

Transforming Citizens' Attitudes Toward Local Government

A Local Governance Handbook

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Foreword

National Democratic Institute for International Affairs (NDI) is an NGO based in the United States. NDI is working in about 40 countries which are experiencing the transition to democratic government, helping build institutions which support democracy. NDI's local governance program provides technical assistance to local officials to develop communications and collaboration between citizens and local officials.

In Fall 1997 NDI consulted Croatian city officials, political parties, NGO's, journalists, and academics, and reviewed surveys on public attitudes toward government. NDI learned that attitudes of citizens toward government are a serious impediment to citizen participation. NDI was advised that most citizens either believe civic responsibilities are limited to voting or are cynical about influencing officials between elections.

Citizens' most immediate access to government is at the local level. This handbook outlines a model project which city officials can use to change citizens' attitudes and encourage them to participate in local affairs. The handbook is not an exhaustive manual. It includes just a few of many techniques for citizen participation, and suggests one model for integrating them in a project which will achieve results in a few months.

The cities of Pula and Osijek used most of the techniques in this model in consultation with NDI from December 1997 through June 1998, and will continue their projects on their own. Pula is engaged in dialogue and collaboration with citizens on related issues of traffic and parking congestion, and use of public transit. Osijek is working with citizens to entice young people at risk of isolation and substance abuse to participate in healthy social and recreational activities. These are examples of citizen outreach initiatives in these cities.

Lessons learned in Pula and Osijek have been incorporated in the model. The handbook refers to projects in these cities for illustration. Some training materials and documents used in Pula and Osijek are included as appendices.

NDI thanks the cities of Pula and Osijek for the opportunity to work with them, and for their patience and consideration. We learned a great deal from our joint efforts, particularly about how to make the model more manageable for busy city officials. Without the cities' interest in empowering citizens our suggestions would have been meaningless. We hope our work together will be of lasting value, and that local officials and citizens in other Croatian cities will benefit from the experience in Pula and Osijek.

NDI also thanks US Agency for International Development which provided financial support for the Local Governance Program in Croatia.

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## Introduction

This handbook outlines a model project for engaging citizens in dealing with one difficult local issue which is within the scope of responsibility of city government - an issue requiring cooperation, as well as advice, from citizens is ideal.

The objective of the project is to change the attitudes of a discrete but significant group of citizens about their roles in local democracy within a short period of time. The benefit of the project is putting in place one solid anchor in the process of building an active and empowered electorate.

The project includes dialogue between citizens and city officials about the issue using several different techniques, and transition from dialogue to joint action. Each technique builds on and reinforces the others. All of the activities can be completed in about six months.

City officials may already be familiar with some or all of the techniques. Each can be used independently and each is worthwhile. The primary benefit of the model depends on using the techniques as part of an integrated process in a compressed period of time

The project requires leadership within city government and results depend on the level of commitment by city officials. It can be carried out without unreasonable demands on time by assigning a small team to manage and coordinate the project. The project requires no significant expense beyond use of office supplies and equipment.

## Model Project - Twelve Steps in Six Months

### 1. Month 1: Choose the Right Kind of Issue for the Project.

- Choose an issue which both city officials and citizens consider important.

Choosing an important issue will motivate city officials to exert the necessary level of effort and ensure that citizens will consider communications about the issue worthwhile.

The city may choose an issue on which it is already working, or do a preliminary survey to find out what issues are important to citizens. Citizens may also bring an issue to the attention of the city. Any one of several issues will probably be appropriate. It is more important to get started than to labor over deciding which is the best issue.

Communicating about policies and programs with unavoidable consequences as well as benefits is particularly useful. Explaining the city's reasons, and listening to citizens' advice before making decisions, helps build public support for politically difficult decisions.

Communicating about policies which require voluntary changes in behavior is the best way to ensure their success.

Pula and Osijek had already identified important issues, and begun designing programs to deal with them, when NDI proposed using this model for citizen participation projects. Solutions to

problems chosen by both cities for their projects require voluntary changes in behavior by citizens - young citizens in Osijek and mostly adult citizens in Pula. Policies for dealing with traffic, parking, and public transit in Pula also have consequences for citizens - for example, higher parking charges in the center - as well as benefits.

- **Choose an issue for which it is feasible to consider citizens' suggestions.**

Citizens will be empowered if city officials choose an issue involving decisions which can be shaped by citizens' preferences and suggestions.

It should be not only feasible to consider citizens' suggestions, but also helpful. Citizens have innovative ideas about how to solve problems, and they are likely to support programs which they have a hand in shaping.

Some decisions can not be modified by advice from citizens. City officials should communicate about these decisions to be transparent and keep citizens informed. However, they are not the best issues for this project.

Pula and Osijek both chose issues about which they need advice from citizens. They will plan or modify programs in response to this advice.

- **Choose an issue which allows short term results.**

The objective of the project is changing citizens' attitudes within a short period of time. The best way to accomplish this is to choose an issue which will allow response to citizens' suggestions quickly - the sooner the better.

- **Choose an issue that offers opportunities for joint action with citizens.**

Citizen participation is most effective when citizens work with city officials to achieve results.

In Pula and Osijek city officials recruited volunteers to help with citizen surveys. Now they are forming citizen advisory committees - in Osijek they see this as adding citizens to the city team. Citizens may not agree with all of the cities' plans. However, the cities will ask them to help communicate with larger groups of citizens about policies and programs where there is common ground.

## **2. Month 1: Organize within City Government before Starting the Project.**

- **Choose a project leader with high visibility and status.**

President of city council is an ideal choice because he or she is a leader among city councilors who are directly elected by the people. The mayor should endorse and support the project but will probably be too busy to be project leader. If president of city council can not be project leader, deputy mayor is a good alternative.

Presidents of city councils are the project leaders in Pula and Osijek.

- **Form a small team to manage the project and coordinate project activities.**

The city must designate a small team of professional city employees to manage the project. The success of the project will depend on the motivation, skills, and effort of this team.

The project leader should be a member of the team. It should also include staff responsible for public and media relations, one or two people with technical expertise about the issue, and the person responsible for citizen complaints and suggestions, if this position exists.

All team members must be skilled in planning, organizing, and communicating clearly and concisely in person and in writing. They must be motivated to work on the project and explicitly commit to devoting time to the project.

The project leader and at least one other member of the team should be skilled in facilitating discussions, reaching consensus, and articulating common ground and differences of opinion. They should be able to lead discussions in which each point progresses from statement (or question) to response (or answer), and to forestall discussions which consist mainly of disconnected statements. They should be able to intervene effectively but tactfully to ensure that points in a discussion are recognized, explored, and then closed. If team members do not have these skills, the city should form a relationship with an external facilitator who will assist with project activities from time to time. The facilitator may also train the team in these skills.

One role of the team will be playing devil's advocate with city officials to make sure possible negative reactions and consequences of city plans are not overlooked. Skills in facilitating discussion will be needed inside city government as well as with citizens.

