its employees which through their knowledge, professional attitude and focus on tax payers contribute to CTA’s reputation;
- Employees of Croatian Tax Administration are available to inform and educate tax payers through free expert opinions and advice about taxation;
- Employees of Croatian Tax Administration are well educated and ready to face any challenge of European Union accession;
- Croatian Tax Administration encourages its employees to think about work processes and provide comments and suggestions in order to increase efficiency and improvement of working process.

TARGET GROUP: THE MEDIA

Examples of messages:

- Croatian Tax Administration (Ministry of Finance) carries out a number of programs of reprogramming tax debts in order to help Croatian businesses fulfill their obligations;
- Croatian Tax Administration is efficiently monitoring illegalities in taxation in order to solve them;
- Croatian Tax Administration is implementing a number of reforms in order to keep the pace with the requirements of a globally competitive market economy and prepare Croatia for accession to the EU;
- Croatian Tax Administration is continuously introducing new and improving existing services in order to reduce its costs, simplify tax procedures and increase the level of public revenue collection;
- Croatian Tax Administration advises tax payers on how to fill out a tax return form, on tax breaks etc.

TARGET GROUP: DECISION MAKERS

Examples of messages:

- Croatian Tax Administration is continuously introducing new and improving existing services in order to reduce its costs, simplify tax procedures and increase the level of public revenue collection;
- Croatian Tax Administration is implementing a number of reforms in order to keep the pace with the requirements of a globally competitive market economy and prepare Croatia for accession to the EU;
- Croatian Tax Administration is efficiently monitoring illegalities in taxation in order to solve them.
Activities

Defining the activities of the communication strategy follows the determination of general and specific goals, target groups and key messages to each target group we want to communicate. Activities are defined on the basis of communication channels and tools of external and internal communications. Activities are elaborated in the document “Detailed Action Plan for the Strategy”. Activities of the detailed action plan for the strategy will be implemented in accordance with the security of organizational, administrative and financial resources of Croatian Tax Administration.

Activity: Creating new visual identity

Goal: design a recognizable visual identity in order to position Croatian Tax Administration as a modern public institution in the Republic of Croatia.

Target audience: tax payers, Croatian citizens, decision makers, media, employees of Croatian Tax Administration, chambers and other associations, international organizations.

Visual identity is the basis of visual communication of every institution because it influences the first impression an institution makes on its users. The creation of a new visual identity of Croatian Tax Administration is an important step in bringing the work of the institution closer to tax payers. Modern visual identity should also correspond with needs for further modernization of CTA and communicate its mission, vision and fundamental values of CTA.

The need to create a new visual identity is further increased by requirements of globally competitive market economy and Croatia’s accession to the European Union, which already prompted CTA to introduce a significant number of services and information since 2008. New visual identity should help build CTA’s reputation as a successful institution in Croatia’s public sector. Elements of visual identity and the protocol for their use will be communicated to the public in line with the approval received from CTA and the Ministry of Finance.

Activity: Improving Croatian Tax Administration Web Site

Goal: achieve clearer and more comprehensive informing and educating of tax payers about taxation.

Target audience: tax payers, Croatian citizens, decision makers, media, chambers and other associations, international institutions.

Publicly accessible Internet site of Croatian Tax Administration www.porezna-uprava.hr includes websites of e-Porezna, OIB (PIN) (www.oib.hr) and Contact Center and is currently main source of information about this public institution. Public website contains all the necessary information about CTA’s services, tax system, almost 1000 fully updated legal acts etc. In order to improve navigation through website’s valuable and abundant content, it needs to be optimized in order to make it user friendly – it should be simple to use and as easy to navigate. More functional website should improve the reputation of CTA as technologically advanced and transparent public institution. Improving the existing public web site www.porezna-uprava.hr should include organizing
the content according to selected tax payer categories.  
Suggested categories:  
a) Citizens;  
b) Crafts, self-employed and farmers;  
c) Companies;  
d) Non-governmental organizations;  
e) Non-resident tax payers.  

With the mentioned redesign of public website, a number of communication tools will be used to improve already existing web site categories.  

Activity: **Improvement of the work of the Contact Center of Croatian Tax Administration**  
**Goal:** improved informing of taxpayers.  
**Target audience:** tax payers, employees of the Contact Center, employees of the CTA.  
The Contact Center is an important channel for the Croatian Tax Administration regular communication with the tax payers. By using a toll-free phone 0800 1001, the citizens can get information and report unpaid taxes, issuing bills, undeclared work and other tax violations as well as complain about CTA's employees, whilst toll-free number 0800 66 99 33 provides information on tax breaks, exemptions etc.  

