

MANUAL



GREEN

AGENDA IN CROATIA

THEORY AND PRACTICE

MILIEUKONTAKT
OOST-EUROPA

ZOE Center for Sustainable Development
of Rural Communities

MANUAL



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THEORY AND PRACTICE

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Preface

Our environment is what we make of it

In the eyes of many people, NGOs active in the field of environment oppose any new developments in their region that might bring prosperity. New roads, that bring tourists and possibilities to connect with the outside world, factories, that bring employment to the region, housing estates or mega shopping centres in beautiful areas, airports, fertilisers and genetic modification in agriculture, you name any form of progress and there will be an opposing group.

This attitude of environmentalists has not given them the best possible image among many citizens. Support for organisations taking care of faraway problems like the Amazonian rain forest, gorillas in Sumatra or baby seals in Canada remain still strong. But “don’t touch **our** cars and way of life” is the general attitude.

This growing lack of support for organisations concerned with environment in the direct vicinity of the community calls for another approach. A starting point for this approach was given in Rio de Janeiro in 1992, where a strategy for sustainable development was launched called Agenda 21. Agenda 21, the Rio Declaration on Environment and Development, and the Statement of principles for the Sustainable Management of Forests were adopted by more than 178 Governments at the United Nations Conference on Environment and Development (UNCED) in Rio in 1992. These documents represent an integrated approach towards environment, economy, social and cultural development. They aim to involve the (local) governments but also citizens, non-governmental organisations and the business sector in defining strategies and plans for the improvement of living standards of (local) communities, now and in the future. As a result, in the past decade many communities have been going through a process of stakeholder involvement and strategy development to define their Local Agenda 21.

The mission of *Milieukontakt* is to support the development of the environmental movement. We work on our mission in more than 20 countries in Europe and Asia. In the late nineties we encountered environmental NGOs in many communities in Romania who were struggling with each other and with their image with the public and local government. In cooperation with Focus Eco Centre from the Trans-Sylvanian town of Targu

Mures, *Milieukontakt* developed a methodology to gather NGOs and start an initiative in dialogue with government and other stakeholders to develop a Green Agenda for their region. Since then Green Agenda has become one of the major strategic themes of *Milieukontakt*. Projects focusing on Green Agenda or Local Agenda 21 have been conducted in Romania, Moldova, Russia and Croatia.

This manual is a new milestone in the development of our Green Agenda approach. And with 'our' I do not merely mean *Milieukontakt*. Green Agenda is an *open source* methodology that has been developed based on input from many organisations from many countries. Especially for this manual I would like to compliment the authors Ivana Laginja and Suzanne Bakker who really made an effort to put all the information available to us now into such a concise and readable format.

And of course I would also like to thank the Matra Program of the Dutch Ministry of Foreign Affairs for their financial support for this and many other Green Agenda projects.

I hope that you, as a reader, will share our enthusiasm and despite all the pitfalls and difficulties that come with any Green Agenda process, are motivated to contribute to or even start a process in your own community. If you do, please let us know about your experiences, and help us all to further fine tune the methodology so that it may become even more successful around the globe!

Amsterdam,
March 29th 2005
Jerphaas Donner, MSc
(Director *Milieukontakt*)

Introduction

Green Agenda in Croatia - theory and practice

Green Agenda

Green Agenda is an adaptation of the concept of Local Agenda 21, introduced globally at the United Nations Conference on Environment and Development in Rio de Janeiro in 1992. Its methods are similar, but the scope is slightly more modest, as it focuses on improving and maintaining local nature and environmental values. The term Green Agenda is used for both the *process*, involving all the different groups and sectors in a local community, and the *document*, which lays down the conclusions and plans for the future. It is important to be aware that the document, although it is a visible and nice concrete result, is not the end-result of the process. After the document is ready and possibly adopted by a local council, implementation work begins, and this will undoubtedly lead to new insights, ideas and plans that could be included in a new version of the document.

The concept of Green Agenda was developed in Romania, when Focus Eco Centre and *Milieucontact* decided to initiate an open process involving environmental organisations, citizens, local and regional authorities and businesses with the aim of creating regional green plans, or as we call them: Green Agendas. The success of that effort, and the enthusiasm this work received at a meeting of *Milieucontact's* network in the Netherlands in 2000, has convinced *Milieucontact* that this kind of methods forms a powerful tool to really bring about positive and lasting change that makes the place we live in a better one.

Project Green Agenda in Croatia

This manual is based on theory and practice: theory that was obtained from different sources, among which AIDEnvironment of the Netherlands who gave us their method for structuring processes of this kind, and practice that we gained when implementing a project Green Agenda in Croatia.

This project "Green Agenda in Croatia" was implemented from 1 December 2002 to date and will end on 31 May 2005. It was financially supported by the Matra programme of the Netherlands Ministry of Foreign Affairs.

The project was implemented by *Milieukontakt*, our two local Croatian partners Green Istria in Istria and ZEO Nobilis in Medjimurje and 8 local communities: Litznjan, Medulin, Rovinj and Oprtalj in Istria and Cakovec, Nedelisce, Senkovec and St. Martin na Muri in Medjimurje.

During the project implementation we gained a lot of experience on the Green Agenda process and how it may be successfully implemented within Croatian context. We learned about what to do and what not to do, and how to do it. In all, we feel that the work in the 8 communities has been rewarding and useful, not only to the organisers, but also, more importantly, to the local communities themselves. We are now confident that it is possible to conduct Green Agenda processes in Croatia, not just in the 8 communities we were able to work in.

Therefore, we would like to share our knowledge and experience with you through this manual. We hope that this may lead to more Green Agendas in Croatia, and ultimately to better use of environment and nature in local communities and a higher quality of life.

Who is the manual for...

This Manual is for all environmental organisations and municipalities interested in improving their local conditions. We would like to emphasise that the method we present in this manual needs broad involvement in the community as well as a certain amount of time. Green Agenda is not comparable to an ordinary awareness campaign or a small project. It needs a great deal of skills, not just knowledge on environment and nature but also organisational, financial, management and “people skills”. It is a time-consuming process, and it has to be time-consuming as it aims to involve as many different people and organisations as possible. We believe that broad participation in Green Agenda will greatly enhance quality of the results, support for the results and involvement in the realisation of the plans made. All of this will lead to results that last. Results that are sustainable and show us that we did not waste our time and energy in caring for our community.

This Manual is for all interested, and indeed we hope that many of you will be interested. But we would also recommend that before you start dreaming of your own local Green Agenda, you read this Manual carefully and check if you have or can find the human, financial and management tools you need, as well as the time and commit-

ment needed to make your dream come true. This may mean that you will have to find allies before starting even the first steps, and it may lead to some delay. But it is the best way to avoid some of the disappointment and frustration that you may experience otherwise, and it certainly is a must for your success.

How to use it

In this Manual we have tried to present a theoretical framework for the Green Agenda and for the methodology used. But we also focus on the concrete steps that any Green Agenda process needs.

This Manual is not a cooking book: it is not the kind of book where you start on page 1, and work your way through until the end. Some steps may not be needed in your community, or maybe a different order of some steps makes more sense in your conditions.

We would recommend you to try to get an overview of the manual as a whole first. After that you can select the parts that seem most useful to you at the time, implement the steps indicated according to your needs and possibilities, and then select some new parts.

Some of the texts, pictures or boxes can be used directly in your presentations or analyses, and you can just photocopy them and disseminate them between those present and participating. Others may need more elaboration by you before they can be used.

We also recommend you to make use of the experience and expertise of the people we worked with in the Green Agenda projects. In Annex 1 of this Manual you will find more information including contacts, about the Association for Local Sustainable Development (LOR) that was established in the framework of this project.

Open source

This Manual is an open source. That means that it can be used freely. It also means that it is a living document: we would like to keep it updated with your help. Please keep us informed if you use the manual, and let us know your opinion, suggestions, examples, questions, etc. This way we can make the first steps of the next generations of Green Agendas in Croatia and in other countries easier.

Thanks to...

This Manual would not be in existence without the input and advice from our colleagues in Croatia and the Netherlands. We would like to thank especially *Jan Joost Kessler* from AIDEnvironment who provided us with the SEAN method, which forms the basis for this manual, and who kindly read one of the first drafts and commented on it. *Jasna Matic Butkovic* contributed texts concerning the legal reality in Croatia. We would also like to thank *Ana Zeljezic*, who assisted us when we were stuck in theory, and our colleagues from *Milieucontact* Amsterdam *Chris van de Sanden*, *Paul Kosterink*, *Willem Tjebbe Oostenbrink* and *Jerphaas Donner* for their comments and advice.

Without the hardworking people in Green Istria, *Dusica Radojicic*, *Milena Radosevic*, *Vesna Petrovic*, *Barbara Mikac*, *Vladimir Lay* and *Latinka Janjanin*, as well as those from ZEO Nobilis, *Sinisa Golub*, *Ana Bajsic*, *Zeljka Lilek*, *Klaudija Perhoc*, *Jasminka Mikac*, *Martina Kuretic* and *Robert Taradi* we would not be in a position to refer to real life evidence that Green Agenda is indeed possible and can be useful. We have to thank them for the more than two years of their working lives that they dedicated to this project.

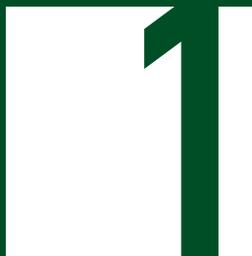
Last but not least, we are indebted to *Matra*, for their support for this project and the manual.

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CHAPTER



A BIT OF THEORY - PARTICIPATION IN STRATEGIES FOR SUSTAINABLE DEVELOPMENT

A bit of theory

Participation in strategies for sustainable development

Introduction

Sustainable development has become an important word within the environmental community. Briefly stated, it means that in order to protect our Earth and its environment from destruction of its resources, we need to learn to live so that we sustain our environment as we develop. This is a world-wide concept. Sustainable development encompasses all aspects of life. Sustainable development is essentially a political process, and political structures can tend towards a top-down system of governance. But sustainable development requires the consensus and commitment of society as a whole; experience shows that this cannot be delivered by Government planning and acting alone. So participation processes are needed to create a partnership involving private sector and civil society, as well as government. These processes aim to transform governance approaches and facilitate multi-stakeholder involvement.

An effective process requires that stakeholder interest in participation be built and carefully sustained, practical guidance is given on the costs and benefits of participation, the importance of carefully selecting representative stakeholders, and clarifying roles and expectations. The way structures, organisation and legal framework should look in order to achieve effective participation is discussed.

Understanding participation

Participation is nothing less than the fabric of social life. People have always participated in survival strategies and in the development of their own cultures. Whether through formal or informal organisations, autocratic or democratic means, a variety of participatory structures and procedures have evolved to define and address collective needs, to resolve conflicts and to make plans and take the steps necessary to implement them.

Typologies of participation - and associated dilemmas

The many ways in which the term *participation* is interpreted and used can be resolved into seven clear types that range from manipulative and passive participation, where people are told what is to happen and are to implement pre-determined tasks, to the stage where communities take initiatives on their own.

BOX 1 - PARTICIPATION: ONE TERM, MORE MEANINGS

Participation is clearly a “good idea” that nobody from any position will want to say anything against. But people could often be talking about very different things. To some it will be a *goal or aspiration*, to others a *demand*, and to others a *description* of the way things are. There are too many simplistic exhortations to “get everyone participating and democratise the process”. Agenda 21 for instance called for the “maximum possible participation”.