The city will be handicapped in dialogue with citizens if it has to continue to rely on outside facilitators for discussions with citizens after the six-month project. Contacts who can help the city find facilitators to assist and train the team, and a bibliography which lists materials which the team can use to develop the skills on their own, are included at the end of the handbook. Appendix J explains the basics of facilitation.

One team member other than the leader should be team coordinator and recorder. The coordinator should make sure information about the project is recorded and circulated within the team, and follow up with team members and other city officials to be sure project activities are proceeding as agreed and scheduled. The coordinator should also handle logistics for project activities, or determine that they are being handled by the appropriate person.

The team leader, not the coordinator, is ultimately responsible for team and project activities, for informing other city officials about the project, and for obtaining approval for project activities.

- **Identify a larger city work group to participate in the project from time to time.**

The larger group should include the mayor, deputy mayor or president of city council (depending on who is project leader), at least one city councilor from each political party with a seat in council, and executive councilors, heads of departments, and heads of public companies who have responsibilities related to the issue.

Including city councilors from all parties, and publicly recognizing them as participants, helps make the project credible. One reason why citizens are disaffected is the perception - right or wrong - that city officials are often more concerned about partisan issues than about good governance. Including all parties - or at least urging councilors from all parties to participate - makes it clear that the project is not just propaganda from the party in control.

Citizen participation also happens to be good politics, for parties in and out of control in city government. Councilors from all parties can involve branch members in the project, and demonstrate that they are willing to collaborate across party lines for the good of the community.

Timing may be important for multi-party participation. Right now cities in Croatia can take advantage of the fact that campaigns for local elections are years away. When campaigns begin, all parties which participate in the project can say that they put the important issue of giving citizens a voice in local government ahead of narrow partisan considerations.

### 3. Month 2: Prepare Questionnaires and Fact Sheets.

- **Prepare a fact sheet on city policies, plans, and programs regarding the issue.**

The project is an exercise in strategic planning as well as a model for carrying out citizen participation. Before engaging citizens in dialogue about the issue, the city must be clear about its plans for the issue:

- ▶ What is feasible and what is not feasible regarding the issue;
- ▶ What is already decided and planned;
- ▶ When city actions related to the issue will take place - for example, next month, in six months, next year, or at sometime later in the future when the budget permits.

The team should consult with other city officials and prepare a list of topics to be included in a fact sheet about the issue. Topics should be limited to plans within the next year. Using this list as a guide, the team should then prepare a fact sheet covering each of these topics. The project leader should obtain approval to distribute the fact sheet during the survey.

The team may discover disagreement within the city about facts on specific points. If this happens the city must either reach consensus on these points, or rephrase facts so they are broad enough to cover realistic possibilities.

Fact sheets must be clear and concise. They need not be professionally printed, but should be attractive. Using colored paper and computer graphics makes fact sheets appealing. Cut outs from photographs or magazines can be used instead of computer graphics. The size of the document can be reduced by using a copier and printing on two sides of the paper.

Tips on preparing fact sheets are included in Appendix A. Lists of topics from which Pula and Osijek prepared fact sheets are included as Appendix B. Fact sheets which Pula and Osijek distributed during surveys are included as Appendix C.

The bibliography includes materials which provide tips and techniques for strategic planning.

- **Decide what topics to include in a questionnaire: What advice can the city use?**

Each of the points listed above for choosing the issue must also be considered in choosing topics for a questionnaire on the issue.

It will be more realistic to base some aspects of the city's plans for the issue on citizens' advice than others. Questions should be asked about aspects of plans which are most flexible and most amenable to modification by citizens' suggestions.

Short term impact is very important. Citizens should be able to see results from their advice while the survey is fresh in their minds. Questions should be asked about plans which can be carried out in the near future - preferably within a few months.

Before preparing a questionnaire the team should discuss the city's plans with city officials and list which of the city's plans for the issue can be modified based on citizens' suggestions. Among the plans which can be modified, the list should note which plans can be carried out soon. This will be the list of topics for most of the questions in the questionnaire.

Pula would like to build a parking garage but this is a long term plan. For the questionnaire the city concentrated on short term plans like raising parking charges to generate revenue for parking improvements and offering incentives to take the bus to work.

Osijek would like to add programs for young people who are already in trouble but this is not feasible now. Osijek's questionnaire dealt with new programs which the city can afford now or within no more than a year.

Lists of topics from which Pula and Osijek prepared questionnaires are included as Appendix D.

- **Decide who is the audience for the questionnaire: Citizens in general, or a specific group?**

The city should decide whether a specific group of citizens is the best source of advice and suggestions on the issue. This does not mean experts. If, for example, city plans will affect residents of one district, citizens from that district should be the target group for the survey. Almost any issue will affect some group of citizens more than others!

Before preparing a questionnaire, the team should make sure there is agreement within city government about the target group for the survey.

Pula is working on programs to relieve congestion caused by driving to the center and parking there, and programs to encourage use of public transit. People who drive to the center and park there frequently were the target group for Pula's questionnaire. Within that group, workers who drive to jobs in the center and park there for long periods of time were the primary targets.

Osijek wants to entice isolated youth to participate in healthy social and recreational activities. High school students were the target group for Osijek's questionnaire. Within that group, students who do not participate in programs for youth were the primary targets.



- **Figure out how to find citizens in the target group.**

Answering three questions will help the city develop a plan for reaching the target group:

- ▶ Where (in what locations) can concentrations of citizens in the target group be found?
- ▶ What kinds of people and organizations have contacts with citizens in the target group?
- ▶ What organizations have missions which will motivate them to help with the survey?

The team should list locations where citizens from the target group can be found and organizations through which they can be contacted.

The types of organizations which have contacts with significant numbers of citizens in the target group depends on the issue - for example, if workers are the target group, unions are logical organizations through which to contact them. Political party branches and civil organizations whose missions include betterment of the city may be motivated to help with the survey because contact with citizens will help them achieve their own objectives.

- **Prepare a questionnaire on the issue.**

After agreement is reached on topics and target group for the questionnaire, the team should prepare a questionnaire which can be completed in 10 to 15 minutes.

The questionnaire is a tool for person to person contact with citizens. It should be clear and concise but it need not be a professional social science research instrument.

Some tips for preparing questionnaires:

- ▶ State at the beginning that the city is seeking opinions from citizens;
- ▶ Include a short statement about each topic giving respondents facts they need to know to answer questions - for example, before asking where the city should do something, make a statement about what the city intends to do. Most of this information will also be on the fact sheet, but the questionnaire should be self-explanatory.
- ▶ Construct most questions so they can be answered by a check or number, for example:
  - Check yes or no.
  - Check as many answers as apply.
  - Rank the following three answers from 1 to 3. Mark 1 next to the answer you like most and 3 next to the answer you like least.
- ▶ Include a few open-ended questions which require statements for answers, for example:
  - What one thing do you suggest to solve the problem of [name the problem]?
- ▶ Include a question which confirms whether or not the respondent is in the target group.
- ▶ Ask for name, address, age, educational level, and occupation. State that names and addresses are most important so the city can send survey results to respondents.
- ▶ Ask if respondent would like to participate in an informal focus group about the issue
- ▶ Ask if respondent would like to participate in roundtable discussion with city officials.

