

DEMOCRATIC GOVERNANCE COMMUNITY OF PRACTICE WORKSHOP

**“PRACTICING GOOD GOVERNANCE:
LOCAL GOVERNMENT REFORM IN EUROPE AND THE CIS”
15-19 JUNE 2003, ZAGREB**

BACKGROUND INFORMATION FOR PREPARATION OF THE PRACTICAL EXERCISE

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CROATIA COUNTRY BRIEF

HISTORY:

The Croats are believed to be Slavic people who migrated from Ukraine, although newer theories hold they may have been nomadic Sarmatians. The Croats settled in present-day Croatia in the 6th century. They were Christianized in the 9th century, but preserved autonomy from Rome until the 1000s. The first King of Croatia, Tomislav, was crowned in 925, having created a sizeable state, including most of Croatia, Slavonia, Dalmatia, and Bosnia and Herzegovina. The state was destroyed by attacks from Bulgarians, Byzantines, Venetians, and Magyars. The 1102 *pacta conventa* recognized a common king for Croatia and Hungary. The two crowns would remain connected until the end of World War I.

After the 1526 Battle of Mohacs, the Hungarian dynasty was extinguished, and Croatian nobility elected the Austrian Ferdinand Habsburg king. During the next 200 years, the Ottoman Empire was a constant threat, and a Military Frontier was created in 1578 by carving out an area of Croatia. Austria encouraged settlement of the area by Germans, Hungarians, Serbs, and other Slavs, creating an ethnic patchwork. The Ottoman Empire was driven out of Hungary and Croatia by the 1700s, and Austria brought the empire under central control.

As Austrians pushed germanization and Hungarians magyarization, Croatian nationalism emerged. The Croatian national revival began in the 1830s with the Illyrian Movement. In 1868, Croatia was given domestic autonomy, but the governor was appointed by Hungary. Croatian leadership divided between proponents of a South Slav union and supporters of a Greater Croatia. Croatian and Serbian parties began to cooperate in 1905, with the Croato-Serb Coalition.

Shortly before the end of World War I, on October 29, 1918, the Croatian Parliament proclaimed Croatia's administrative relations with Austria and Hungary void. The Kingdom of Serbs, Croats, and Slovenes was created on December 1 though many Croats were not happy with rule from Belgrade by a Serbian king. Croatia gained autonomy in 1939, but the Axis powers dismantled Yugoslavia in 1941. The Croatian radical-right Ustase was brought from Italy and installed as the government of the Independent State of Croatia. Antifascist and communist Croats joined Tito's Partisans.

Croatia became part of the Federal Republic of Yugoslavia in 1945. Decentralization in 1965 led to a resurgence of nationalism in the Croatian spring of 1970-71. In 1980, after Tito's death, political and economic difficulties mounted and the federal government began to crumble.

In 1990, the Croatian Democratic Union won the first free postwar elections on a platform of nationalism, anticommunism, and privatization. Shortly thereafter conflict between Serbs and Croats in Croatia developed. Croatia declared independence on June 25, 1991, and a month afterwards a civil war between Croats and Serbs began, with Yugoslavia's military backing the Serbian separatists. By the end of 1991, Croatian Serbs had gained control of nearly one-third of the country. January 1992 brought a UN-sponsored cease-fire, but hostilities resumed the next year when Croatia fought to regain territory acquired by Serbs. A second cease-fire was enacted in May 1993, and Croatia and Yugoslavia signed a joint declaration the next January.

Peace did not last long as tensions continued to smolder beneath the surface. In mid-1992 an all-out war broke out in neighboring Bosnia between the republic's ethnic Serbs, Muslims and Croats. The Bosnian conflict drew in participants from all sides, including Croatia, which backed the Bosnian Croats in their fight mainly with Bosnian Serbs but also in sporadic conflicts with its supposed ally, the Bosnian

Muslims. In September 1993, the Croatian Army led an offensive against the Serb-held "Republic of Krajina". A third cease-fire was signed in March 1994, but it was broken the next May when Croatian forces again attempted to reclaim lost territory. In early August, Croatian forces recaptured Krajina with a major offensive. A relative calm in Croatia followed for several months into early 1994, with U.N. peace keepers monitoring the front line positions of ethnic Serbs and Croat army forces.