But if we consider why participation is needed it is clear that it is not going to be an easy business. Participation processes are fundamental to understand multiple perspectives, negotiate and cut “deals” between the needs of wider society and local actors, form partnerships and to maintain “living processes”, not “dead papers”.

Thus everyone agrees that participation is both a right and a practical necessity. But its form, mechanisms and functions need to be carefully shaped. Participatory mechanisms such as a national sustainable development forum, steering group, working groups and local-level learning groups need to be explicitly designed to tackle particular problems.

Source: Adapted from Mayers et al (2001)

Consultation is only one form of participation, but the terms “consultation” and “participation” are frequently used interchangeably. Rahnema (1992)¹ concludes that passive, consultative and incentive-driven forms of participation marginalize groups, which have no recognised stake in decision-making. These types of participation are often being used more as a vehicle for gathering information and to ensure implementation of pre-conceived plans for shared decision-making. These “superficial and fragmented achievements have no lasting impact on people’s lives”. If the objective is to achieve sustainable development, then consultative forms of participation alone will not suffice.

¹ Rahnema, M. (1992). Participation. In W. Sachs (Ed.) (1992) *The Development Dictionary: A Guide to Knowledge as Power* (pp. 116-131). London: Zed Books.

Rahnema holds critical views on development cooperation and on the legitimacy of participation, as in his opinion it may lead to marginalization of people instead of bringing people into the power circle.

Sustainable development requires broader participation in governance, to deal with multiple trade-offs and uncertainties. Many of these tasks are so complex that decisions imposed by elected bodies that do not carry the consensual support of society - even though they might be enforced through legislation and the official machinery of government - will not lead to sustainable development. However, once key issues have been explored and debated, and some consensus on the ways forward negotiated by stakeholders, a final decision will often need to be endorsed by elected representatives in the forums of government.

The authorities' dilemma is that they both need and fear people's participation. They need the agreement and support of diverse groups of people - development is not sustainable otherwise - but they tend to fear greater involvement is less controllable, less predictable, likely to slow down decision-making, and may challenge the existing distribution of wealth and power. Thus local participation has usually been sought without any meaningful reform of the power relations between government and local communities. Degnbol (1996) argues that it is naïve to expect governments to redefine their roles, and that genuine participation will only come about with the emergence of a strong and representative civil society.

Governments therefore need to work out how to take a leadership role in developing strategies for sustainable development - in terms of making the commitment and setting the agenda, creating an open and participatory "environment" for the processes involved, inviting civil society and others to participate in all strategy tasks, and providing support where needed.

Care is needed to avoid participation being seen or promoted as an alternative to establish democratic processes. Rather, the approaches and methods available can bolster and support democratic processes and help to improve their quality and effectiveness. In theory, governments are elected because they have an acknowledged representation function and have the capacity to make difficult decisions. In practice, however, these democratic processes do not always work as good or effective, as electorates would wish. But care is needed, when external agencies promote and sponsor participatory processes, not to undermine the credibility of established local and national governance structures. The legitimate governments of countries hold different political or philosophical development preferences, and these may change over time. Also, sustainable development may take different forms depending on the prevailing religious, social, environmental and social value systems - which set the boundary conditions.

It is important to emphasise again that participation means (in)direct civil involvement in different levels of decision making processes. This civil participation does not collide with the process of political representation that is achieved through regular election processes. To the contrary, it is a basic prerequisite for a developed and mature civil society. It can (and should) exist next to the system of political representation and adds in fact a vital element to this. Whereas elections tend to polarise and divide, forcing people to choose from among parties and politicians and ideas, the process of participation is open to everyone, and forces the elected politicians to work with people that may or may not have supported their election.

Above, we referred to different stages or levels of participation. These can be divided (for example) as follows in the so-called participation ladder:

PICTURE 1 - LEVELS OF GENERAL PARTICIPATION IN POLICY PROCESSES

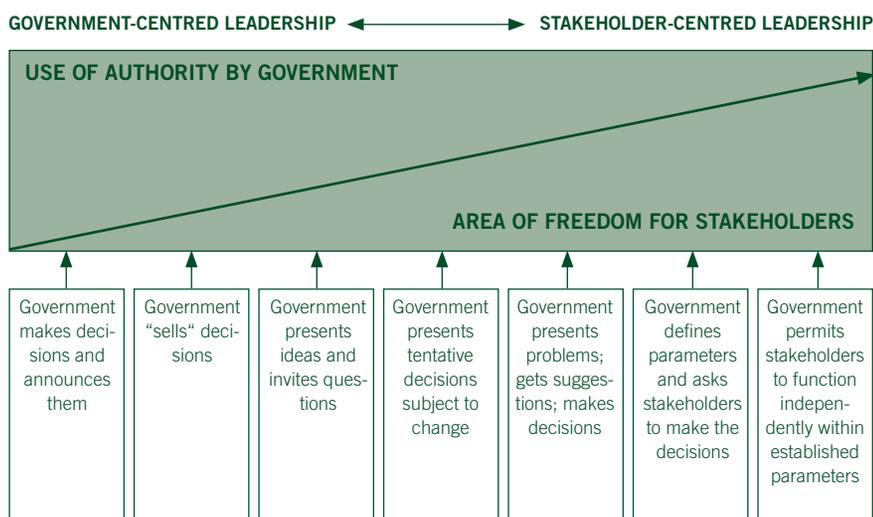


A key principle is that strategies need to be developed as continuous (cyclical) learning processes, which build and improve systems for multi-stakeholder participation - not as one-off exercises. Experience shows that the first cycle necessitates considerable effort to secure commitment and buy-in from different stakeholders, and build trust and confidence to work together. This requires patience, time and resources. It will involve considerable investment in identifying, strengthening and introducing new participatory structures and methodologies. The first full cycle might require as much as 3-5 years. Once in place, however, participation structures can be employed in subsequent strategy iterations and other exercises such as sectoral plans.

The leadership continuum

The different degrees of public participation as described above in Picture 1 naturally each have their effect on the space available for the government to take decisions and design policies. The more the public is given the possibility to be involved in policy making, the less the government can be involved. Of course they will have to organise the process of public participation and set the agenda (and this involves a lot of work), but their space to intervene and control the agenda becomes smaller and smaller. This continuum of involvement of the government and the public is visualised below.

PICTURE 2 - THE LEADERSHIP CONTINUUM



Source: Adapted from Tannenbaum and Schmidt (1958)

Please note that given the democratic legitimisation of the government, of course it cannot and will not completely transfer its authority to decide to the public, but always has to retain some authority to itself in order to maintain a certain level of accountability for decisions taken and policies adopted. Even in the highest level of public participation, it is the government that has to decide ultimately, based on its mandate from the voters. This point is reflected on the far right side of the picture on the previous page.

“Horizontal” and “vertical” channels for participation - and associated dilemmas

In a study of participation in strategies for sustainable development, Bass et al (1995) distinguish between horizontal and vertical channels for participation (see Table 1). Horizontal participation refers to the interactions needed to ensure that issues are dealt with across sectoral interest groups, ministries and communities in different parts of the country. Vertical participation is required to deal with issues throughout the hierarchy of decision-making from national to local level or from leaders to marginalized groups. The deeper the vertical participation within a given institution or nation, the better the actors are likely to be involved in decision-making at different levels and in different sectors. The following table lists the kinds of structures available within the framework of Croatia.

TABLE 1 - EXAMPLES OF INSTITUTIONAL CHANNELS FOR DECISION-MAKING AND ACTION, BY SECTOR AND LEVEL

Levels	Sectors		
	Governmental	Civil	Business
International	Bilateral and multilateral donor agencies (UN System, European Commission)	International/Foreign NGOs (Milieukontakt, Amnesty International, World Wildlife Fund)	Multinational corporations (T-Com, Coca Cola, etc.)
National	Government, Central government ministries, Public Institutions (e.g. National Foundation for Civil Society Development)	National cooperative federation, National NGO federation (e.g. Green Forum in Croatia)	National companies (INA, Konzum)

County	County administrative bodies, regional development authorities	County NGO alliance (Beekeepers Association in Istria County)	Medjimurje waters, Communal Company (Cakom)
Municipality/City	Municipal or city council, secondary school, extension office	Wholesale cooperative society, forest protection association	Business in market town, service clubs
Community	Village council (MO), post office, primary school, extension worker	Primary cooperative society, parent-teachers association, religious institutions	Village shops, committee for village welfare
Group		Mothers' club, fisherman's association	
Household/Individual	Citizen, voter, taxpayer, partaker of services	Member	Customer, client, beneficiary

In contrast to the situation at the national level, there is ample evidence of interactive participation of communities and sectoral interests at the *local* level - resulting sometimes in impressive work on the ground, generating much local information and some localised institutional change.

In spite of individual successes, it remains a problem to “scale up” such local participatory initiatives because of political and institutional inertia.

Essentially, what is needed is a good flow of information between local and national levels and back, where local experiences can be used as inspirational examples to show that participation and achieving results on sustainable development form real options for national policy cycles as well.

Key for achieving this is:

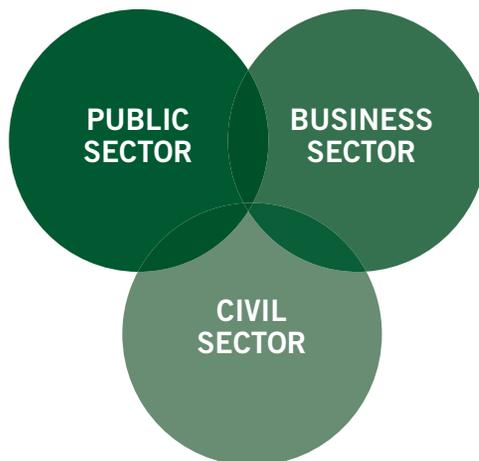
1. Building on existing participatory structures, methodologies and projects, including successful informal approaches;
2. Mobilising many of these at local level to influence national policy;
3. Capacity building for participation and partnerships;
4. Securing financial flows to support these steps.

Why participation is needed in strategies for sustainable development

Now that some cases of cross-sector cooperation have been realised, it is becoming clear that each sector brings to the collaboration different but potentially complementary skills, experiences and attributes.

- The public sector (government) is right-driven - it provides information, stability and legitimacy;
- The private sector is profits-driven - it is inventive, single-minded and fast;
- Civil society is value-driven - it is responsive, inclusive and imaginative.

PICTURE 3 - SECTORS IN THE SOCIETY



Public sector - Parliament, Government and the Ministries, Local Government and Self-government, Public Companies

Business sector - Private Companies, SMEs, Cooperatives

Civil Sector - Citizens, Non-governmental Organisations, Unions, Political Parties, Religious Organisations, Foundations, Media

Collaboration - fostered through the participation of the three sectors in strategy processes - can draw together and build on the drivers of each sector (right, profit and values) and can achieve far more than any of the sectors acting alone. Increasingly, successful sustainable development initiatives are resulting from partnership between organisations from two (or three) sectors in which the organisations commit themselves to working together. Partnerships involve sharing the risks as well as benefits, and reviewing (and revising as necessary) the relationship regularly. Genuinely sharing or seeking to achieve mutual benefits (as opposed to one-directional benefits) are often described as delivering a “win-win” scenario - perhaps more accurately “win-win-win” where all three sectors are involved. The process will clearly involve an exploration of different forms of partnership. A process of collaboration, however, does not necessarily imply equal rights in determining the outcomes.