The team should test the questionnaire with several people (for example, other city employees) to be sure each question is clear and elicits unambiguous answers. Ask testers what kind of

information they think the city wants from each question and what they mean by their answers. Ask them to point out questions that are confusing or cover more than one idea. Refine and test the questions again before making the questionnaire final.

The project leader should obtain approval for the final questionnaire before starting the survey.

Techniques used to make the fact sheet appealing can also be used for the questionnaire.

More tips on preparing questionnaires are included in Appendix A.

Questionnaires used in Pula and Osijek are included as Appendix E. Results showed that a few questions were confusing, but overall the questionnaires generated useful information.

#### 4. Month 2: Plan, Schedule, and Complete the Citizen Survey.

- **Set a date for completing the survey and a goal for the number of questionnaires to be completed.**

As explained above, completing several activities in a relatively short time is a key feature of this model. It will probably take more than a month to choose the issue, organize internally, and complete fact sheets and questionnaires. To complete all major components of the project in six months, the city should complete the survey by about the end of the second month.

The number of questionnaires depends on the number of people willing to help and the time they can commit. Try to get a relatively even distribution of men, women, and age groups. However, the objective is dialogue with a significant number of citizens in a short period of time, not a statistically valid random sampling of citizens. 200 questionnaires is a modest goal for a relatively large city.

Pula completed almost 200 questionnaires, and Osijek completed more than 200. The cities completed the surveys three weeks after questionnaires and fact sheets were done.

- **Ask the larger city work group to help with the survey and to recruit volunteers to help.**

Help from the larger work group and volunteers will make the survey relatively painless. The hypothetical example below illustrates how to use the work group and volunteers. Numbers in the example are arbitrary.

Assume the goal is completing about 200 questionnaires, and 12 city officials including the team will work on the survey. To reach the goal, each city official is responsible for about 16 questionnaires. Each city official recruits 2 volunteers to help. Each volunteer is asked to do 4 questionnaires with the city official and 4 on his or her own. If all city officials and volunteers follow through, they will complete 192 questionnaires.

In addition to making survey manageable, using volunteers helps the city establish relationships with representatives of organizations who will be asked to participate in other project activities.

Some volunteers should be from organizations which have contacts with citizens from the target group. These organizations will also be channels of communication to and from larger numbers of citizens after the six month project is completed. The section above on finding citizens from the target group lists various types of organizations which are likely to have contacts. Some volunteers should be individuals who help form public opinion about the issue. If the issue is controversial, the city will need their help to generate support for decisions about the issue.

The city will not need outside experts to do the project, but some volunteers may have expertise which the city can tap to plan programs related to the issue. City officials may also recruit volunteers from their own personal networks.

Volunteers are important, but direct contact with city officials is even more important for increasing credibility about the city's interest in dialogue with citizens. It is best if city officials personally administer at least half of the questionnaires.

In some cases questionnaires will be completed one at a time. City officials and volunteers should also assemble small groups of citizens (about 3 to 5 people) to complete questionnaires. City officials and volunteers should explain the reason for the survey to each group and ask the individuals to complete questionnaires while they wait.

Give each volunteer and each person who completes the questionnaire a copy of the fact sheet.

In Pula and in Osijek about 15 city officials worked on the surveys. In each city officials recruited about 30 volunteers to help. Commitments from volunteers were obtained within about one week. Questionnaires were completed during the following two weeks.

Pula recruited volunteers from unions, large employers, environmental NGO's, and civil organizations interested in betterment of the city. Osijek recruited teachers, youth counselors, and representatives of youth NGO's and organizations which operate programs for youth.

In Pula some questionnaires were completed in parking lots, others in small meetings convened by volunteers. In Osijek most were completed by small groups of students in schools.

Suggestions for dealing with volunteers are included in Appendix F. Tips on administering questionnaires which were used for projects in Pula and Osijek are included as Appendix G.

## **5. Month 3: Analyze the Results of the Survey.**

- **Tabulate answers to questions by hand or in a computer spreadsheet or database.**
  - ▶ Keep questionnaires in sets as received from city officials and volunteers who administer them. This makes it easy to consult with people who administered questionnaires if there are questions about how and where they were administered.
  - ▶ Count the completed questionnaires, and the number of answers to each question.
  - ▶ For questions answered with check marks or ranks (for example, Rank answers from 1 to 3.) count each different answer, and calculate that number as a percentage of the total answers to that question.

- ▶ For questions which require numerical answers other than ranks (for example, What is the highest price you would pay to park in the center for 8 hours?) determine the range (the highest and lowest answers) and the median (the answer in the middle of the range, for example, the price for which half of the answers are higher and half are lower).
- ▶ For questions which require textual answers (for example, Suggest a good location for a parking lot on the perimeter of the city.) list different answers (some will be similar enough to be combined), count the number of times each answer is given, and calculate that number as a percentage of the total answers to the question.
- ▶ Calculate the percentages of respondents who are men, women, and different age groups.
- ▶ Calculate the percentage of respondents who are from the target group of citizens.
- ▶ List names and addresses of respondents who say they are willing to participate in a focus group and/or roundtable.

When answers have been tabulated, the team should prepare a document which states the results of the survey. The questionnaire itself, with tabulated answers to questions (for example, 33% yes, 67% no) inserted next to each question, should be used for this purpose.

Results of citizen surveys in Pula and Osijek are included as Appendix H.

- **Repeat the tabulation separately for questionnaires answered by citizens from the target group and by citizens who are not from the target group.**

If the team has chosen good locations for administering questionnaires and appropriate organizations for contacting citizens, many (but not all) respondents will be from the target group. These citizens will be most affected by the city's plans. Their preferences should weigh most heavily in the city's decisions. Comparing results from all questionnaires with those from the target group will indicate whether views of the target group differ from views of other citizens.

- **Tabulate combinations of answers which give additional insights which are particularly important to the city.**

These may be answers to questions about controversial aspects of the city's plans. The following example from Pula's survey illustrates this step:

The city bus company is considering offering passes for workers to employers who make payments to the bus company. Employers will give the passes to workers with no charge. Employers who make payments to the bus company are likely to reduce or eliminate cash stipends for workers who receive passes. Questions about this program were

- ▶ Question 6: Does your employer give you a stipend for transportation?  
Possible answers: (a) yes, or (b) no, or (c) I am not employed
- ▶ Question 7: If you receive a stipend what do you use it for?  
Possible answers: (a) public transport, or (b) personal transport, or (c) other purposes
- ▶ Question 8: If parking is forbidden or charged for in city center, would you be willing to give up part or all of your stipend for a free monthly [bus] pass?  
Possible answers: (a) I'd give up the entire stipend, or (b) I'd give up part of the stipend, or (c) I wouldn't give up the stipend

By counting questionnaires with answers 6(a), *and 7(b) or 7(c), and 8(a) or 8(b)*, Pula determined the percentage of respondents who get the stipend and do not use it for bus passes now, but would be willing to give up part or all of the stipend for a free pass.