In late 1994, after Bosnian and Croatian Serbs joined forces to launch an attack on the Muslim enclave of Bihac (located across the border from Serb-occupied Krajina), Croatia announced that it would enter the Bosnian conflict to support the Muslims. In August 1995, the Croatian army launched a full-scale invasion to recover all of the Serb-held areas in Krajina. The Dayton agreement reached in November 1995 brought a general peace to the region and Croatia began the process of rebuilding its shattered economy.

ECONOMIC CONDITIONS: Before the dissolution of Yugoslavia, the Republic of Croatia was the most prosperous and industrialized area after Slovenia, with a per capita output perhaps one-third above the Yugoslav average. The economy emerged from its mild recession in 2000 with tourism the main factor, but unemployment remains an obstacle.

1) Gross Domestic Product: \$38.9 Billion

- Per Capita GDP: \$8,800
- GDP real growth rate: 3% (population is about 4,784,265)
- GDP Composition by Sector: 33% Industry, 9% Agriculture, 58% Services
- Unemployment Rate: 20%
- Inflation Rate: 4%

2) Sectors:

- Industries: chemicals and plastics, machine tools, fabricated metal, electronics, pig iron and rolled steel products, aluminum, paper, wood products, construction materials, textiles, shipbuilding, petroleum and petroleum refining, food and beverages; tourism
- Natural Resources: oil, some coal, bauxite, low-grade iron ore, calcium, natural asphalt, silica, mica, clays, salt, hydropower
- Agricultural Products: wheat, corn, sugar beets, sunflower seed, barley, alfalfa, clover, olives, citrus, grapes, soybeans, potatoes; livestock, dairy products

3) Trade

- Exports: transport equipment, textiles, chemicals, foodstuffs, fuels
- Import Partners: Germany 17.1%, Italy 16.9%, Slovenia 7.9%, Russia 7.2%, Austria 7%, France 4.4% (2001)
- Export Partners: Italy 23.7%, Germany 14.8%, Bosnia and Herzegovina 12%, Slovenia 9.1%, Austria 5.7%, France 3.5 (2001)

GOVERNMENTAL STRUCTURE:

The Republic of Croatia is a parliamentary democracy. The President of the Republic is the Head of State, directly elected for a term of five years. The Prime Minister heads the Government and is politically responsible only to the Croatian Parliament (Sabor). All members are elected to Parliament for 4 year terms. Other administrative bodies include state administrative organizations, county offices, and city offices. County offices in some towns have branch offices. The Government also has five coordinating bodies (crime prevention and reduction in the economic sector; social services and human rights; economy; internal and foreign affairs; and special care areas). Thus the organization of state administration is highly centralized and large, making it difficult to adapt to new challenges that develop.

Of the 21 total ministries, those relevant to local governance include the Ministry of the Interior; the Ministry of Justice, Administration, and Local Governance; the Ministry of European Integration; and the Government office for Cooperation with NGOs.

GOVERNMENT REFORM PROGRAM:

With the long term goal of improving efficiency of the government, Croatia's reform strategy consists of establishing a clear separation of powers, increasing government independence, and expanding the competence of local self-government. Croatia's adoption of the EU strategy of regionalization is thus not only a means of gaining acceptance into the Union, but fits its goal of enhancing efficiency. Croatia ratified the European Charter on Local Self-Government and adopted a number of its provisions in 1997. The first phase of the Government's programme of decentralization began in July of 2001 with amendments to a number of laws, including the financing, organization and election of representative bodies of local and regional government. Responsibilities that used to belong to state administrative bodies were transferred to local entities. These included the execution and enforcement of laws and regulations and the administration of issues of local concern, such as education, health care and social welfare.

Long Term Reforms to Local Government

In addition, the government faces several long term tasks in terms of local self government: size, lack of effective decentralization, and system of supervision. First, the size of the local units is currently too large as there are currently 123 towns and 420 municipalities, which is at least three times what was originally conceived in terms of the scope of local government. The number and arrangement of counties does not represent Croatia's clearly defined cultural and political regions. Second, the lack of effective decentralization is a barrier to bringing decision-making closer to the citizens. Finally, the system of supervision is complicated and inefficient because it involves too much state intervention.

Economic Reform

The overall aims of Croatia's economic policy are to promote employment and raise living standards while strengthening macroeconomic stability. Priorities include decreasing the size of public spending relative to GDP, reducing the budget deficit, establishing a single treasury system and uniform budget classification system, liberalizing reserve requirements in exchange deposits for private companies, and further privatization of financial, pension, and health care institutions. In addition, improving transparency is a goal which encompasses all of the listed activities.