Centralised planning allows for certain economies if the national scale, for example, with regard to professional skills can be “efficiently” employed and databases maintained. But centralised planning also excludes or marginalizes many groups. Half a century of professional development planning has demonstrated that plans drawn up by outsiders, with little or no reference to the priorities of the people who have to implement them, are not implemented. Or, if they are, they turn out very differently from what was intended by their architects.

There are various equity-based reasons for bottom-up components in the strategy process: stakeholder rights of recognition, and equitable sharing of benefits, costs and risks. Furthermore, effectiveness and efficiency can be improved by bringing local knowledge on board, tailoring activities to local conditions and structuring local incentives for sustainability. Credibility can be improved by incorporating the values, ideas and perspectives of the many groups in society - government, non-government, the private sector, and the general public.

Participatory planning is now promoted as an alternative to top-down planning - but it still faces problems of undefined lines of authority, a weak information base and an institutional culture both at policy level and within organisations that is not conducive to participatory processes.

Stakeholders are persons, organisations or companies that have an interest in the issue that is at stake in the (process of) decision-making. They can either influence the issue, for example by polluting the water with factory waste or human garbage, or they can be influenced by the issue: they can become sick or have children who are sick due

to water pollution. Or they need clean water for their production processes. As you will see, the same stakeholder can have different ways of being involved in an issue. Thus, there are many possibilities.

It is important to involve as much as possible all the stakeholders into a participation process and to make sure that they are all taken seriously and have an opportunity to be heard. If you collect as many viewpoints as possible and immerse yourself into the different interests of the stakeholders and try to understand them, you will be able to find a creative solution taking into account as much as possible the different interests. This way you will achieve the highest level of support possible for the outcome of the process.

Some stakeholders are hard to miss, but there are some that are equally easy to forget and/or harder to include. For example: groups of people that live on the edge of society due to poverty, ethnic background (ethnic minorities) or other groups like handicapped, women, children, future generations, etc. Please check out Table 2 on page 103.

BOX 2 - WHY EXISTING STRATEGIES CONTINUE TO BE MAINLY TOP-DOWN?

The term “top-down” implies that a strategy is conceived by an authority (usually government) and is developed by professional staff, with no or limited involvement of those likely to have a legitimate interest or be affected by the outcomes (stakeholders). It also implies goals and approaches that are set by that authority - but which are not necessarily those of stakeholders. Implementation is also typically the responsibility of such authorities. Such top-down approaches to strategies are not restricted to national governments but are also found at decentralised levels, and even in the civil sector. “Bottom-up” approaches are characterised by the opposite approach and involve the active participation of stakeholders, and are often initiated by them. Top-down strategies persist even today, for many reasons.

- Many of the earlier sustainable development strategies emanated as ideas from development cooperation agencies, that are increasingly being held accountable for sustainability dimensions of their interventions - but who find it easier to employ their own frameworks rather than to work through and encourage local frameworks.

- Others have been the result of international accords (e.g. conventions) and tend to assume the pre-eminence of global stakeholders' interests.
- There is often weak capacity in governments, the private sector and civil society to articulate interests, build alliances, seek compromises, accept different perspectives, formulate and implement long-term goals and strategies and manage participatory and pluralistic processes (although admittedly, the private sector and civil society are not set up to undertake all these tasks - they are primarily the role of the governance).
- Professional arrogance: civil servants and others in positions of authority (often those in the middle ranks) behave as if they know best and view moves towards more bottom-up approaches as a threat to their status and power.
- Mechanisms and methodologies for organising appropriate participation at different levels and at different stages of the planning cycle often do exist but are not commonly used, supported by laws and policies, or are unfamiliar and unclear to those usually involved, or the costs and time requirements are excessive.
- It is difficult to achieve effective participation in a single exercise (e.g. poor people are forced to emphasise their immediate priorities, and also lack resources, capacity and power to engage in decision-making for the longer term).
- It is also difficult to ensure continued commitment and engagement of those outside government, when their past involvement in participatory processes have been shown to be mainly cosmetic and their opinions have not been taken into account.
- It is important, however, to note that top-down approaches are not always synonymous for failure, nor are bottom-up approaches always successful.

Source: OECD DAC (2001b)

The need for the “widest possible participation” in working towards sustainable development is noted in a number of chapters of Agenda 21 (see Box 3), although there is little clarity about how to realise it. This is a tremendous challenge, without precedent. National laws and international conventions (such as the Aarhus Convention) have been emerging to support a routine participatory approach in key decisions and actions. But the same is true here: there are no clear and prescribed steps to realise this participation in practice.

CHAPTER



LOCAL AGENDA 21

Local Agenda 21

Local Agenda 21 is a concept, which was developed during the UN Conference on Environment and Development (UNCED), held in Rio in 1992 and it is one of the most important outcomes of the Conference. More than 178 governments adopted Agenda 21.

As article 1.3 of the preamble of Agenda 21 states: “Agenda 21 addresses the pressing problems of today and also aims at preparing the world for the challenges of the next century. [...] The broadest public participation and the active involvement of the non-governmental organisations and other groups should also be encouraged.”

In Chapter 28 of the Agenda 21 it is stressed that “Because so many of the problems and solutions being addressed by Agenda 21 have their roots in local activities, the participation and cooperation of local authorities will be a determining factor in fulfilling its objectives. Local authorities construct, operate and maintain economic, social and environmental infrastructure, oversee planning processes, establish local environmental policies and regulations, and assist in implementing national and subnational environmental policies. As the level of governance closest to the people, they play a vital role in educating, mobilising and responding to the public to promote sustainable development.”

Therefore, Agenda 21 calls upon local authorities to : “[...] enter into a dialogue with its citizens, local organisations and private enterprises and adopt “a local Agenda 21”. Through consultation and consensus-building, local authorities would learn from citizens and from local, civic, community, business and industrial organisations and acquire the information needed for formulating the best strategies.”

BOX 3 - AGENDA 21 ON PARTICIPATION

Agenda 21 refers to the need for broad participation in various chapters. For example:

In **Chapter 8** (Integrating environment and development in decision-making): an adjustment or even a *fundamental reshaping of decision-making*, in the light of country specific conditions may be necessary if environment and development is to be put at the centre of economic and political decision-making, in effect achieving full integration of these factors.

In **Chapter 23** (Strengthening the role of the major groups): the Agenda requires, in the specific context of environment and development, the need for *new forms of participation* and notes the need of individuals, groups and organisations to participate in decisions, particularly those that may affect the communities in which they live and work.

In **Chapter 26** (Recognising and strengthening the role of indigenous people and their communities): *active participation* is called for to incorporate their “values, views and knowledge”.

In **Chapter 33** (Financial resources and mechanism): priorities should be established by means that incorporate public participation and *community involvement* providing equal opportunity for men and women [...]. In this respect, consultative groups and round tables and other nationally based mechanisms can play a facilitative role.

In **Chapter 37** (National mechanisms and international cooperation for capacity-building): as important aspect of overall planning, each country should seek internal consensus at all levels of society on policies and programmes needed for short- and long-term capacity building to implement the Agenda 21 programme. This consensus should result from a participatory *dialogue of relevant interest groups* and lead to an identification of skill gaps, institutional capacities and capabilities; technological and scientific requirements and resource need to enhance environmental knowledge and administration to integrate environment and development.

Source: UNCED (1992)

Consideration of costs and benefits of participation

In principle, all which have a stake in the strategy, or the outcomes that flow from it, should be part of the processes of its development and implementation. This would provide many of the benefits (like improvement of citizens' understanding of the development directions, increased knowledge and skills, etc.) that participation brings. But this potentially means the whole population of a country and that is not very feasible.

Very extensive participation is clearly neither possible nor necessarily desirable - it would be extremely costly. Excessive participation will not necessarily bring significant results but may engender reactions against participation. It is important to stress that participation incurs different types of costs (not only financial ones) and that has to be taken into consideration in the planning phase of any participation process. In designing a strategy, the benefits of high or low degrees of participation need to be weighed against the associated costs and weaknesses. Equally, the means to overcome the weaknesses should be identified.

Aarhus Convention in Croatia

The Aarhus Convention, adopted in 1998, prescribes access to environmental information, participation in decision-making and access to justice in the field of environmental issues.

This international (European) convention can be used as a legal framework for the Green Agenda process, which after all also is about participation in decision-making on environment and nature. The Convention may show the relevant authorities that there is a legal space in Croatian context for the Green Agenda mechanism.

The Aarhus Convention was signed by Croatia but not yet ratified. In spite of that, early implementation of the Convention is an ongoing process in Croatia. This process consists of education of wide public, government and self-government bodies' representatives on how to implement the regulations of the Convention prescribing public participation in decision-making.

During this process a few questions with regard to the implementation and interpretation of the Convention have arisen. One of them concerns the issue of the legal definition of "interest for participating in decision-making process". According to Croatian regulations, natural and legal persons are obliged to prove their interest for participating. Green NGOs are treated similarly to other legal persons. For green NGOs that

are only (informal) citizen groups this means that each of their individual members is obliged to prove his or her personal interest for participating.

However, according to the Aarhus Convention the interest of green NGOs is presumed (on the basis of proclaimed aims in their statutes) and does not have to be proven separately. Croatia will be obliged to incorporate this Aarhus Convention regulation about presumption of legal interest for green NGOs in its legislation. Nevertheless, Croatia will have the possibility to define criteria that green NGOs have to fulfil if they want to have presumed legal interest. These criteria could influence to a large extent how easy it will be (or not) for green NGOs to make use of their rights under the Aarhus Convention.

Legal framework of environmental activities and obligations in Croatia and the right to participation in policy making

The Aarhus Convention can provide a legal framework for the Green Agenda process. But there are of course also other legal obligations that municipalities and other authorities have to meet and that could be used for specific parts of the Green Agenda process (participation, planning, environmental requirements).

In Annex 4 you will find information on parts of Croatian law that can be used to argue certain aspects of the Green Agenda related to participation of the public in planning (spatial plans, economic development plans that the municipality has to prepare, certain environmental obligations, etc).

In Annex 5 you will find an overview of the international treaties Croatia is a member of and that are relevant in the area of environment. These international treaties lay down obligations and requirements for the state on certain specified environmental issues, and you can use these requirements and obligations to argue in favour of certain parts of your Green Agenda.

Croatian law integrates international law and treaties directly into the Croatian legal system. That means that even if the Croatian legislative has not prepared Croatian laws dealing with the agreements made in international treaties, the legal rights and obligations of those treaties belong to the law of the land and can be used by Croatian citizens to argue rights or to hold the government to certain obligations.

The practical relevance of this of course depends on the nature and wording of the international obligations. If these are vague or do not have a concrete connection to individual citizens or citizens groups, it can be hard or impossible to use them in a court of law.

CHAPTER



INTRODUCTION
TO GREEN AGENDA

Introduction to Green Agenda

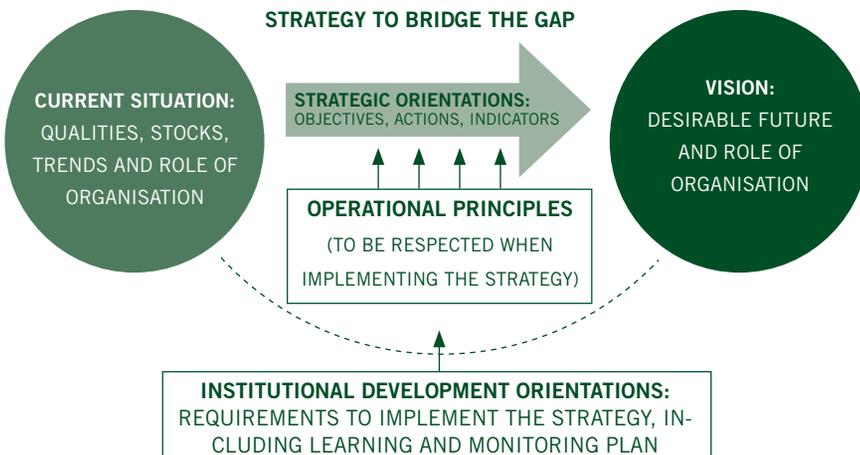
Background of Green Agenda in Croatia

The idea of the implementation of the **Green Action Plan/Green Agenda** originates from the **Local Agenda 21**, with **Green Agendas focusing primarily on ecological /environmental problems and their solutions**, and less on economical and social issues. Naturally, economic and social factors are taken into account, but the focus of all activities is nature and environment.