Improved service of the Contact Center would include introducing electronic communication with tax payers and expanding the Data Base used by the Contact Center's agents to provide answers to the tax payers.  

Activity: **Establishing more proactive media relations**  
**Goal:** transparent and open communication of the most important news in taxes and obligatory contributions and Croatian Tax Administration’s results to the media.  
**Target audience:** media, tax payers.  
The Croatian Tax Administration currently has no Department for Public Relations and communicates with the media using the Independent Department for Public Relations and Information of the Ministry of Finance. Once the above mentioned department is established within the Croatian Tax Administration, this institution will be able to communicate with the media independently.  

Certain departments of the CTA occasionally submit official data to the Independent Department for Public Relations and Information of the Ministry of Finance if more in-depth analysis of legislation, regulation or news from the CTA’s field of competency is needed.  

More proactive relations with the media would entail more initiative of the CTA employees on timely presentation of Croatian Tax Administration most important results, by preparing press releases, organizing press conferences and providing regular replies to media inquiries. All of the listed media activities would be conducted through the Independent Department for Public Relations and Information of the Ministry of Finance.
Improving of electronic operation services are one of the most important strategic goals of Croatian Tax administration, an objective which could contribute to further reducing indirect costs of taxation. As part of the electronic services of the Croatian Tax Administration – ePorezna, CTA currently offers the following electronic services:

- Managing Authorities;
- ePDV – electronic services for filing forms in the value added group of taxes (PDV i PDV-K);
- ePD – electronic services for filing forms in the profit tax group (PD, SR and TZ);
- eID – electronic services for filing taxes in the income tax group (ID i IDD);
- ePKK – electronic services for accessing tax and accounting card;
- Access to the form status – access and examination of the status of submitted forms;
- Access to received forms – access and examination of submitted and received forms;
- Authority of the commercial entity – examination and management of authorities;
- Request for electronic operations – electronic registration of new users. Accessible only to persons authorized to represent legal entity (authorized representative of the legal entity) having a digital certificate.

In order to increase the usage of ePorezna, tax payers need to be informed about all benefits of the service, with respect to reducing their operational costs and other savings. Promotional activities for ePorezna would be conducted through information published on Croatian Tax Administration’s web site and occasional press releases.

**Activity:** Promoting electronic service of Croatian Tax Administration: ePorezna  
**Goal:** increase the number of users of ePorezna.  
**Target audience:** tax payers, media.

Croatian Tax Administration publishes various useful manuals and brochures disseminated through regional and local offices, which can also be found in the PDF format at www.porezna-uprava.hr.

Activities on promoting tax publications would be conducted by publishing information on CTA’s web site and occasional press releases.

**Activity:** Promoting tax publications  
**Goal:** educating and informing the tax payers on taxation issues through brochures, manuals and opinions issued by the Central Office.  
**Target audience:** tax payers, chambers and other associations, tax experts, CTA employees, media.

Activities on promoting tax publications would be conducted by publishing information on CTA’s web site and occasional press releases.
Activity: Creating and implementing education and information (media) campaigns

Goal: Raising awareness and informing the tax payers about the importance of paying taxes, Croatia's tax system and news brought by the EU entry.

Target audience: current and future tax payers, Croatian citizens, media.

Last information (media) campaign organized by Croatian Tax Administration was the promotional campaign for the Personal Identification Number (PIN). The campaign included creation of printed promotional materials, television and radio advertorials, organization of a press conference etc.

Educational and information (media) campaigns are tools which can contribute to raising awareness about the tax system, importance of paying taxes, but also provide information about rights and obligations of tax payers. Media information campaigns can be designed for the promotion of CTA's new electronic services - ePorezna, whilst public educational campaigns, e.g. about the importance of fulfilling tax obligations can be organized in secondary schools and universities. An example of the educational campaign (animation film) that can be implemented through CTA's public web site is „Why is it important to pay taxes?“.

New media, i.e. various social media are useful communication tools for accessing younger population.

Activity: Designing and implementing educational workshops and seminars for tax payers

Goal: Education of tax payers about various topics, according to categories of participants.

Target audience: current and future tax payers, Croatian citizens, media.

Educational activities are important for establishing and maintaining cooperation between Croatian Tax Administration and tax payers. Organizing targeted seminars or workshops for university students, farmers, businessmen, unemployed, pensioners, for example, would be useful and effective if done through explanation and description of real life situations. Organizing targeted education would contribute to building CTA's reputation as an open institution treating tax payers as clients/partners.