Judicial Reform

Croatia's judicial structure consists of 114 municipal and 21 county courts. There also exist commercial and administrative courts that have an independent status within the judiciary. Current problems facing the judiciary are overloaded and inadequately trained judges and an unnecessarily complex and inefficient record infrastructure. Proposals for reform include a reassessment of the number of county courts, increase of judges' associates in order to decrease the backlog of cases, the delegation of some types of cases to other legal professionals such as land registers, the establishment of priorities in terms of cases to be heard, and the establishment of four appellate county courts. Furthermore, in order to comply with Article Six of the European Convention on Human Rights, Croatia is required to reallocate a great number of cases from administrative bodies to the courts in order to ensure that the judiciary has jurisdiction over all criminal and civil matters.

Regional Co-Operation

In order to achieve accession to the European Union and NATO, Croatia is working to enhance its relations with all the Central and Eastern European Countries with the aim of joining the Central Europe

Free Trade Area (CEFTA). In addition, Croatia will gradually conclude free-trade agreements with all the countries involved in the Stabilization and Association Process.

EU Role

The European Union is currently supporting several projects in Croatia, including public administration reform, fiscal decentralization, capacity building for regional development, and national democratic planning support. First, the public administration reform project aims at strengthening and modernizing the current civil service regime. Activities include providing administrative training to civil servants and improving legislation procedures and organization of civil service management. Second, the fiscal decentralization project employs a technical approach to enhance the legal and institutional framework governing fiscal decentralization. In addition, by training local actors on EU regional policy, the project on capacity building for regional development is intended to develop a national strategy in regional policy formation. And finally, the EU's support for national development planning in Croatia aspires to embed regional policy planning into the national development context in order to increase coordination and policy consistency.

The role of future EU assistance is foreseen as advising on how to create "enabling conditions" for decentralization in terms of legal framework, decentralization, roles and responsibilities of various actors based on capacity, state capacity to guide counties through the process and local capacity to execute new tasks. The first stage of support should be the development of a legal framework, followed by a second stage of developing a programme of vertical decentralization of administrative functions and responsibilities to sub-national levels of government and public administration. The third stage should consist of strengthening capacity of sub-national levels of government.

CIVIL SOCIETY:

Though the number of NGOs is a little bit more than 20,000, civil society in Croatia is in its early stage of development. Most NGOs are still very fragile and face serious obstacles to long-term organizational and financial sustainability. The situation is improving however as the Parliament enacted several laws that improved the overall NGO legal environment in 2001. The new legislation includes tax breaks for non-profit organizations, revision of the law on foundations allowing foreign organizations to establish branch offices in Croatia, and reform of the law on associations including the streamlining registration processes, reducing the number of founders required, and increased transparency in general. In addition, the Government Office for Cooperation with NGOs has established a compact with local NGOs recognizing the independence of the sector and its role in delivering service and fostering democratic values. The main objective of the Office is to establish confidence and promote cooperation between the Government of the Republic of Croatia and non-governmental organizations operating in the country as two essential prerequisites for establishment of the culture of dialog, democratization and development of the civil society in Croatia.

The following are active international NGOs in Croatia:

- 1) **Open Society Institute:** By partnering with the Croatian Law Centre, OSI is recommending policy alternatives and managing a process of public discussions and consultation with regard to decentralization. This is done by developing policy alternatives and manages a process of public discussions and consultations.
- 2) **USAID:**
 - a) Supports the fiscal reform project of Croatia's **Ministry of Finance**, which focuses on treasury development with a specific focus on fiscal decentralization issues. In addition, it includes

assistance to the Ministry of Finance in redesigning business processes related to budget execution.

- b) Supports the **Urban Institute**'s local government reform project, which assists the local government units in implementing new management models in financial management, asset management, economic development, information management and citizen participation in five demonstration sites: Rijeka, Varazdin, Osijek, Crikvenica, Bjelovar. . The project is to develop "know-how" models for other local governments to replicate.
- 3) **DFID:** Supports a project with the **Ministry of Labor and Social Welfare** reviewing social policy covering fiscal decentralization in preparation for a capacity building project on social welfare and poverty reduction.
- 4) **Local NGOs:** Agency for Educational Development, Center for Development of Non Profit Organizations, European Movement Croatia, Glass '99 –Civic Coalition for Free and Fair Elections, GONG –Citizens Organization to Monitor Elections, Movement for Democracy and Social Justice.