The concept of Green Agenda was first developed in Romania, by *Milieukontakt* partner Focus Eco Centre in Targu Mures. In the period 1998-2002 it was successfully implemented by Focus Eco Centre and *Milieukontakt* in Romania, locally and on the regional level. The work in Croatia was designed on the basis of the experiences in Romania bearing in mind the specific circumstances in Croatia.

The term Green Agenda, just like Local Agenda 21, refers to the participatory way of handling local problems and solutions, opportunities and threats to improve living conditions. Participatory means that stakeholders from different sectors can take part in the search for solutions, equally and freely.

PICTURE 4 - CREATING A STRATEGIC



Basically, Green Agenda is a process aimed at developing a strategy to bridge the recognised gap between the current situation, the trends and the desired future (vision of the possible future). Once the cycle is finished an evaluation should be undertaken in order to analyse the results and upon the conclusions and recommendations a next cycle may start.

The basic purpose of the **Green Agenda** is to encourage and improve communication and cooperation between local government, business sector, citizens and non-governmental organisations, so as to develop sustainable development plans for local communities, based on common agreement. In this respect the aim of the Green Agenda is twofold: on one hand the participatory process is important, through which common agreement, communication and cooperation can be achieved. On the other hand, the output of the process is equally important: a local action plan to improve the local quality of life by sustainable development.

In Croatia, the Green Agenda process was initiated by “outsiders” (members of NGOs that were not necessarily inhabitants of the municipalities involved) but through the process it was gradually taken over by local communities and working groups as their representatives. In this movement from outsiders to community, a transfer of knowledge, skills and ownership occurred. The dynamics of and in the group depend on the current interest and needs of the people. Therefore working groups changed composition accordingly over time.

Since Green Agenda is a process that analyses environmental issues in the context of human society, you should not only invite environmental activists and groups to participate in the process but also all other interest groups of the society like women, farmers, landowners, handicapped, religious organisations, etc.

In short, Green Agenda (GA)

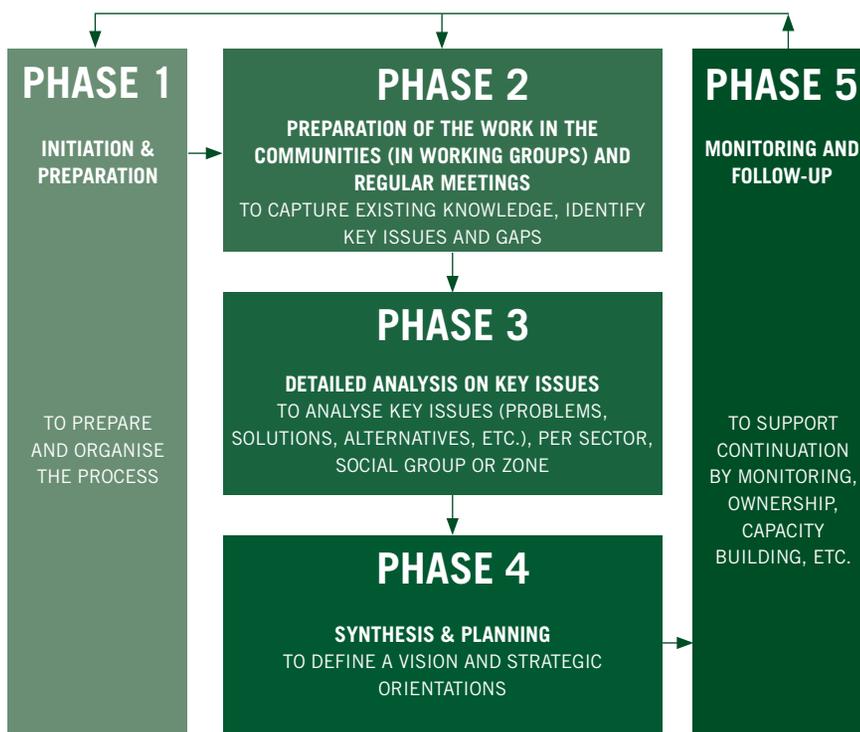
- Encourages, supports and promotes the protection and conservation of basic living and environmental conditions;
- Develops the responsibility and care of all citizens for nature and their local environment;
- Is a transparent process, where all citizens have the same rights to participate in a decision making process aiming at better protection of the environment;
- Encourages cooperation and partnership of all social groups in a local community;
- Initiates and carries out concrete activities.

The Green Agenda process phases

The Green Agenda process is a cyclical process: once it is finished, it can start all over again. Based on the results of one round, another round can be initiated to deal with new problems or provide new solutions to problems that could not be solved successfully before. In that sense, the Green Agenda process is a living, dynamic process that should not end with a document or a few small actions.

However, of course each round of the process does have a clear beginning and an end. The overall Green Agenda process can be divided into five phases of implementation. Each phase has different aims, and different activities that need to be carried out to meet these aims. Below you will find a schematic drawing of the phases.

PICTURE 5 - GREEN AGENDA PROCESS PHASES



A tool to structure activities called SEAN

In Croatia we used the Strategic Environmental Analysis (SEAN) as a framework for our planning and activities. SEAN was developed by AIDEnvironment in collaboration with SNV (Netherlands Development Organisation) and several documents have been published (see www.seanplatform.org for an overview of available publications and CD ROMs). By using SEAN we wanted to foster a transparent, open and well-structured process, based on the values of the Agenda 21.

During our work we recognised both the strengths and weaknesses of SEAN for the Croatian context and adapted it as has been done for many other contexts worldwide. Initially created as a comprehensive analysis including 10 steps, that do not need to be all implemented in each situation, we extracted the most important steps for the Croatian context and adjusted them to the needs of the processes that were going on in the municipalities involved.

SEAN is a tool to facilitate the combination of a systematic analysis and a participatory process. It helps structure the content of the work, by addressing in a systematic way questions that when answered will help lead to the formulation of a sensible, practical strategic plan.

The SEAN method can be used for small and bigger scale projects, and for different objectives.

- a) *The long-term objective* of SEAN is to integrate environmental issues into all relevant planning processes by raising the level of knowledge on environmental issues and their relevance for sustainable development.
- b) *Short-term objectives* of SEAN are:
 - In terms of problem solving: To analyse the environmental context of human development for an area, its potentials and constraints, and to design a vision and strategic orientations.
 - In terms of process: To initiate and support an interactive process with relevant stakeholders and actors, generating insights and commitment to undertake actions and sustain the process.

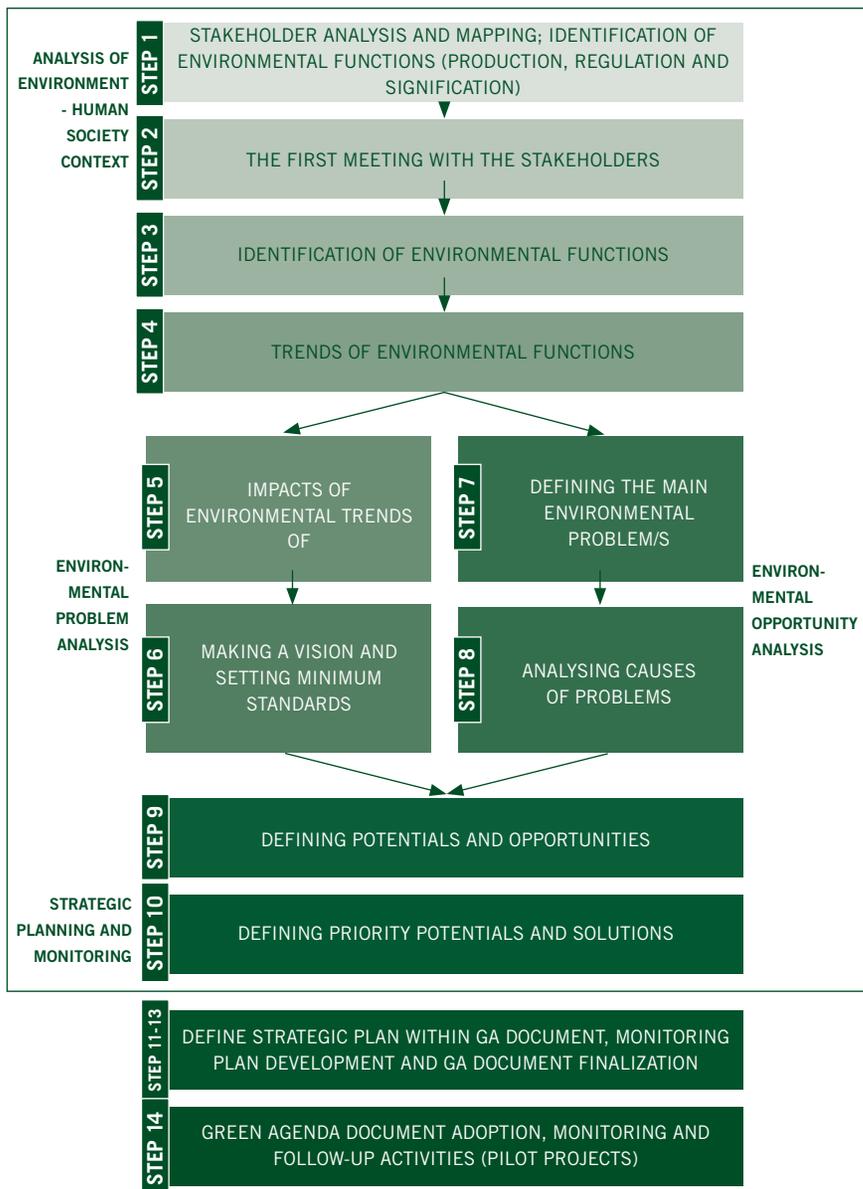
The SEAN analytical framework

As mentioned above, SEAN helps address in a systematic way questions that need to be answered when formulating a strategic plan. These questions can be divided into 14 steps, shown in Picture 6.

The steps provide a logical structure:

- Steps 1 to 4 focus on the analysis of the local and wider interface between society and the environment;
- Steps 5 and 6 focus on the identification and analysis of environmental problems;
- Steps 7 and 8 focus on the existing opportunities (both operational and structural ones);
- Steps 9 and 10 focus on the design of a vision and priority potentials and solutions;
- Steps 11 to 13 focus on defining a strategic plan within the Green Agenda document, development of a monitoring plan and Green Agenda document finalisation;
- Step 14 focuses on Green Agenda document adoption, monitoring and follow-up activities (pilot projects).