The third step in the analysis is also useful for less complicated queries. For example, will respondents in the target group (first question, answer confirms that person is in target group), who approve of a city program (second question, answer yes confirms that he/she approves), personally participate in the program (third question, yes or no)?

If the team plans the analysis while designing the questionnaire the survey will generate complex information from answers to a few simple questions. The team will not *need* a social science professional to design the questionnaire or analyze results, but may ask an interested citizen or city employee with relevant professional experience for advice and comments.

#### **6. Month 3: Update the Fact Sheet - Add Citizens' Suggestions. Distribute Survey Results and Updated Fact Sheet.**

The impact of the project depends on reinforcing citizens' confidence in the city's intention to consult them and consider their opinions. To achieve maximum impact the city should maintain periodic contact with all of the citizens who have been involved in the project.

The first step in reinforcing trust is letting volunteers and citizens who responded to the questionnaire know that citizens' opinions and suggestions are already being considered.

The team should update information on the fact sheet, and add suggestions from citizens for each category of city plans. Results of the survey will be the principal source for suggestions.

The team should make a mailing list of all volunteers and survey respondents, and send them thank you letters from the project leader, with results of the survey and updated fact sheet enclosed.

The team should update fact sheet and mailing list of citizens who have expressed interest in the issue on a regular basis, even after the six-month project is done. This should be done as city plans change and new suggestions are received. Points during the project when updates should be done, and other uses of fact sheet and mailing list, are explained in later sections of the handbook.

Pula's first update to the fact sheet is included as Exhibit I.

#### **7. Month 3: Prepare Messages to Test for a Media Plan.**

Part of the preparation for making a media plan for the issue is preparing and testing messages.

Citizens will not support programs which deal with an issue if they are not convinced that it is important to deal with the issue itself. Citizens are bombarded with all kinds of messages and have many things on their minds. The city will not be able to capture their attention, or raise their consciousness about the issue selected for the project, unless they hear about it repeatedly in simple language which appeals directly to their interests.

Among all of the reasons for caring about the issue, the city should identify the one reason which is most persuasive and credible to citizens in the target group. This one reason should be the message which the city delivers in all of its media communications about the issue.

The message most persuasive to citizens from the target group will not necessarily be the reason city officials find most compelling. The city will need help from citizens choosing the message!

A message (as the word is used here) is not a slogan or a sales pitch for a specific plan or program.

- ▶ A message is one reason for dealing with the issue itself which can be applied to all plans and programs.
- ▶ A message is a unifying theme which will motivate citizens to support a variety of plans and programs which deal with the issue.

The team should make a list of several messages, each of which states an important reason for dealing with the issue, and then ask some citizens from the target group who responded to the survey to help the city choose the one message which is most convincing to them. This can be done in an informal focus group setting.

The message is an important prerequisite for a communication and media strategy. Making a calendar of communication and media events is another.

Points in the six-month project when media coverage is appropriate, and how to use a calendar of communication events as a framework for strategic planning for communications after the six-month project is done, are covered in later sections of the handbook.

Media tips and relationships with media professionals are included in Appendix J. The bibliography includes additional materials on media plans and strategies.

#### **8. Month 4: Hold Informal Focus Group and Roundtable Discussion with Citizens. Update the Fact Sheet Again - Incorporate the Message.**

A focus group is a gathering of people (typically no more than 10) selected based on common characteristics relative to an issue. The group is led through a discussion by a trained moderator or facilitator to really understand why people in the group feel the way they do about an issue.

Inviting some of the people who answered the questionnaire to participate in an informal focus group and roundtable discussion is the second step in reinforcing their confidence that the city is interested in their opinions.

If the survey was completed by the end of the second month, the city should be ready for this component of the project by the beginning of the fourth month.

The team should select about 12 respondents who are from the target group, and who said they would be willing to participate in these activities. The group should include about the same number of women and men, and if possible, balance among age groups, occupations, and educational levels.

Letters of invitation should be signed by the project leader. Fact sheets and survey results should be enclosed (assume the first set they received was discarded). Letters should explain that the meeting will have two parts:

- ▶ a focus group discussion in which they will be asked to help the city decide what message is most likely to raise public consciousness about the need to deal with the issue
- ▶ a roundtable discussion with city officials about city plans and citizens' suggestions

If enough respondents from the target group said they would be willing to participate, it would be better to have two shorter meetings, one for the focus group and one for the roundtable.

- **Make a preliminary outline for the focus group discussion.**

The primary objective of the focus group is having participants rank messages - reasons why it is important to deal with the selected issue - from most persuasive to least persuasive to them personally.

The team should prepare a preliminary outline of questions for the focus group. The outline should include the list of possible messages which the team prepared, and a question which requires participants to rank these messages in numerical order based on which of these reasons for dealing with the issue they personally consider most important. The issue may be important to participants for reasons which are not on the city's list. The outline should also include a question asking participants to write the one reason they personally consider most important, even if this reason is not on the city's list. However, they should rank all of the city's reasons regardless of whether they think these reasons are important.

The outline should also include questions about the best way to reach them and get their attention:

- ▶ Who, other than city officials, would they listen to for opinions about the issue?
- ▶ What newspapers, radio shows, etc., do they read and listen to for news about things they care about in the city?

- **Use an outside facilitator for the focus group; develop team skills in facilitation.**

The project is designed so the city should need little outside assistance to complete it. However, testing messages with focus groups is one activity for which the city should try to use a facilitator who is not employed by the city even if members of the project team are skilled in facilitation.

The team should not be present for the focus group discussion, but it should be taped so the team can listen to a transcript.

If it is not feasible to have an outside facilitator, one member of the team (preferably someone other than the project leader) who has the appropriate skills should facilitate. The discussion should be taped even if a member of the team facilitates.

The preliminary outline and other documents produced during the project should be given to the facilitator well ahead of the meeting. The facilitator should review the materials and revise the

outline as needed to achieve the objectives. The team and facilitator should meet before the focus group to be sure there is mutual understanding about what the session should achieve.

The most difficult concepts to communicate are the differences between a message, a slogan, and an argument in favor of a specific program. The facilitator will be responsible for making sure participants understand that, even if messages about specific programs are used for examples, the city wants one unifying theme for communications which can be applied to all plans and programs dealing with the issue.

Techniques used by the facilitator to stimulate and elicit responses will vary with the issue and characteristics of participants. Role playing is a good technique for some groups - for example, some participants might try to convince peers to support or participate in programs that address the issue, and others might critique the arguments they use.

Verbal comments by participants - as well as numerical ranks assigned to messages on a written handout - will both be important in determining which reason for dealing with the issue is most compelling to the largest number of participants in the group.

- **Hold the focus group session and consider the message which participants recommend.**

The project leader should greet participants and introduce the facilitator. The leader should explain that the city has its own ideas about how to raise consciousness about dealing with the issue, but wants their suggestions to help the city understand why citizens might think the issue is important.

The leader should explain that city officials are not participating so their reactions will not influence the discussion, but would like to tape the session so the team will miss none of their advice and suggestions. This session (and other meetings with citizens) should take no more than two hours.