LOCAL GOVERNANCE IN CROATIA:

Legal framework of LG

Local and regional self government in Croatia is defined by the Constitution of Republic of Croatia (1990), the Law on Local and Regional self-government (2001), the Law on the Territory of Counties, Towns and Municipalities (1993 and all amendments till 2003), the Law on the Elections of Members of Representative Bodies of the Units of Local and Regional self-government, the Law on Financing the Units of Local and Regional self-government (2001), and the Law on City of Zagreb (1997).

In 1997 Croatia has ratified the European Charter on Local Self-Government and adopted a certain number of its provisions. The constitution of the Republic of Croatia declares that "the right to local and regional self-government shall be realized through local, respectively regional representative bodies, composed of members elected on free elections by secret ballot on the grounds of direct, equal and general voting rights"¹.

Local government structure

The system of local government in Croatia includes 425 municipalities², 122 cities and 20 counties and the capital Zagreb, which has the dual status of city and county.

- *A city/town* is a unit of self-government which may include not only city, but also the settlements grouped around it. The town is a unit of local self-government where the seat of the council is located, as well as any other place with more than 10,000 inhabitants, which represents an urban, historical, natural, economic and social whole.
- *The county* is a unit of regional self-government the territory of which represents a natural, historical, transit, economic, social and self-government whole, and it is organized for the purpose of performing tasks of regional interest.
- *The municipality* is a unit of local self-government, consisting of the territories of several inhabited places representing a natural, economic and social entity, and which is connected by common interests of the inhabitants.

¹ Constitution of Republic of Croatia, 1990.

² Most recent change - NN 25/2003.

The population sizes of municipalities vary widely. Several municipalities have less than 1,000 inhabitants while others have more than 10,000 inhabitants. A similar situation exists at the level of towns – several towns have more than 100,000 inhabitants, while several have only 3,000. Counties are also of very uneven size. The largest area, Licko-Senjska, is more than seven times larger than the smallest county, Medimurska. An average Croatian municipality with 10 settlements, 3,600 inhabitants and an area of 86 km² belongs to the category of small local government units in European terms.

Several trends should be mentioned with respect to the territorial division in Croatia. The most important is the constant increase in the number of local government units. The total number of municipalities and towns has increased by 10 % (from 498 to 547). While the number of municipalities has remained more or less the same, the number of towns has increased by 65% (from 74 to 122). The process mentioned above resulted in the reduction of the average size of municipalities and towns (from 4,700 to 3,600 inhabitants). The process of fragmentation has created the situation when a large number of municipalities do not have the capacity to perform their tasks autonomously. This pertains not only to financial capacity but also to human resources capacity. Such a situation accounts for the presence of an oversized administration at several tiers of government and for the inadequate division of functions and responsibilities.³

Thus, insufficient financial, human, and organizational capacities have brought about the situation when a large number of local units depend on state aid, which in turn reinforces the centralist tendencies in the Croatian administrative system. On the other hand, some high officials at the local level do not want to assume any additional or increased responsibility. Decentralization would force them to manage resources differently and would impose direct responsibility on local governments with regard to citizens in the provision of local services. In that case they would not be able to impose the responsibility for any inefficiency on the central government's failures or poor performance.

Organizational structure of LG

The municipal council, the town council and the county assembly are representative bodies of citizens and bodies of local or regional self-government that pass by-laws effective in the territory of the respective local or regional self-government.⁴ Representative bodies are elected for a four-year period and members are not paid salaries, but entitled for compensation for expenses.

The municipal prefect and the municipal authorities in a municipality, the mayor and the town authorities in a town, and the county prefect and the county authorities in a county are executive bodies of the unit of local and the unit of regional self-government.

The responsibilities of the authorities are performed by the representative body, the function of the municipal prefect or mayor is performed by the president of the municipal or town council.

Functions and responsibilities of LG

The units of local self-government perform tasks of local importance which directly address the needs of citizens and which are not assigned to state bodies by the Constitution or by law, especially the tasks related to:

- organization of settlements and housing;
- town and urban planning;
- utility services;
- child-care;

³ Ott K. Bajo A. Fiscal Decentralization in Croatia. Introductory Paper for the Proceedings of the FDF, Institute of Public Finance, Zagreb.

⁴ Law on Local and Regional Self-government, 01-081-01-1100/2, 2001.