PICTURE 6 - FOURTEEN STEPS OF THE SEAN ANALYTICAL FRAMEWORK



CHAPTER

4

GREEN AGENDA
IMPLEMENTATION
- STEP BY STEP
PARTICIPATORY
PROCESS

Green Agenda implementation - step by step participatory process

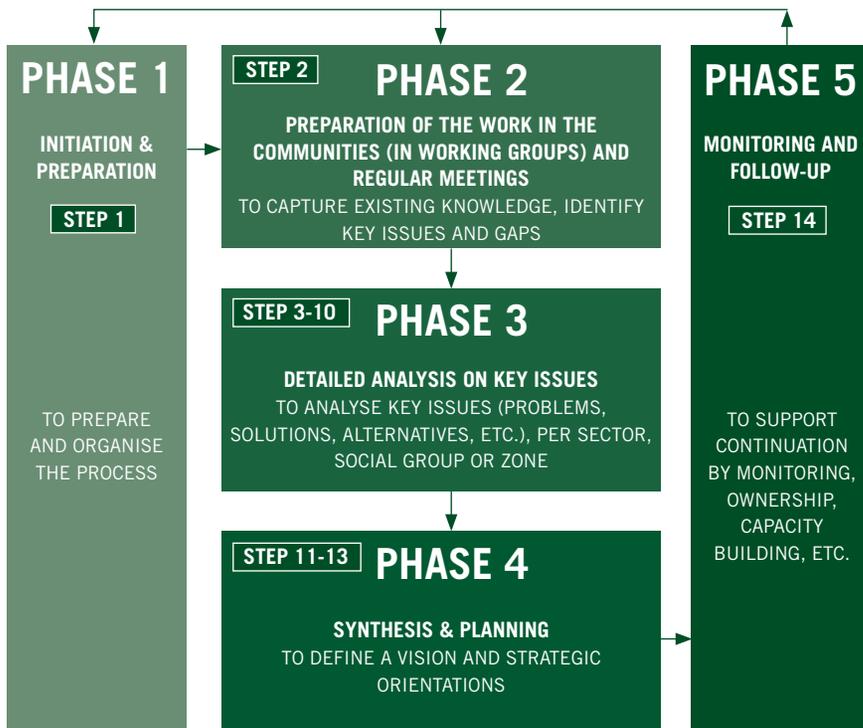
As we described above, SEAN provides an analytical framework with 14 analytical steps to be followed. These steps will help unravel the complex relations between the environment and development, and help participants to decide upon priority issues to take up and work out in the resulting Green Agenda document.

Undertaking a perfect participatory process without following these analytical modules provided by SEAN, will give you a plan that does not tackle the important sustainability issues. It will merely address some of the issues that pop into people's minds, without structure and with a big chance of leaving out equally important issues that may not be as visible or popular. Whereas following all analytical steps without paying attention to the process will give you a plan that addresses important issues, but lacks community support. Maybe the issues addressed are not the issues that the members of the local community feel are crucial at that point in time.

Therefore, the best results are reached when combining the process with the analytical steps: community back-up and support for dealing with essential local issues in a good quality way.

This is the reason why we decided to combine the best of both worlds: the analytical approach of SEAN and the participatory process oriented approach of Local Agenda, to create a Green Agenda.

PICTURE 5 - GREEN AGENDA PROCESS PHASES



As described in the picture, each phase has its aims and thus results in a number of activities meant to achieve these aims.

Below you will find an overview of the phases described above in Picture 5 and the steps needed to work through the phases.

PHASE 1: INITIATION AND PREPARATION OF THE PROCESS

Aim of the phase is to generate interest and support for the process, to identify the stakeholders that you need to be involved and to collect basic background information that you need to prepare for the process and for its content (legal framework, etc).

Activities are:

Meetings with decision makers and other relevant key stakeholders defining objectives of the Green Agenda process and SEAN application, harmonising Green Agenda process in the context of existing plans and planning processes, lobby work and information sessions to stimulate commitment among stakeholders and key actors, thematic studies to collect and analyse existing information and data sources, informative workshop(s) for key stakeholders about Green Agenda process and SEAN.

Background

At this stage of the process it is really important to take into consideration that the Green Agenda should be fully integrated into existing planning processes, strengthening these and avoiding parallel processes and ensuring continuity.

Implementation and preparation of the Green Agenda process should be integrated with and strengthen existing (strategic) planning processes, identifying weaknesses and needs for improvement. You should avoid the Green Agenda being applied as a parallel process from other planning processes. The results can be considered as an advice to planners or decision-makers, for new policies or plans, or adjustment of existing ones. Thus, the Green Agenda process forms part of the continuous policy cycle instead of being a stand-alone activity that could be conveniently ignored by the local authorities if it becomes too complex or costly. The Green Agenda team or formed working groups may continue to play a role in coordination of monitoring activities focused at priority Green Agenda issues, updates at regular instances (once every 3-5 years), and coordination of a stakeholder platform.

Practice

At the beginning of the project in Istria, the leading organisation (Zelena Istra) assessed the current situation regarding planning and strategic processes going on in Istria. Following are the document they discovered and had to take into consideration while developing four GA documents:

- the Istrian County Spatial Plan;
- National Strategy on Sustainable Development, “Croatia in the 21st Century”;
- National Strategy on Preserving Biodiversity with the belonging Action plan;
- National Environmental Strategy, and the National Environmental Action Plan.

! No document on sustainable development of Rovinj or Istria has been found !

At the moment all Counties in Croatia are in the process of preparing Regional Operational plans that will form the basis for future sustainable development plans of municipalities, counties and for the national sustainable plan.

STEP 1: STAKEHOLDER AND DOCUMENT ANALYSIS AND MAPPING

Aims:

To map relevant stakeholders, i.e. all those groups or individuals with primary (direct) and secondary (indirect) interests affected by the process. The analysis includes an analysis of their (sub-) sectors, their interrelations, power relations and their interests in the process.

To inventory relevant documents and legislation, to analyse the legal and administrative framework in which the process is to take place.

Guidelines:

1. List all stakeholder categories with dependency on the locality of your community. Classify as follows:
 - Primary (direct) and secondary (indirect) dependency;

- Different positions along the product chain (producers, traders, consumers, etc.);
 - Different interest groups (handicapped, women, elderly);
 - Local, regional, national and international level;
 - Government, civil society and private sector (see Picture 3 on page 22).
2. Indicate interrelations between stakeholders, and type of relation (e.g. legal/contractual, market, information exchange, interpersonal, power, etc).
 3. Cluster and prioritise stakeholders. Possible criteria for setting priorities are numerical importance, interrelations, power, or level of dependency.
 4. Make a visual presentation, in the form of a map, table, matrix, etc. which indicates the main stakeholders with their dependencies/interests/tasks.
 5. Make a matrix indicating which stakeholders have mutual or conflicting interests; make historical descriptions of roles, dependencies or interests; indicate power relations. See example below.

INVENTORY FORMAT - EXAMPLE

Category	Stakeholders	Interests
Local	Companies - landowners	Primary
	Farmers - landowners	Primary
	Environmental groups	Primary
	Municipality	Secondary
Consumers	Urban consumers	Secondary
Private sector (potatoes commodity)	Traders providing agricultural inputs	Secondary
	Local/national potatoes growers	Primary
	Local/national potatoes traders	Primary

RELATIONSHIP FORMAT - EXAMPLE

Kategorija	Large landowners	Small landowners	Traders	Banks	Extension Dept.	Local NGOs
Large landowners		!	+	+	+	0
Small landowners	!		0	!	0	+
Traders	+	0		+	+	!
Banks	+	!	+		+	!
Extension Dept.	+	0	+	+		0
Local NGOs	0	+	!	!	0	

+ = mutual interests; 0 = neutral, ! = conflicting

Actions to undertake in regard of document mapping:

1. Make an inventory of existing plans and policies relevant for Green Agenda: environmental plans, economic development plans, infrastructure plans, spatial plans, national environmental action plan, sustainable development strategy, etc.
2. Make an inventory of existing planning methods. Make sure you know what are the formal planning procedures and requirements to comply with.
3. Assess the strengths and weaknesses of the existing plans and policies. You can do this in a simple way, by just looking whether environmental issues have been well covered.
4. Do the same thing for the planning methods.
5. In doing this you can involve stakeholders. Are they satisfied with the existing plans? Are they satisfied with the existing planning procedures and methods?
6. Draw conclusions on strengths and weaknesses of existing plans and planning methods. Also mention 'good practices' and 'lessons learned'.

Phase 2: Preparation of the work in the communities (in working groups) and regular meetings

Aim of this phase is to create roots in the community and to organise the work there. In this part of the process you start to work with local people on their assessment of the situation, so you need to have a listening ear as well as the necessary background information and statistics to check if their opinion fits reality. If you do not have the needed information, you can decide to dedicate a pilot project to collecting this.

Activities are:

Preparation of the start-up meetings and establishment of the working groups, workshops for introduction of the steps, field visits, analysis of available information and data, agreement on what are key issues and gaps of knowledge, communication and publicity to key actors, policy makers and the public.

STEP 2: THE FIRST MEETING OF STAKEHOLDERS

The first meeting of stakeholders should be carefully planned. Before the meeting it is useful to assess needs and interest of the wider group of stakeholders. A useful tool for this is a questionnaire as it may help to obtain information in advance on certain issues important for the first meeting. With regard to the most important stakeholders direct contact (encouraging them to participate) might increase their understanding and consequently interest for active participation.

The start-up meeting serves a number of aims:

- It informs the local community that the project exists;
- It leads to an inventory and prioritisation of local environment and nature (dis)advantages or strengths and weaknesses;

- It is an invitation to local people to join the project and contribute to further steps;
- It is an opportunity to establish the working groups and their leaders;
- It provides an opportunity to establish a system for follow-up meetings in the working groups.

For the invitation to local people it is important that the initiator of the Green Agenda project has a clear idea, before organising the meeting, of what they expect from local people, how these people can participate, what requirements (in terms of time investment needed for example) there are for participation, what people can expect to be doing, for what period and amount of time, what results they will work for, with whom they will work, etc.

As local people may have limited time and interest or at the start of the project may not be ready to make a longer term commitment (because they are not sure what to expect, whether they will like it or not) it will be helpful if you can offer different levels and ways of involvement and participation to people. It is really not necessary that all people take part in all meetings, maybe some people can help in small pilot actions or surveys only or take part as an expert in some meetings, occasionally attend the bigger events, or something else...

All this needs to be communicated to local people before they sign up for participation in a working group for example or take on other tasks. This helps people make an informed decision about what they can or cannot do and how they may fit into this project.

BOX 4 - EXAMPLE OF THE DRAFT PLAN FOR THE FIRST MEETING HELD IN ISTRIA

- Presentation of the idea/project (hand out on the project, the method used, contact info)
- Presentation of the results of the questionnaire and asking the audience for additional ideas and problems
- Short presentation of the tasks of the working groups and responsibilities of the members of the working groups and the time frame of the project work
- Listing problems and their prioritisation by the audience (realistic is to select 3-4 priority issues to elaborate on further in the working groups)
- Division of the participants in the working groups according to the recognised priority problems and individual interest
- Preparation of the draft action plan for each working group

The full report from the meetings held in Liznjan and Medulin can be found as Annex 2 at the end of this manual.

STEP 3: IDENTIFICATION OF ENVIRONMENTAL FUNCTIONS (VALUES)

Aims:

To define the main environmental functions (values) of the community, based on stakeholder perceptions, particularly those of sensitive social groups.

Background:

Sustainable development is about striking a balance between environmental, social and economic dimensions, dealing with compromise, avoiding unacceptable change and finding win-win opportunities. To do so, specific values should be defined for the

three dimensions (environmental, social and economic) that are critical for sustainable development. For the environmental dimension, we speak of environmental functions. Identifying these allows you to be very specific about what is to be managed.