The activity involves the strengthening of cooperation and exchange of information with various chambers, professional associations and tax experts which can also be organized through joint workshops and seminars.
Activity: Setting up a modern internal web (IntrAnet)

Goal: Raising awareness and education of employees of the Tax Administration with the aim of increasing efficiency in work.

Target audience: Croatian Tax Administration employees.

CTA’s Intranet site currently includes operational instructions and Central Office’s phone directory. Developing Intranet solutions as a set of tools can contribute to more efficient sharing and saving of resources, as well as making operations simpler and faster.

Developing internal web (Intranet) of Croatian Tax Administration would include improved electronic communication, regular news updates, blogs, devising topics for forums, publication of poll related to work satisfaction of CTA employees, establishing Documents Archive and Publication Archive and other tools which could facilitate information flow and better communication between CTA employees.

Activity: Regular education for Croatian Tax Administration employees

Goal: Education of Croatian Tax Administration employees before the application of revisions of tax regulations and procedures in order to enable the tax payer’s timely information about all changes in the tax system.

Target audience: Croatian Tax Administration employees.

Over the past years, Croatian Tax Administration has been increasingly focused on the importance of professional education and training of its employees, primarily in order to provide good service to tax payers, but also because of Croatia’s EU entry. Educated and informed employees are better prepared to deal with challenges facing CTA in its modernization and further development.

Seminars and specialized employee training programs before the applications of revisions in tax regulations and procedures have an important role in establishing an efficient Croatian Tax Administration. Education to be carried out in the CTA as part of the e-Learning program will include all areas important for development of professional training and careers of CTA employees. Introduction and implementation of the system of professional training and learning should facilitate quick transfer of knowledge as well as expand the training possibilities in accordance with the standards of the European Union. Professional seminars would include topics such as fighting corruption, education about the new VAT Act, tax fraud and income tax.
Evaluation

Evaluation is important to determine to what extent the objectives have been fulfilled. One of the key evaluation activities is monitoring and analysis of media articles.

I. Monitoring media articles – monitoring media articles (press clipping) is an indispensable tool for evaluating operations and communication activities.

II. Analysis of media articles – represents an indispensable tool for evaluating communication activities as well as planning future media actions. Analysis of media articles can be qualitative and quantitative, quantitative dealing with statistics of media articles and quantitative representing a content overview of the articles, including most important events in a given period of time as well as providing PR guidelines for further activities.

III. Evaluation of other activities – evaluation of direct communication with target audiences can be conducted by evaluating various parameters for a particular communication channel (see table). Evaluation report contains suggestions of necessary modifications of parameters.

<table>
<thead>
<tr>
<th>COMMUNICATION CHANNEL</th>
<th>POSSIBLE EVALUATION PARAMETERS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Official website</td>
<td>Number of visits, inquires, suggestions and opinions, number of respondents in polls, regularity of updates.</td>
</tr>
<tr>
<td>Workshops for employees and seminars and consultations for taxpayers</td>
<td>Number of conducted seminars/workshops, number of visitors/participants, level of interest of participants, satisfaction of participants with content and presentation (using evaluation questionnaires), accessibility to answer questions.</td>
</tr>
<tr>
<td>Brochures and publications</td>
<td>Number of brochures and publications, level and quality of information provided and suitability for users, level of interest of tax payers created (quantity of disseminated materials).</td>
</tr>
<tr>
<td>Contact Center</td>
<td>Number of answered questions, number of electronically sent information and replies.</td>
</tr>
<tr>
<td>Electronic newsletter</td>
<td>Number of newsletter subscribers, level and quality of information provided, level of user satisfaction and interest based on tax payers feedback.</td>
</tr>
</tbody>
</table>
Monitoring and reporting

Monitoring and reporting procedures define how will information be collected and reports created and presented. If needed, procedures will also define decision making process related to the information collected.

Tax Payers Service Department will be responsible for creating an annual report about the implementation of Croatian Tax Administration’s External and Internal Communication Strategy and Detailed Action Plan for Croatian Tax Administration’s External and Internal Communication Strategy as well as regular monitoring and evaluation of activities from the Strategy and the Detailed Action Plan. Based on suggestions from the Tax Payers Service Department and administrative, organizational and financial resources available, Detailed Action Plan for the Croatian Tax Administration’s External and Internal Communication Strategy can be amended or revised.