Even if participants clearly prefer one message, the city may want to hold additional focus groups with citizens from the target group before choosing a message. The focus group described above will include only a few citizens. Moreover, they will be self-selected rather than scientifically selected because they will be drawn from respondents who say they would like to participate.

As for the citizen survey, the primary objective of this focus group is not scientifically valid research. The objective is continuing to build relationships with citizens which instill confidence in the city's intent to solicit and consider their advice.

The city should decide if it wants to use the message which is most persuasive to the focus group, or do additional research to be sure the message is persuasive to larger numbers of citizens from the target group.

Pula tested messages about reducing air pollution from automobile traffic to improve the environment, increasing ridership on buses to make it financially feasible to sustain and improve the bus system, and reducing traffic and parking congestion to make the city more convenient, attractive, and appealing. Participants in the focus group thought it was most important to deal with the issue because of the need to reduce congestion.



Osijek tested messages about offering young people opportunities to have fun and do interesting things, chances to meet new people, and freedom and responsibility to plan their own activities for their free time. Participants in the focus groups ranked having fun and doing interesting things highest numerically. However, many verbal comments showed that participants placed a very high priority on being given freedom and responsibility for planning their own programs. This was clearly a message they wanted to hear.

- **Hold the roundtable discussion and update the fact sheet.**

Planning the roundtable discussion will be simpler than the focus group. However the team should agree on objectives before the meeting. One will be soliciting new suggestions from citizens, other than those already added to the fact sheet after the survey. Another may be getting insight into answers to specific questions from the survey. Some questions may not have been clear, and answers may be confusing. The roundtable will give the team another chance to ask questions and probe for reasons behind answers. Headings on the updated fact sheet should be used as a framework for the discussion and time should be allowed for general comments and questions.

The roundtable should be facilitated by a member of the team with appropriate skills or by an outside facilitator. The team should answer questions, assure citizens that they will get answers if they do not have them, probe for the basis for citizens' opinions, and make sure that suggestions and comments are explicitly acknowledged. The team should not be defensive about the city's plans, acknowledge criticism, and carefully avoid dominating the discussion. During the roundtable and other discussions with citizens, all citizens should be actively encouraged to participate. The team coordinator (or another team member if the coordinator facilitates) should take notes during the discussion.

After the focus group and roundtable, the team should update the fact sheet again to include new suggestions from citizens. Once the city chooses the message, items in the fact sheet should be related to the message - the most important reason for the plans and suggestions in the fact sheet.

Thank you letters including the updated fact sheet should be sent to all participants. This will be another step in maintaining positive relationships with some of the citizens who answered the questionnaire.

Facilitation is discussed in more detail in the sections of the handbook on forming the city team and forming a Citizen Advisory Committee. Contacts and bibliography including materials on facilitation are found at the back of the handbook. Appendix J gives basics of facilitation.

## 9. Month 5: Hold Roundtable Discussion with Opinion Makers. Update the Fact Sheet Again.

The second roundtable will reinforce relationships with a different group of citizens - volunteers who helped with the survey, representatives of civil organizations which are interested in the issue or have contacts with the target group, and people who help form public opinion about the issue.

The city should be ready for this roundtable by about the beginning of the fifth month.

- **Make sure the roundtable represents all groups with special interest in the issue, and includes citizens who do not represent special interests.**

This roundtable should include 10 to 12 people selected from groups mentioned above. It should also include 3 to 5 citizens who answered the questionnaire and participated in the first roundtable.

All major constituencies who have - or should have - a special interest in the issue should be represented at this roundtable. Individuals (other than media professionals) who help form public opinion about the issue should be invited. If any media professionals are included they should be told that they are being invited as citizens, and not because of their professional affiliation.

Pula invited representatives of unions, large employers, tourism associations, environmental NGO's, and civil organizations which have held roundtables to interest the public in the issue and in citizen participation in local affairs. One participant happens to be a media professional.

In Osijek, participants included teachers, school administrators, youth counselors, mental health professionals, people who operate programs for youth, and representatives of youth NGO's.

Citizens who also participated in the first roundtable should be people who participated actively, and will not be intimidated by others accustomed to public discussions. They should be included to be sure special interest groups do not dominate the discussion.

As for the first roundtable, the team should agree on objectives before the meeting and use the fact sheet as the framework for discussion. In addition to soliciting new comments and suggestions, participants should be asked if their organizations have plans for dealing with the issue, and whether they would be willing to help reach more citizens in the target group.

Roles of the team and facilitator will be the same as at the first roundtable. After the roundtable, the team should send thank you letters, and enclose fact sheets updated with new suggestions.

#### **10. Month 6: Form Citizen Advisory Committee and Hold Organizational Meeting.**

By the sixth month the city will be ready for a significant transition in its relationship with a group of citizens who have demonstrated interest in the issue.

- **Invite project participants to serve on a Citizen Advisory Committee on the issue.**

The city should invite 12 to 15 people to serve on a Citizen Advisory Committee. All should be citizens who have participated in one or more of the previous project activities.

The city's goals for the Committee will include:

- ▶ Provide a forum for obtaining advice and suggestions from citizens.
- ▶ Create regular opportunities for testing ideas and discussing plans with citizens
- ▶ Obtain help from citizens informing the public about the issue and generating public support for plans and programs which deal with the issue.

The composition of the Committee should be based on the same considerations used to select participants for the second roundtable - representatives of appropriate organizations, opinion makers, and citizens who do not represent any organization or special interest group.

The Committee should include citizens who are open minded but willing to express disagreement with the city, and citizens who are likely to exercise leadership and help facilitate discussions. The focus group and roundtables will help the team identify citizens with these characteristics. The Committee should be balanced among men and women, and represent different ages, economic circumstances, and educational levels.

The project team should be *ex officio* members of the Committee. They will be responsible for providing accurate up-to-date information on city plans, and information on the technical and financial feasibility of citizens' suggestions.

The mayor, as well as project leader, may want to sign letters of invitation. Letters should inform nominees about the city's reasons for creating the Committee. They should be assured that citizens will have the opportunity to consider goals for the Committee at the first meeting. They should be told that technical expertise is not necessary, and they have been asked because of their interest in the issue. They should also be told that the city will not make unreasonable demands on their time.

If nominees decline, substitutes should be chosen to maintain appropriate representation.

- **Convene the organizational meeting of the Committee.**

The tone and content of the organizational meeting will have a substantial impact on how seriously citizens take the commitment to serve on the Committee, and how effective the Committee will be.

The agenda for the organizational meeting should be brief:

- ▶ Welcome and introductions
- ▶ Organizational matters
  - ▶ expectations of participants
  - ▶ ground rules for meetings and actions
  - ▶ designating people to carry out essential functions
- ▶ Consensus on Committee goals
- ▶ Agenda and date for next meeting
- ▶ Feedback on meeting from all participants

At the beginning of the meeting, the team leader should explain the criteria used for selecting Committee members.