Guidelines:

1. List all environmental functions (values) that are in some or another way important for stakeholders, and that can be found in the community. Make a long-list. Use Box 5 and the 'List of suggested environmental functions' for inspiration. It might be useful first to identify the ways in which resources are used (such as agriculture, fisheries, construction, waste disposal, etc.).
2. Set priorities, by asking yourself which of these functions (values) is most important for whom. Make a short-list of the most important environmental functions. Set priorities by asking people which environmental functions (values) they recognise and which they find most important. This can be started through a questionnaire and finalised at the initial meetings. See also Step 1 and 2.
3. Of each priority environmental function, make a brief description, including such issues as: current quality, major geographical variation within the area (preferably with maps). Describe unique ecosystems, plant and animal species (being rare, endangered or highly valued). At this stage you may decide to make separate analyses for distinct geographical units within the community (e.g. rural lowlands, rural highlands, urban). This can be part of the work in the working groups.

BOX 5 - CATEGORIES OF ENVIRONMENTAL FUNCTIONS (SEE FOR DETAILS THE LIST OF SUGGESTED ENVIRONMENTAL FUNCTIONS)

- *Primary production functions*, these are products directly derived from the environment, without human intervention, e.g. food, fibres, energy, fresh water, fodder, minerals, construction materials, etc.
- *Secondary production functions*, these are products that require human management, e.g. agricultural crops, livestock fodder, irrigated crops, etc.
- *Regulation functions*, this is nature's capacity to provide security and stability, and withstand external shocks, e.g. purification of air and water, protection against floods and droughts, dispersal of seeds, provision of micro-climate, regeneration of soil fertility, etc.
- *Biodiversity functions*, including the diversity of species, habitats and landscapes, with mainly indirect values for human well-being.
- *Enrichment/cultural functions*, these are non-material values, that can create bonds among people experiencing or valuing them, e.g. spiritual values, landscape values, historical sites, cultural traditions, etc.

List of suggested environmental functions

I. Primary production functions

- Oxygen by vegetation;
- Vegetative food and nutrition for humans (directly edible);
- Fodder and nutrition for livestock (directly edible);
- Wildlife products and fisheries;
- Biochemical substances and nutrients (for agricultural production mainly);
- Water for drinking by humans (safe drinking water, thus with a high quality);
- Water for drinking by animals/livestock (lower quality acceptable);
- Water for irrigation, fisheries, industries, cleaning, etc.;
- Water as a transport medium;
- Genetic resources (for agro-biodiversity mainly - both flora and fauna);
- Medicinal products (flora and fauna);
- Fuel and other energy resources (e.g. petrol and wood);
- Raw materials for building, construction, clothing, handicrafts, etc.

II. Secondary production functions

- Livestock products;
- Agricultural crops;
- Construction materials;
- Forests.

III. Regulation (protection) functions

- Regulation of run-off waters and erosion by vegetation;
- Regulation of flooding by river floodplains, marshes, etc.;
- Water catchments and groundwater recharge;
- Protection against flooding by dunes, mangrove and forest fringes;
- Water retention capacity of soils;
- Purification functions of waters and soils;
- Storage and break down (decomposition) of wastes;
- Biological control mechanisms, e.g. for crop protection;
- Forming of topsoil;
- Regeneration and maintenance of soil fertility;
- Reproduction and growth of animals and plants;
- Maintenance of biological and genetic diversity (among species and habitats);
- Micro-climate function of forests;
- Forests as carbon-sinks in terms of global warming effect.

IV. Enrichment or cultural functions

- Aesthetic and tourist values (the beauty of landscapes and nature);
- Spiritual and religious values (e.g. holy trees, sacred forests);
- Intrinsic values of all biodiversity ('the right to be there');
- Historical, cultural, scientific and educational values.

Examples from our Green Agendas

I. Primary production functions	
Wildlife products and fisheries	<ul style="list-style-type: none"> - Fish stock - Truffles - Asparagus
Water for drinking by humans (safe drinking water, thus with a high quality);	<ul style="list-style-type: none"> - Old water wells - 5 water wells
Water for irrigation	<ul style="list-style-type: none"> - Waste waters as water for irrigation (after purification)
Water for drinking by animals/livestock (lower quality acceptable)	<ul style="list-style-type: none"> - Ponds in karst
Genetic resources (for agrobiodiversity mainly - both flora and fauna);	<ul style="list-style-type: none"> - boskarin (Istrian cow) - <i>Poseidonia oceanica</i> (endemic and endangered sea grass) - Old sorts of fruits
II. Secondary production functions	
Agricultural crops	<ul style="list-style-type: none"> - Olives - Different vegetables and vines: - Flowers (glass houses)
Forests	<ul style="list-style-type: none"> - Wood production - Game

III. Regulation (protection) functions	
Biological control mechanisms, e.g. for crop protection	<ul style="list-style-type: none"> - Bio - manure - Ecological methods for pest control
Storage and break down (decomposition) of wastes	<ul style="list-style-type: none"> - Illegal waste dumps (building materials, communal waste) - Photo-shop's chemicals
Maintenance of biological and genetic diversity (among species and habitats)	<ul style="list-style-type: none"> - Palud marsh near Rovinj - Biodiversity of Mura river (in Europe some species found here are registered as perished, such as - <i>Xanthoperla apicalis</i>, <i>Platyphyax frauenfeldi</i>; glacial relict fish <i>Umbra krameri</i>, etc.) - Motovun forest
IV. Enrichment or cultural functions	
Aesthetic and tourist values (the beauty of landscapes and nature)	<ul style="list-style-type: none"> - Botanical garden - Coastal zone - Excursion areas - Old town/city centres
Historical, cultural, scientific and educational values	<ul style="list-style-type: none"> - The house where J.S.Slavenski was born - Wind mills, songs and meals of Medulin - Pauline's monastery and mausoleum of Zrinski family - Fenoliga island (north of Rt Kamenjak) - "Pathway of Sauropods" - 80-90 million years old dinosaur footprint - Cesare Rossarol - ship wreck and monument - Old water mills on Mura river

PHASE 3: DETAILED ANALYSIS OF KEY ISSUES

Aim of this stage is to collect further information, process and analyse it, in order to create a clear picture of the current situation and trends related to the agreed priority issues. This analysis forms the basis for the solutions to be defined.

Activities are:

informal and formal meetings and (mini-) workshops with stakeholders and key actors, field and desk studies per theme, sector, target group or geographical area, analysis and synthesis of all information and results, information sessions and/or communication to inform key actors and policy makers.

Activities include:

1. Make an overview of all relevant existing information and data sources.
2. Contact stakeholders for their information and data sources. Screen the Internet.
3. Make a short summary of available information and data sources, focused on the key themes and sub-themes that have been decided upon (after the first meeting). Make a file with all background papers, available for everyone.
4. Indicate absence of information (on specific issues), gaps of knowledge, conflicting information and unreliable data sources.

Background

This part of the work will mostly be carried out in the working groups formed at the start-up meeting. In this phase most of the work is done through working groups, but the initiating organisation will need to invest time and energy into facilitating this work and into bringing in the right experts when needed. Below, we present you some aspects of the work with and in working groups. In addition, we will also share some ideas on the role of the facilitator and the possibility of external support for this.

At this stage it is important to pay attention to different types of knowledge and information, such as scientific and indigenous, objectively verifiable and subjective, qualitative and quantitative, insiders and outsiders' knowledge, implicit and explicit knowledge. Existing information and databases should be adequately used, before (taking stock) and during (consultation) the Green Agenda process. Sensitive issues and conflicting interests should not be avoided, but must be subject of debate aimed at reaching consensus.

Running the working groups

The teamwork in the organisation initiating the project and in the local working groups is most crucial to the success of the whole project. Therefore, we would like to highlight some principles and tips related to team development, teamwork and the role of the initiating organisation in support of these local working groups (teams).

The working groups will consist of local people, willing to work further on one of the selected priority themes. It is important that the groups are open to everyone who wants to join. People who join in general may not have a lot of experience in conducting meetings, working as a team, elaborating environmental issues, etc. The initiating organisation will have to invest in training and educating the groups (and the individual members).

Teams that are most effective usually consist of different personality types. People are often tempted to select people to work with who are similar to them, but this is actually not most effective in terms of work results. You need creative people with a vision along with the people who diligently work on a given task, you need people who can communicate, and people who can coordinate and so on. It seems obvious, when you think about it, but in reality people who are different from you are harder to connect with and thus it is easier to leave them aside.

Below we will list some "principles" or characteristics of successful teams. The initiating organisation and trainers involved should take care that the local (thematic) working groups develop these characteristics. At the same time, the project team of the organisation should undergo the team-building stages and develop itself along those lines as well, even before they will start working with the local groups.

Team principles or characteristics of successful teams

- *team members know why the team exists*: they have shared goals (they know why they are there, what they are expected to achieve together);
- *team members share specific guidelines and procedures in decision-making* (norms, values are shared, people know how things will be done and decided, and can anticipate on this for instance if they are unable to attend a meeting they know what can or cannot be decided there and they can inform the team of their opinion on the matters at hand. Team members know how and when to influence decision-making);
- *team members communicate freely and frequently* (about the work, everyone can equally contribute to discussions, team members are equal, there are no barriers to showing your opinion or vision and sharing it);
- *team members provide and receive help from each other on a natural basis* (people notice each others needs, and are ready to help, while at the same time it will not be considered a weakness to accept this. Team members are aware that each has his/her own strong and weak points and that all these are needed within the team);
- *team members have learned to deal with conflicts* (conflicts are not buried and neglected, but they are dealt with openly and solved. Team members are aware that conflicts are part of the process of becoming a group);
- *team members have learned to diagnose group processes* (see above: team members know the different roles people may have within a team and that all roles are equally useful although perhaps in different stages or types of the work, team members are aware that conflicts are natural and should not be buried, team members are aware of the different stages that exist in team forming, and are able to see where they are and how they contribute to the group development);
- *team members are committed to continuously work on their knowledge and skills* (team members are able to provide and receive feedback and are willing to learn from the others).

In order to achieve the above described team, each team member needs to have or to learn certain skills, such as:

- *effective meeting techniques* (not just working with an agenda but taking part in a real discussion, being open to new perspectives, able to brainstorm when needed and take decisions when needed, etc);
- *presentation skills* (how to present your point of view within the group and represent the group outside);
- *superior listening skills* (active listening);
- *interviewing techniques* (trying to understand the other person: what do they really want, what is important for them, and why- so that you can try to find a way to meet the persons needs if it will not be possible to do exactly what the other person is proposing).

Even if all prospective team members possess all skills mentioned, every new group needs to go through certain stages of development in order to become truly a team. These stages can be chaotic or painful, but are needed for proper development. If team members are more experienced in team development and/or are skilled in group work and communication, these stages do not need to last long or to be extremely difficult. However, if people are not experienced in working together as a team and in communicating with others, it is essential that the whole process (all stages) is well-monitored by the initiating organisation and that the group gets a lot of support (facilitation, coordination, etc.) from the outside (the initiator or external trainers, or facilitators) during the development.

Commonly recognised stages in team development are:

- *Forming*: focus on goals and tasks. Getting acquainted and understanding each others roles (understand different personalities and their roles);
- *Storming*: conflicts emerge and are necessary to determine priorities, responsibilities and leadership within the team. Key is to manage conflict and not suppress it. If it is suppressed team members withdraw and avoid responsibilities. In this stage the teambuilding is intensively ongoing;

- *Norming*: things return to normal. There is a sharing of information, mutual acceptance, compromise and respect. Rules are defined by which the team will operate. There is a tendency to be overly positive about what is done and can be achieved;
- *Performing*: effective and efficient achievements. This is the stage when the work is actually being done. The roles of individual team members are accepted and acknowledged;
- *Adjourning*: the job ends, disengagement phase. Don't just leave but close, celebrate successes.