- social welfare;
- primary health protection;
- primary and secondary school education;
- culture, physical culture, and sports;
- consumer protection;
- protection and improvement of the natural environment;

The county performs tasks of regional importance, especially the tasks which relate to:

- education;
- medical care;
- town and urban planning;
- economic development;
- transit and traffic infrastructure;
- planning and development of the network of educational, medical, social and cultural institutions.

There is no clear division of functions among the different levels of government, because of the unclear and conflicting regulations that govern the area of competence of local units. Although there is an outlined division of the affairs of local administration among the state, the county, and the municipality or city, it is very difficult to say which of them is meant to undertake a given function.⁵ Financial relationships are so excessively complex that in most cases the financing of individual functions is undertaken from all three levels

Local government finance

Each local government has its own budget. All the revenues of the local units are divided into tax revenues, capital revenues, and grants.

County taxes are: taxes on inheritance and gifts, taxes on motor vehicles, taxes on vessels, and taxes on entertainment machines. Municipal, town taxes are: tax on expenditure, tax on holiday homes, tax on public areas, tax on arable and fallow land, tax on company real estate, tax on on-going construction sites, on companies or company names. A municipality may levy additional taxes on income tax payers within their area, which is surtax⁶ on income tax.

The Law stipulates the distribution of joint revenues between the state and local authorities. Local units are entitled to the revenue from joint taxes (income tax, profit tax, real estate transfer tax) and fees collected within their area at a percentage stipulated by the law. Subsidies and grants consist of approximately 8% of the total revenues of all local budgets.

Grants are used solely as funds to support local self-government units with fiscal capacity below the average. There are two kinds of grants/subsidies – general and specific, or purpose related. The national government can also give local units specific purpose grants and assistance for municipalities and cities that suffered damage in the war. Criteria for transferring grants from central to local government are still lacking, and as a consequence transfers are made on an ad hoc basis. Equalization subsidies for decentralized functions (primary and secondary education, social welfare, health care) are transferred from the state budget as well.

⁵ Ott K. Bajo A. Local Governance Budgeting in Croatia, Institute of Public Finance, Zagreb, 2001.

⁶ Surtax is an addition to income tax that is assessed on the basis of the tax already paid. Cities with more than 40 000 inhabitants have the right to impose surtax. The rate ranges between 6% and 7.5%, but in Zagreb it is 18%.

The yearly Budget Execution act and special legal acts of the Ministry of finance regulate in detail borrowing possibilities as well as possibilities of issuing guarantees of local and regional self-governments. Towns, cities, municipalities (local self-government) and counties (regional self-government) may borrow funds at the financial and capital markets, but have to receive approval from the Government and Ministry of finance. Debt limits are set by the yearly Budget Execution Act, whereby interest and principal payments within one year must not exceed the limit of 20% of total revenues. Borrowing is allowed only for investment or capital expenditure.

Central control of local units

Central government carries out the financial and administrative oversight of local units. Administrative oversight is carried out by the Ministry of Justice, Local Administration, and Self-Government, which should monitor whether the activities of the representative bodies of the local units are in line with the law. The Ministry of Finance is in charge of monitoring the financial reports of the local units, but does not have the power to oversee the local budgets. The National Auditing Office carries out the check of the local units' budgets once a year. The representative body of the local government has the right to independently monitor the execution of the budget and the performed financial operations and has the authority to check whether the resources were spent in compliance with goal for their allocation in the budget.

Areas of special national concern

In response to the damages caused by the war, approximately 100 local governments and 79 settlements within local government units were declared as areas of special national concern. These are divided into two groups, whereby a third group of 69 local governments lagging behind in development entered the category of areas of special state concern. All three groups were established to encourage the economic development of these areas. The Government provides various tax exemptions for the local units in these areas of special national concern. For example, they are entitled to 92 % of all revenues from personal income tax and 90% of the profit tax revenue. Apart from the tax benefits, local units in the areas of special national concern also receive subsidies and grants from the national budget in addition to other types of revenue in accordance with special laws and decisions of the local government representative bodies.

Inter-municipal co-operation

In order to foster the economic and social development, local units are encouraged to conclude voluntary cooperation agreements among themselves. However, cooperation among local units for joint provision of public services is rather underdeveloped. On the other hand there are some examples when local units jointly take care of the city waste and household rubbish management. The decision to go in for cooperation should be passed by the council of the local government.