- **Establish ground rules**

Ground rules include matters like frequency and length of meetings (90 minutes is ideal), making and following agendas, timekeeping at meetings, recording and distributing minutes, process for decisions (consensus or votes), and principles like expressing honest personal opinions, providing explanations if speaking for others, and agreeing to disagree if consensus is not reached on an issue.

- **Designate people to carry out essential functions for the Committee.**

People will be needed to handle four essential functions for each meeting:

- ▶ facilitator to ensure that ground rules are observed and discussions are productive
- ▶ recorder to make notes of key points of discussions and all decisions
- ▶ timekeeper to ensure that agendas are covered within time allotted for meetings
- ▶ administrative and logistics coordinator

The Committee may want to designate someone as chairperson or spokesperson for the group. The group may also be more comfortable with a less formal arrangement in which no one is designated to speak on behalf of the group. If a spokesperson is designated, the precise role of this person should be explicitly agreed upon by the Committee.

All Committee meetings should be facilitated by an individual who does not participate actively in the discussion. The responsibility of the facilitator goes far beyond just having orderly meetings at which ground rules are observed and agendas are covered in the time allotted! The facilitator is responsible for the quality of the discussions, and must forego most opportunities to participate in the give and take to attend to this responsibility. It is absolutely essential for the facilitator to ensure that all members of the Committee, including the city team, are engaged in active listening and constructive response.

The quality and productivity of discussions at the first few meetings will determine the interest of citizens and city officials in continuing after the novelty wears off. Unless one of the citizens or city team members is skilled at facilitation, an outside facilitator should moderate at least the first several meetings.

As mentioned above, basic characteristics of facilitation are explained in Appendix J. Contacts listed at the back of the handbook can make referrals to facilitators and trainers in facilitation. The bibliography includes materials on facilitation.

The team should procure and study these materials and make copies for the Committee. Preferably the whole team, and at least two members of the team, must develop skill in facilitation. In most cities, the whole team would benefit from training. If possible the team should arrange a workshop on facilitation for the whole Committee!

Eventually meetings should be facilitated by a member of the Committee, most likely a member of the city team. The person functioning as facilitator need not forego all opportunities to participate in discussion. However, he or she must explicitly step out of this role before responding to questions or stating positions. The role of facilitator may be rotated among members, both to give members practice with this skill, and so no one is consistently excluded from discussions.

Agendas should include estimated times for each item, and allow time for other business which comes up at a meeting. Time should be reserved for feedback at the end of the meeting on the quality of the meeting. Using flip charts to record notes, and writing minutes from the charts, will reinforce members' recollections of Committee discussions and decisions. The recorder, or another member of the Committee can function as timekeeper, and this role may rotate among members.

The administration and logistics coordinator should handle responsibilities such as ensuring that minutes, agendas, and documentation for agenda items are prepared and sent to members before meetings. He or she should reserve space for meetings, arrange for special presentations (if any), and bring handouts and flip charts. The city team coordinator should volunteer for this post. He or she should also monitor completion of tasks between meetings.

- **Reach consensus on goals.**

The goals of the Committee must be common goals of citizens and city officials. The team coordinator should distribute a handout listing the city's goals for the Committee as they were stated in letters of invitation. Citizens should consider each goal and come to consensus on whether they share the goal. They may also suggest other goals for their work with city officials.

The team should make it clear that the city is not seeking a cadre of citizens to follow the city's lead. The team should assure citizens that the city does not expect the Committee to endorse all city plans and programs. Constructive criticism will be one of their principal responsibilities.

- **Set agenda and date for next meeting.**

At the end of the meeting citizens and city team should suggest topics for an agenda for the first business meeting of the Committee. The team should inform the Committee that they are preparing a calendar of communication events about the issue. They should suggest new items on the fact sheet and brief review of the calendar of events as regular items for meeting agendas. Most meetings should consider one aspect of the issue in depth. The date for the next meeting should be set before the meeting ends.

The project leader should ask if citizens are willing to continue to serve on the Committee, and ask for volunteers to participate in a press conference announcing formation of the Committee.

- **Announce the formation of the Committee.**

After the meeting the city should hold a press conference to announce formation of the Committee, its members, and its goals. Transparency is very important. The press release should include criteria which were used to constitute the Committee. As many members as are willing should attend the press conference. They should be prepared to speak about their reasons for agreeing to serve on the Committee. Press should be informed that future meetings will be open to the media.

#### **11. Month 1-6: Arrange Media Coverage for the Six-Month Project.**

**Month 6: Prepare a Three-Month Calendar of Communication Events.**

- **Arrange media coverage to inform larger numbers of citizens about the project.**

Person to person dialogue is the primary strategy for the six-month project. However, the team should also obtain media coverage for the project several times before the Citizen Advisory Committee is formed to let the public know that the project is underway.

- ▶ Hold a press conference to announce the project; distribute an outline of activities planned for the project.
- ▶ Issue press releases announcing availability of a fact sheet on the issue and updates including citizens' suggestions; list places where the fact sheet may be obtained and invite citizens to call the team coordinator to obtain copies.
- ▶ Hold a press conference announcing results of the survey; explain that the survey was conducted person to person by city officials with help from volunteers; ask some volunteers to participate in the press conference and in radio and TV interviews about the survey.
- ▶ Hold press conferences after each of the roundtables; ask some citizens who attend roundtables to participate in the press conferences and in radio and TV interviews about the roundtables.

- **Outline a preliminary calendar of communication events for the next three months.**

A regularly updated schedule or calendar of communication events should be used as the framework for strategic planning for citizen participation on the issue after the six-month model project has been completed.

The calendar should include media events and person to person events. It should include events for which the primary purpose is obtaining suggestions from citizens, and events for which the primary purpose is informing citizens about the issue, and city plans and programs for dealing with the issue.

If time permits, the team may prepare and start to use the calendar as a tool simultaneously with other project activities earlier during the six months.

The team should use the updated fact sheet as a guide for developing the calendar of events.

Events should be communications of various types about

- ▶ problems related to the issue which the city is trying to solve
- ▶ suggestions made by citizens for solving the problems
- ▶ city plans and programs for solving the problems, particularly specific programs and activities as they are actually implemented

The team should identify items from the fact sheet in each of these categories, and plan events through which the city will communicate with citizens about each item, through media and/or person to person. The list should be long enough to prepare a preliminary three-month calendar which includes several events each month. During months when not much is happening with regard to city plans, the team should ensure that there are events to communicate about - events may be as simple as scheduling a meeting with an organization to discuss the issue, or distributing fact sheets in key locations. For each event the team should note

- ▶ possible participants (not just city officials)
- ▶ possible locations (preferably outside city hall)
- ▶ illustrative materials - photographs (not just "head shots"), videos, written reports, etc.

The calendar should include person to person events:

- ▶ meetings of the Citizen Advisory Committee
- ▶ meetings with other citizens arranged by city officials or Committee members
- ▶ special happenings or celebrations sponsored by the city
- ▶ city participation in events sponsored by outside organizations

It may also include items like issuance of new updates to the fact sheet and special promotional activities related to the issue.