Training/Mediation/Coaching

The initiating organisation establishes local working groups at the start-up meeting. As described, after this meeting these groups will go through certain stages of development into a team. This process of development of a group of individuals into a true team needs outside support, especially in the case that people are not very experienced or skilled in teamwork, open communication and internal management issues. This is a task that can be performed by the initiating organisation directly or by external facilitators who can supervise and streamline the internal processes. It is important to emphasise that facilitators should keep a neutral, facilitative role where group dynamic, active and open participation of all interested parties should be obtained.

At the same time, the local working groups will need to carry out their job (see above: analysis of the situation, trends, threats and opportunities, etc.). This job may be something they are not experienced in. When the group is formed it is not necessary to require people to have certain knowledge or skills, inner drive and motivation as well as time is much more relevant. After all, this is not a project in which only experts are welcomed. Nevertheless, the groups may need certain support in order to be able to carry out their tasks as planned and desired. This support can be provided by an expert on a certain issue (illegal construction, water quality, etc.) or through training.

In our experience workshops on public participation, the Aarhus Convention and the place of Green Agenda in the legal framework of Croatia were useful for the working groups and helped put the project and the specific steps to be taken into a certain perspective.

In addition, workshops were provided on project proposal writing to help turn ideas for pilot actions into project proposals that can be presented to certain founders in Croatia or abroad.

STEP 4: TRENDS OF ENVIRONMENTAL FUNCTIONS

This is discussed in detail in the working groups on the themes that are selected by the community as priority issues.

Aims:

To define the main trends, and the interrelations between trends in relation to the selected priority environmental functions.

Background:

While in Phase 1 we looked at a static situation, there is also a need to understand the underlying dynamics. How have environmental functions changed in the past, and what are changes that can be expected in the near future? To do so, you should make use of indicators and observations by stakeholders. It is important to remember that there is a difference between what people feel or believe and facts. Therefore it is important to check and clarify all the “beliefs”. An interesting case comes from Istria where one of the recognised trends was water pollution. After a further analysis it was proven that in some places the water was of really good quality, while people believed it would be polluted.

Guidelines:

1. Of all important environmental functions (identified in Step 3), indicate the trends during the past 5-10 years. How have qualities or quantities of the environmental function changed?
2. List the indicators and observations that are at the basis of these assessments. Pay particular attention to per capita pressure indicators and demographic trends. The pressure on natural resources and other environmental functions will largely depend upon demographic changes, consumption patterns and the level of technology.

3. Of each trend, describe the time span involved, the location and the size of the area affected, the intensity and severity of change.
4. Describe positive exceptions on 'average' trends (where, when, how). These exceptions might be valuable starting points for innovations (opportunities). Avoid that the general view of environmental degradation predominates!

PROPOSED FORMAT

Environmental function	Trend	Underlying indicators / observations	Positive exceptions
BOSKARIN - autochthonous cattle in Istria (Genetic resources)	The number of these animals is in constant decrease: - "Working cattle" replaced by mechanisation - More productive (milk!) breeds were introduced	During the 1950-ies there were about 40.000 of this animals; today there are 300 of them (full blooded)	- "Association of the Istrian cow breeders" founded in 1989 in village Bacve (close to Visnjan) - Lately support from the state + experts

5. Make cause-effect chains between environmental functions to get better insight in the dynamics between different environmental functions and processes. These can best be made per sector (e.g. agriculture) or per theme (e.g. forest exploitation).

STEP 5: IMPACTS OF ENVIRONMENTAL TRENDS

This is discussed in detail in the working groups on the themes that are selected by the community as priority issues.

Aims:

To assess the expected social and economic impacts of environmental trends on human society, in order to justify why it is important to do something about it.

Background:

Doing something about the environmental trends requires investments and efforts. So there is a need to justify very clearly why such investments are required. What would happen if nothing is done about it? Here, we need an assessment of the current trends on societal social and economic values for different stakeholder groups. How will these be affected if the trend would persist and we would do nothing about it? Box 6 gives some general values that can be used to assess the impacts of environmental changes.

Guidelines:

1. Cluster associated trends to make a short list of main environmental trends. This can be done by using insights from cause-effect chains. It can also be done by selecting one major environmental trend per natural resource (forest, water, soils, minerals, etc.).
2. Assess the social and economic impacts of these environmental trends on human society, using the general values listed in Box 6. These general values can be replaced by more specific values for the locality. Indicate the results in a trend-impact matrix (for example - increase of fish stock will economically affect local fishermen) In the matrix, give indications of positive and/or negative impacts, and possibly specify as follows:
 - Which stakeholder group(s) is/are concerned;
 - The severity of the impacts (positive or negative, reversible or irreversible);
 - The associated risks;
 - Any geographical specifications.
3. Specifically assess impacts of environmental trends on sensitive stakeholders (Box 17 on page 105).

BOX 6 - GENERAL VALUES FROM SOCIAL AND ECONOMIC DIMENSIONS OF SUSTAINABLE DEVELOPMENT

1. For the social and cultural dimension:
 - Health (physical and mental);
 - Security (safety, food security, income security, etc.);
 - Education (formal, informal, access to information, etc.).
2. For the economic dimension:
 - Production/incomes (quantity and quality of material and non-material goods and services);
 - Efficiency (of production systems, capital and human inputs);
 - Intergenerational and intra-generation equity (access to resources and control of benefits).

This box can be used when you are assessing the risks related to the environmental trends in your community: these trends impact on social, cultural and economic aspects of human life and thus on the quality of human life. For instance, a certain trend may positively or negatively impact people's health. During your analysis you will have to look at the trend and its effect and describe in more detail what kind of health problems occur because of what kind of trend. This then forms the basis for finding solutions.

STEP 6: MAKING A VISION AND SETTING MINIMUM STANDARDS

This is done in detail in the working groups, but a start of this discussion can be made at a public meeting (the first one, where the working groups are created) to ensure that the work of the groups is focused on what is relevant and important to the community at large.

Aims:

To define a vision for the community, ideally shared by all stakeholders, and to set minimum standards as boundaries to respect at all times.

Background:

Sustainable development is about avoiding and minimising unacceptable risks, undesirable change and negative impacts, and about realising a desirable future.

Risks and minimum standards	- What effects/impact to avoid?
Vision for desirable future	- Which goals to strive for?

This requires a definition of risks, minimum standards, and a vision for a desirable future. The vision serves as guidance for directing policies towards sustainable development. Minimum standards may serve as normative boundaries for any subsequent assessment of policies or plans, to assess what are acceptable and unacceptable impacts. Defining minimum standards should be based on unacceptable risks and limits of undesirable change.

Guidelines:

1. For the key environmental functions or values you have identified in Step 3, you now formulate risks: what is threatening this value? How quickly is the threat approaching? What is the limit of threat you can accept? For example: water

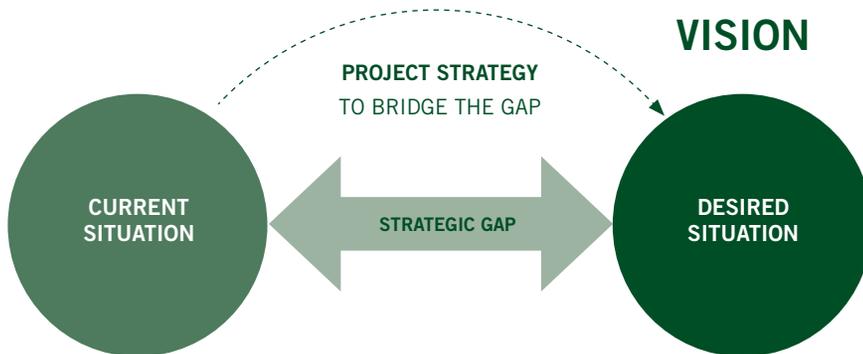
pollution by human waste, adding bacteria to drinking water. There is a certain level of bacteria when x people will be sick, if the level goes up, more people will be sick. What is acceptable to you? If they just have diarrhoea you may accept more sick people than if people get cancer or another more long-lasting and serious disease. The assessment of risks and the definition of what is acceptable or not, depends on the stakeholders perception. It is not something that is written in stone or a law book usually. You don't necessarily need to have a scientist involved in the project for this assessment. The assessment of risks is also a tool to motivate people to take action, and having a scientist inform the population of a high risk does not have the same motivating impact as a society's own assessment of a high risk.

2. Where possible, define minimum standards required to avoid unacceptable risks or undesirable/irreversible change. Quantify these standards as much as possible. Draw conclusions on priority values: what is their condition with regard to the minimum standards (are they in better condition than your minimum requirements or not)?
3. Define a vision for desirable qualities of key values. A good vision should meet criteria as indicated in Box 7.
4. Based on the above, define sustainability goals, and then targets associated with minimum standards (not to surpass) and the vision (to strive for).

BOX 7 - CRITERIA FOR A CLEAR, REALISTIC VISION

- Sufficiently specific for the area and context concerned, referring to specific values;
- Constituting a challenge but also realistic (e.g. it should be economically feasible, take into account existing tensions, look forward and deal with emerging pressures);
- Stimulating and motivating;
- Creating an image of a desirable future that is understandable or can be visualised by others not involved in its creation also.

PICTURE 7 - FROM THE CURRENT TO THE DESIRED SITUATION



Participants should be independent and as objective as possible with respect to their involvement in the Green Agenda process and its outcomes. Important are a proper mix of participants, clear definition of the work to be done, respect for procedures and transparency of outcomes. It must be avoided that certain interests will predominate. This does not mean that a certain issue could not be dominant, if the majority of people of the community involved in the process feel it is a priority issue. But it should be avoided that a certain interest is from the start dominant in dealing with the issues, regardless of the community feeling toward this interest. During the Green Agenda process transparency is needed in three respects:

- The substance (what): it must be clear to everyone what are purpose, scope, boundaries and expected outputs of the planning process, and how (intermediary) outcomes can be communicated to the public.
- The process (how): working procedures should be clear and agreed-upon. The Green Agenda team will need to define procedures for equitable participation and transparency, mechanisms to set priorities and take decisions (in case of conflicting interests or opinions).
- The participants (who): it must be clear who participates, how and when in the process.

Actions to undertake:

1. Discuss within the working groups the methods and tools that will be used during the planning process to ensure transparency, equitability between participants, objectivity and independency. Make use of existing experiences, possibly in other communities.
2. Make a long-list of possible methods and tools, assess strengths and weaknesses, best practices and lessons learned, focus on transparency aspects as elaborated above.
3. In particular consider moments of public participation, peer reviews, expert consultations, public reviews, publication and communication.
4. Discuss how to deal with conflicts and conflicting interests. Possibilities are consensus, majority voting, expert opinion or mediation. Agree on the methods to use.