A national membership body composed of the representatives of cities, towns and villages Association of Cities and Municipalities (ACM) has been established to represent the interests of Local Governments. However, the association does not have appropriate capacities and resources to provide effective services to LG and there are no mechanisms established in order for the local interests to be represented.

PRACTICAL ASSIGNMENT: TERMS OF REFERENCE FOR MISSION TO CROATIA

Duration:	2 days
Location:	Zagreb
Purpose of the Mission:	Review on-going government and donor initiatives on local governance and advise on future UNDP initiatives
Estimated starting date:	17 June 2003

Background

Please review the background material on Croatia's system of local government.

Mission objectives

UNDP/Croatia is considering expanding its programming in support of local government reform in Croatia. The primary objective of the mission is to recommend appropriate entry points that fit government and UNDP priorities, take advantage of UNDP's local and global strengths, will attract donor funding, and will raise UNDP's profile in Croatia.

The recommendations should particularly be designed with a view towards UNDP's commitment to the Millennium Development Goals and the Millennium Declaration. Specifically, the mission should:

- Investigate the Croatian context, including the structure and legislative framework of local government.
- Evaluate/analyze current UNDP activities in the area of local governance.
- Determine the level and nature of relevant programs supported by other multi- and bi-lateral donors.
- Determine government priorities for reform in local governance, and possible interest in collaboration with UNDP.
- Evaluate the government's level of commitment to substantive reform.
- Explore the capacity and activities of non-government actors, and the potential for UNDP support of programs benefiting local governance.
- Propose concrete strategic entry points for UNDP support to local governance reform.

Deliverable

The mission is expected to prepare and present recommendations to a roundtable of development experts from within and without UNDP. Recommendations should be part of a coherent and ambitious overall strategy, fit government priorities, and align well with other donor activities. The mission should suggest sources of funding to support each recommendation. A written report on recommendations may be submitted later.

Working group structure

Each working group will consist of roughly 10 participants (some of whom will be from Croatia), and will be coordinated by a facilitator. Each facilitator (see names below), was chosen from among the participants, and is tasked with organizing the group and ensuring that it finishes its work within the brief time available.

Facilitators: Sofia Carrondo, Entela Lako, Thomas Meekel, Nathasha Matijasevic

While each group may decide on its own how to approach the problem, we suggest the following approach.

- Brief group discussion of the Croatian context, based on the provided background and the presentations during the workshop.
- Discussion of what information is needed in order to produce solid recommendations. The workgroup will have a schedule of available meetings with government officials, donors, NGOs, and others. What questions should the group ask in order to elicit the required information?
- To simplify logistics and conserve time, donors will be represented by a panel, rather than individual meetings. Participants should consider what niches exist for UNDP. Where does UNDP have a comparative advantage? How can UNDP cooperate or coordinate with other donors?
- Other meetings will take place on Tuesday afternoon and Wednesday morning. Each group should decide in advance who from each group will attend which meetings, what questions will be asked, and who will ask the questions. Issues to consider include: What are the government's priorities? How committed is the government to reform? Are there champions of reform? What opportunities are there for programmes outside the government? What sources of funding may be available? Are interlocutors working with other donors that UNDP could cooperate with?
- After the meetings, the working groups should reconvene in order to discuss results and to put them in context. Each participant has been asked to come to the meeting with information about his or her country's own local government structures, and participants should draw on this information in discussing what may be beneficial in Croatia. (Note, participants will also be asked to turn this information in, so that it can be consolidated and disseminated to the group.) During the first session, each group should attempt to reach some broad conclusions about the Croatian local government situation.
- After lunch, the groups will reconvene for the final part of the 'mission', the preparation of recommendations. The group should work from its earlier conclusions to develop a set of concrete entry points for UNDP activities in local government reform. Ideally, each recommendation will be part of a coherent overall strategy, fit government priorities, align well with other donor activities, be fundable, and above all be both ambitious and realistic. Keep in mind that (as in a real mission), time is short, yet the recommendations must be well considered, well supported, and professionally presented.

When making the presentation, each recommendation should include background findings, a statement of purpose or objective, strategic entry point, concrete outputs, and a financing mechanism. Groups should focus on making a few complete and specific recommendations rather than trying to cover all possible entry points. Groups should appoint one or more spokespersons, who should present the recommendations within a total time of 15 minutes.

In addition, each group should submit a written report (2-3 pages) of recommendations, including comments and suggestions from the general discussion following the presentation. Groups should decide before the presentations exactly which one or two persons will take notes and prepare the final report.