The team should make public announcements and post notices in public places about communications events. The team should also arrange media coverage for as many events as possible, including press conferences, press releases, radio and TV interviews.

The purpose of some events will be obtaining advice and suggestions from citizens. Others should accomplish one of the following objectives:

- ▶ illustrate a problem related to the issue
  - ▶ demonstrate concurrence about a problem or solution by a source other than a city official
  - ▶ show momentum solving a problem or gaining support for a solution
- **Prepare a final calendar of communication events for the coming month; update the preliminary three-month calendar; incorporate the message.**

When the preliminary calendar for three months is done, the team should prepare a final calendar for the coming month (subject to revisions for things that come up during the month) and obtain approval to carry out the events planned for the month.

When the calendar for the coming month is finalized, the team should add another month to the preliminary three-month calendar. This process should be repeated monthly.

At this point the city should have chosen a message. The team should ensure that the message is delivered through each activity and event in the communication calendar.

The team may want to consult with professionals and develop a slogan and logo which convey the message. These may be used on publications about the issue.

However, slogan and logo will not be enough. Different words will be needed to explain each plan and program which deals with the issue. Each explanation should refer to the underlying reason for the plan or program - the concern which is uppermost in the minds of citizens in the target group - the message.

Media tips and suggestions for relationships with media professionals are included in Appendix K. The bibliography contains additional materials on media plans and strategies. Contacts listed at the back of the handbook can make referrals to media trainers.

## 12. Month 6 + : Continue Dialogue with Citizens - in Person and through the Media.

With the notable exception of using volunteers to help with the survey, activities during the first six months will focus on dialogue with citizens, rather than joint action by citizens and city officials.

Once the Citizen Advisory Committee has been formed and the calendar of communication events has been prepared, the city will be ready for a transition from dialogue to collaboration with citizens.

- **Engage in joint action with members of the Citizen Advisory Committee.**

Results from joint action by city officials and citizens on the Committee will encourage city and citizens to maintain their commitment to take the Committee's role in city affairs seriously. There will be many opportunities for collaboration:

- ▶ attending meetings of citizens and other organizations together
- ▶ holding informational meetings for citizens outside city hall
- ▶ participating in media events
- ▶ finding private sponsors for public events

Becoming well informed about the city's budget for programs for the issue, commenting on the budget, and explaining the budget to other citizens and soliciting their comments may be one of the Committee's most important roles.

Most members of the Committee will be in touch with relatively large numbers of citizens through organizations they represent. They should be encouraged to bring questions from these citizens to the city team.

At each meeting of the Committee, citizens should be asked for their comments on recent developments and invited to participate in communication events.

- **Maintain contact with all citizens who have participated in the project.**

Only a few of the hundreds of citizens contacted during the project will be on the Committee. The city should be sure to stay in touch with the others as well. The team should include periodic contact with them in the communication calendar:

- ▶ Send them updated fact sheets as they are released.
- ▶ Invite them to communication events.
- ▶ Invite them to hearings and informational meetings.
- ▶ Ask them to volunteer to help with future citizen surveys.
- ▶ Ask them to complete additional questionnaires in person or by phone or mail.
- ▶ Ask them to participate in future focus groups and roundtable discussions.



The primary objective of the six-month project is changing attitudes of a significant group of citizens about their role in local democracy in a relatively short period of time. Together, all of the citizens who respond to communications from the city during the project will comprise a solid anchor in the process of building an active and empowered electorate.

The project will also give city officials confidence in their ability to tap the power of citizens to help them discharge their responsibility for sound local governance.

### Use the Model for Other City Issues

Mutual trust established between city officials and citizens during project will prepare both for using the model for other issues.

The project leader and some members of the team will have responsibilities for other issues in city government. Experience using the model for one issue will prepare the whole team for expanded roles managing dialogue with citizens. A different team member may even lead a project on another issue. This team member may become the city's key professional employee for coordinating citizen participation projects.

Some members of the Citizen Advisory Committee will also have broad interests in local affairs. Their experience with the project will prepare them for constructive dialogue on other issues.

The city budget and the city comprehensive plan are ideal issues for engaging leading city officials, executives from various departments of city government, and city councilors from all parties with a broad cross section of citizens and civil organizations.

### Adapt the Model for Leadership by City Councilors

City government is the level of government closest to the people and city councilors are the representatives directly elected by the people to city government.

City councilors from all parties should play active roles informing citizens about the city's plans for important local issues, bringing their advice and suggestions about the issues to the attention of city government, advocating for consideration of citizens' views by city government, and reporting back to citizens on the response of city government to their concerns.

The project described in this handbook assumes leadership by city officials from the political party in control of the city government. City councilors from minority parties can also initiate and lead citizen participation projects using techniques adapted from this model.

The composition of the project team may be different if the team is led by a minority city councilor. In this case the councilor may form a team which includes members of the local branch of his or her party to help manage and coordinate project activities.

By assuming responsibility for engaging citizens in dialogue and action on important local issues, city councilors from minority parties will make significant contributions to development of functional multi-party democracy at the level of local government.

## Contacts

**City of Osijek** Marija Medic, President of City Council, Franja Kuhaca 9, 31000 Osijek, Croatia, phone 385-31-228-228, fax 385-31-207-140

Ms. Medic is leader of the city team for the Osijek project

**City of Pula** Boris Suran, President of City Council, Forum1, 52100 Pula, Croatia, phone 385-52-24-937, fax 385-052-33-999

Mr. Suran is leader of the city team for the Pula project.

### **National Democratic Institute**

Christine Owre, Director of Croatia Local Governance Program, Preradoviceva 22/IV, 10000 Zagreb, Croatia, phone/fax 385-1-483-6396, 385-1-422-138, email cowre@zg.tel.hr

Ms. Owre designed the model and directed NDI's work with Pula and Osijek. Washington staff of NDI, a consultant engaged by NDI, and Dmitrije Todorovic assisted with assessment of constraints to citizen participation in Croatia. Ivana Sirovic and consultants engaged by NDI assisted with project implementation in Pula and Osijek.

Karen Gainer, Director of Croatia Political Party Program, Preradoviceva 22/IV, 10000 Zagreb, Croatia, phone 385-1-426-726, phone/fax 385-1-426-446, email ndi@zg.tel.hr

Ms. Gainer and her staff may be contacted for materials for which NDI is listed as contact in the bibliography and for referrals for trainers for media strategy and relations.

Greg Starosky, Director of Croatia Civic Forum Program, Vukovarska 29, 30224 Klisa, Croatia, phone/fax 385-31-76-645, email ndi\_cro\_project@hotmail.com

Mr. Starosky and his staff may be contacted for referrals for trainers for team building and strategic planning.

Susan Atwood, Regional Director for Central and Eastern Europe, Jonas Rolett, Program Officer, 1717 Massachusetts Ave., NW, Washington, DC, USA, phone 1-202-328-3136, fax 1-202-939-3166

Ms. Atwood and Mr. Rolett may be contacted for information on NDI programs for governance, elections, political party development, and civic education in central and eastern Europe and elsewhere.

## Croatian NGO's

Marina Skrabalo, Andrijana Paric, **Center for Peace Studies**, Raciceva 9, 10000 Zagreb, Croatia, phone/fax 385-1-233-2416

Ms. Skrabalo facilitated focus groups and roundtables in Pula and Osijek, and a citizen advisory committee meeting in Pula. She provided training in facilitation for city officials in Pula and assisted with the bibliography. She may be contacted for referrals for facilitators and for trainers for facilitation, team building, organizational development, and strategic planning.

Ms. Paric assisted with the bibliography and may be contacted for materials for which Center for Peace Studies is listed as contact in the bibliography.

Snjezana Matecic, **Center for Civil Initiatives Porec**, Nikole Tesle 7, 52440 Porec, Croatia, phone 385-52-452-746, fax 385-52-452-696, email [cgi\\_po@zamir-zg.ztn.apc.org](mailto:cgi_po@zamir-zg.ztn.apc.org)

Ms. Matecic facilitated and critiqued citizen advisory committee meetings in Pula. She provided training in facilitation for city officials in Pula and assisted with the bibliography. She may be contacted for referrals for facilitators, for trainers for facilitation, team building, organizational development, and strategic planning, and for materials for which Center for Civil Initiatives Porec is listed as contact in the bibliography. She may also be available to assist local governments and civil organizations in implementing the model described in this handbook.

Biljana Bijelic, **B.a.B.e.**, Prilaz Gjуре Dezelica 26, 10000 Zagreb, Croatia, phone/fax 385-1-484-6176

Ms. Bijelic may be contacted for materials for which B.a.B.e. is listed as contact in the bibliography.

Jasminka Pesut, **Center for Women's Studies**, Palmoticeva 5, 10000 Zagreb, Croatia, phone/fax 385-1-481-4767

Ms. Pesut may be contacted for materials for which B.a.B.e. is listed as contact in the bibliography.

## International NGO's

Damir Grubisa, **Partners for Democratic Change**, Trg Burze 2, 10000 Zagreb, Croatia, phone/fax 385-1-4810-484

Mr. Grubisa may be available to assist local governments and civil organizations in implementing the model described in this handbook and other models for cooperative planning between local governments and civil organizations.

Jill Benderly, Zvijezdana Schulz, **Delphi International STAR Project**, Kneza Mislava 11, 10000 Zagreb, Croatia, phone 4612-409, fax 4612-428, email delphi-international@zg.tel.hr

Ms. Benderly and Ms. Schultz may be contacted for referrals for facilitators, for trainers for facilitation, team building, organizational development, and strategic planning, and for materials for which Delphi International STAR Project is listed as contact in the bibliography.

Michael Kott, **Academy for Educational Development**, soon to be located at Ljudevita Posavskog 2/IV, 10000 Zagreb, Croatia. Contact USAID (see below) for date and phone/fax numbers.

AED will soon begin implementing a USAID contract for NGO development. By fall 1998 Mr. Kott may be contacted for referrals for facilitators, for trainers for facilitation, team building, organizational development and strategic planning, and for NGO's interested in working on citizen participation with local governments.

Nives Zenko, Lidija Roncevic, **World Learning, Inc.**, Palmoticeva 60/II, 10000 Zagreb, Croatia, phone 385-1-4819-698, fax 385-1-4819-702

Ms. Zenko and Ms. Roncevic may be contacted for referrals for trainers and training materials for facilitation, team building, organizational development, strategic planning, and media relations and strategies.

Tanja Skrbic, **The Proni Institute of Social Education**, P.Preradovica 7/II, 31000 Osijek, Croatia, phone 385-31-207-428, fax 385-31-207-427

Ms. Skrbic may be contacted for referrals to NGO's who may be interested in citizen participation projects with local governments in Eastern Slavonia.

#### Other Agencies

Sanja Vukotic, Program Manager, US Agency for International Development Mission to Croatia, Trg Bana J. Jelacica 3/III, 10000 Zagreb, Croatia, phone 385-1-481-1977, fax 385-1-481-6143, email svukotic@usaid.gov

Ms. Vukotic is USAID liaison to NDI in Croatia. She may be contacted for referrals to USAID grantees and contractors working on programs related to strengthening democracy in Croatia.

Jason Aplon, Country Director, Office of Transition Initiatives, US Agency for International Development, Trg Bana J. Jelacica 3/III, 10000 Zagreb, Croatia, phone 385-1-481-1977, fax 385-1-481-6143, email japlon@usaid.gov

Mr. Aplon may be contacted for information on resources which may be available for projects undertaken by NGO's to facilitate citizen participation in local government.

## Bibliography

Materials listed in this bibliography are filed and available for review at offices in Croatia of various NGO's. The name of the NGO to contact is noted for each item. Refer to the section of the handbook on contacts for names, addresses, and phone/fax numbers.

Originals of some materials are in English. Originals of others are in Croatian. Some materials, or excerpts from the materials, have been translated from the original language and are available both in English and Croatian. Languages in which materials are available through the contact NGO are noted for each item.

References for the materials, and information on whether materials are books, periodicals, excerpts from publications, or original documents, were supplied to the extent available, by the NGO's listed as contacts. Some references are missing or incomplete. Photocopies of some materials are available from the NGO's listed as contacts. Some materials may be also available from the authors and/or original publishers.

## Facilitation

*Basics of Facilitation: Meaning, Results, Techniques* (original document), Snijezana Matecic, Marina Skrabalo, June, 1998, Croatian, English.

contact: Center for Civil Initiatives Porec, Center for Peace Studies

*Behaviors That Facilitate Cooperation* (excerpt), Interaction Associates, LLC, San Francisco, CA, USA, 1988, 1991, English, excerpt Croatian.

contact: Center for Peace Studies

*The Bells of Freedom with Resource Materials for Facilitators of Non-Formal Education and 24 Human Rights Echo Sessions* (handbook), APAP, Addis Ababa, Ethiopia, 1996, English.

contact: B.a.B.e.

*Dealing with Difficult Participants* (book), Bob Pike, Jossey-Bass Pfeiffer, USA, 1997, English.

contact: Center for Peace Studies

*Facilitator's Guide to Participatory Decision Making* (book), Sam Kaner, et al., New Society Press and Community at Work, USA, 1996, English, excerpts in Croatian, see sections on *Broad World of Brainstorming*, *Stupidities to Sabotage One's Own Success (Most Frequent Mistakes Facilitators Make)*, *Bad Things We Do in Meetings (Methods for Creating Bad Meetings)*, *Getting over Control (Problems in Small Groups)*.

contact: Center for Peace Studies

*How to Facilitate* (periodical), INFO\_LINE, Issue 9406, American Society for Training and Development, USA, June 1994, English.

contact: Center for Civil Initiatives Porec

*Some Basic Elements of a Good Meeting* (excerpt), English.

contact: Center for Peace Studies

## Local Government

*Local Self-Government and Government in Croatia* (book), Juraj Hrzanjak, Informator, Zagreb, Croatia, 1993, Croatian.  
contact: Center for Peace Studies

## Media

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