EXAMPLE AND PROPOSED FORMAT FOR ASSESSING METHODS AND TOOLS

Method and tools	Weaknesses	Strengths	Best practices	Lessons learned
Method 1 For example Survey among the relevant population on the issue	<ul style="list-style-type: none"> - have to determine the right questions that give rise to the answers you need, - this needs specific expertise, - needs people who can deal with people, - needs people who can process results (so sociological and statistical expertise needed), - can be a lot of work 	<ul style="list-style-type: none"> - involves the target group, - can provide information and opinions that otherwise could not be obtained, - possibility to commit the target group to a result 	Istria: survey among fishermen in Rovinj	important to assess real problems/needs among target group
Method 2 Scientific research	<ul style="list-style-type: none"> - need to identify right scientist, - may cost money, - there may be less support for outcome as people are not involved 	<ul style="list-style-type: none"> - can more easily get recognition in certain circles, - scientist does the work 		- important to include scientist in order to obtain objective parameters
Method 3 Round table				
Etc.				

STEP 7: DEFINING THE MAIN ENVIRONMENTAL PROBLEMS

Aims:

To define the main environmental problems and use this definition as one angle for defining strategies for solving the problems.

Background:

A problem is defined as a gap between the current situation and a desirable situation. Where trends surpass (or will surpass) minimum standards a problem is present (or will become present). Of course, recognised problems might be largely based on stakeholder perceptions. They are also based on the level of the minimum standards, if you lower these, there will be fewer problems than if you set the minimum standard at a higher level. This means that the number of problems and their severity is not at all times a given, it depends very much on how you and the stakeholders choose to look at the situation!

Guidelines:

1. Define main problems where trends lead to unacceptable risks, surpass bottom-line standards or are expected to do so in future (threats), especially for your priority environmental functions.
2. Indicate for each problem the stakeholders benefiting from trends (the 'winners'), and those suffering from trends (the 'losers') and for whom the problem is most urgent. For each problem might also be indicated: risks for society, and associated costs in case the problem would not be solved.
3. Describe each environmental problem on the following criteria: location, stakeholders affected, responsible actors, urgency, underlying trends, current impacts and expected risks for society. See below proposed format with an example from the Green Agenda Project.

PROPOSED FORMAT AND THE EXAMPLE: WATER WELLS IN MUNICIPALITY OF NEDELISCE

Criteria	Importance for identified problem
Location	<ul style="list-style-type: none"> - Area between settlements Nedelisce, Puscine and Gornji Hrascan in municipality Nedelisce: it is an area in between many settlements so its health affects a lot of people. Fortunately, all these settlements fall within the same municipality (and not within jurisdiction of different municipalities)
Stakeholders affected	<ul style="list-style-type: none"> - Citizens of Medjimurska county (drinking water), Medjimurje waters company, land owners (in 2. & 3. zone of sanitary protection), municipality of Nedelisce pollution of land (1. zone) and pollution of wells means no more water and that means no more compensation to the municipality budget; Croatian Roads company (recommendation is to forbid traffic, especially trucks, on local roads going near those wells (they are building a roundabout going around Nedelisce and suggesting traffic goes through there) - Constant rise of level of nitrogen in the drinking water that is very close to the minimum allowed
Responsible actors	<ul style="list-style-type: none"> - Medjimurje waters company, land owners, Sanitary county inspection
Urgency	<ul style="list-style-type: none"> - All measurements show good quality of water (satisfies chemical and microbiological standards) - no urgency; however constant risk of pollution remains
Underlying trends	<ul style="list-style-type: none"> - Not respecting prescribed measures in agricultural production, e.g. use of chemicals (private land owners in 2. and 3. zone of sanitary protection) - Lack of information and education - Inspections are not sanctioning this practice - No sewage system for waste waters from households or industry - currently they're being drained into the soil - Illegal waste dumps (in 3. zone); people dumping waste even after sanitation - Roads as a source of phenols and lead + risk of accidents during dangerous substances transportation
Current impacts and expected risks for society	<ul style="list-style-type: none"> - Agro-chemicals, waste waters, waste - pollution of waters in 5 wells - RISKS for human (animals) health (reversible - cleaning) - Accidents during transportation of dangerous substances - sometimes irreversible; costs for cleaning

STEP 8: ANALYSING CAUSES OF PROBLEMS

Aims

To identify underlying factors and policies causing the identified problems within different sectors as well as to identify the main responsible actors and opportunities for positive change.

Background:

Problems should be solved in a fundamental way, and to do so causes and underlying factors should be identified and addressed. Looking at potentials and opportunities is useful to identify win-win options and starting points for solution strategies. This will allow identification of actions and policy options that can make a change. In almost all cases there will be a need for a package or combination of interrelated policy options, because problems are in most cases caused by a combination of factors from different sectors.

Guidelines:

1. For each identified problem, indicate factors causing the problem. These may be found at local, national and international levels and within different dimensions. For identified factors, indicate the associated actors, i.e. social groups, organisations or institutions largely responsible for the existence of the identified factor. Use the below matrix to organise findings, do not necessarily fill in each cell. Be as specific as possible.
2. Also identify opportunities that will help solve the problem (see Box 8 on page 77).
3. Discuss the interrelations between factors in different cells, and on the basis of that define priority-crosscutting issues.
4. Summarise by grouping the findings:
 - Per problem: underlying policy issues and other factors, actors and opportunities. This will give you a set of interrelated issues per problem and a deeper insight into the cause of the problem and why it is maintained;

- For all problems: cross-cutting policy issues and other factors, actors and potentials/opportunities. This will provide you with insight into mechanisms, etc. that affect more than one problem only. It will show you which mechanisms you can address that will help you deal with more than one problem;
- Uncertainties and gaps of knowledge; possibly hypotheses on causes and interrelations between factors that need to be tested. This will provide you with insight into what you do not know, and whether it may be needed to find out before you move forward or not.

PROPOSED FORMAT

Problem identified: _ _ _ _ _				
Levels	Specific factors causing the problem., associated actors and opportunities to help solve the problem, within different dimensions and at different levels			
	Social factors + actors	Economic factors + actors	Institutional factors + actors	Environmental factors
Local	Factors: Actors: Opportunities:	Id.	Id.	Id.
National		Id.	Id.	Id.
NB: Under economic dimension also consider technical and financial factors Under socio-cultural dimension also consider demographic, knowledge and information factors Under institutional dimension also consider political factors				

EXAMPLE

	Social factors + actors	Economic factors + actors	Institutional factors + actors	Environmental factors
Local level	- lack of knowledge of local people	- local private forest owners are often poor	- lack of management programmes for private forests	- decreased level of ground water - increased level of air pollution
National level	- lack of public awareness about the forest management -no education in schools on this issue	- no state programmes/ strategies dealing with private forests	- insufficient enforcement of legislation - unclear division of responsibilities between Ministries - lack of forest owners organisations who should protect their own interest	- pauperisation of the national forest resources
International level				

Causal activity:

Illegal cutting in private forests in Istria

Resulting problem:

Lower productivity (lower wood mass, lower levels of oxygen production, lack of erosion control, lack of cleared water, etc.)

Solutions:

- education for private owners and their associations
- develop sustainable mode for financing development of management programme for private forest owners
- proper forest management
- clear distribution of responsibilities between ministries

STEP 9: DEFINING POTENTIALS AND OPPORTUNITIES

Aims:

To define the main environmental potentials and opportunities, as another angle for defining more environmentally sustainable plans and policies.

Background:

Apart from looking at problems, it is useful to look at potentials and opportunities for improving the existing situation. Potentials are defined as human or natural resources that could be used in a different way and achieve more effect. Opportunities are provided by changes and new initiatives. They create different circumstances, which can provide more space for desired policy steps or projects. Both potentials and opportunities are starting points for defining plans and policy options for more sustainable development.

Guidelines:

1. By brainstorming, make a long-list of the potentials of the community. Involve the private sector and other stakeholders. Think differently, not about problems but about economic and other development potentials. Be creative. See Box 8 on page 77 for examples.
2. Then brainstorm about opportunities. These are more operational. See Box 8 on page 77 for the difference with potentials.
3. For both potentials and opportunities, make a short-list by setting priorities. This can be done on the basis of criteria such as: chances of being realised, contribution to development of the community, earlier experiences.

BOX 8 - POTENTIALS AND OPPORTUNITIES TO CONSIDER

- *Potentials* are defined as human or natural resources that may be used more effectively to direct and focus a sustainable development process. Examples are undervalued water resources, underdeveloped tourist potentials, high level of local knowledge, existing initiatives and networks, religion-based nature awareness, etc.
- *Opportunities* are promising starting points, such as private sector initiatives, new technologies, emerging markets, promising innovations, new laws, new policies, international pressure, international conventions, decentralisation policy, new elections, innovators, early adopters of new technology, promising pilot projects and case studies, new products, stakeholder platforms, ...

EXAMPLES FROM OUR GREEN AGENDA'S ARE:

Potentials	Opportunities
Liznjan	
many archaeological sites natural phenomenon - Sandalja (San Daniele) cave	- cultural heritage/education - tourist sites
	- research - education - tourist site
good climate, unpolluted soils	- eco-production - year round production of flowers (+ green house)
preserved nature/landscape	- adventurous and "Robinson Crusoe" tourism with accent on preserved nature
St. Martin na Muri	
old sorts of fruits	- genetic database - clone plantations - eco-production
preserved nature, biodiversity	- cross-border co-operation (for instance on environmental protection) - research/education
the northernmost point of Croatia Spa's St. Martin	- tourism - health/recreational tourism

STEP 10: DEFINING PRIORITY POTENTIALS AND SOLUTIONS

Aims:

To determine which potentials, opportunities and policy options are most desirable and promising, by checking these upon sustainability and other criteria. Where possible, win-win options are defined, i.e. options with positive impacts on both environment and development, that is, that have a positive effect in the eyes of different stakeholders, and actions that can generate visible results in the short term.

Background:

Realistic strategic options should meet sustainability criteria, be technically feasible, cost-effective and meet needs from society. Strategic options are based on potentials and the need to tackle problems and their underlying causes. In some cases, win-win options can be defined. Wherever possible you should strive to achieve win-win solutions. The reason is that if people “lose” they are likely to feel they should get even, and to focus on somehow finding a profitable situation for them that will negatively affect the others. This not only will produce counterproductive results but also takes away the energy of people of the common goals. Some examples are given in Box 9 on page 80.

Guidelines:

1. Look at the listed potentials and opportunities (see previous step) and check how these can be connected to problems or underlying causes of problems to form win-win options. The aim is to make use of existing potentials and opportunities to identify promising strategy options and actions.
2. For the win-win strategy options short-listed, and for other solution strategies, plans or actions, assess whether they meet your criteria of sustainability, technically realistic, cost-effective and based on societal development needs.
3. On the basis of outcomes, set priorities.

PROPOSED FORMAT FOR CHECKING POTENTIALS, OPPORTUNITIES AND OTHER POLICY OPTIONS OR ACTIONS

EXAMPLE EDUCATIONAL “COMPLEX” IN ST. MARTIN NA MURI

Type of expected impact and potential synergy	Option/action 1	Option/action 2	Option/action 3
On sustainability goals	Preservation of nature - very sustainable	Education/research - increase sustainable behaviour in future	Cultural heritage (renovation of old bridges, water mills at Mura river) - sustainable
On technical feasibility		infrastructure (pathways and educational boards) - simple actions, doable without too high level of expertise needed	Help with mills and bridges? - expertise when needed is available
On cost-effectiveness		Local business sector included in building/preparations - small investments by local stakeholders who will benefit, low investments needed	Profit from tourism (restaurants, souvenirs, parking lots) - generating income
On linkage to societal development needs	Jobs for local people - need for income covered	Increased awareness and information - increase in level of knowledge on these issues needed in order to exploit resources properly and usefully	This will attract higher educated people - provide adequate living for more demanding people from the cities

BOX 9 - SOME WIN-WIN OPTIONS, FOR INSPIRATION

- Technologies that make more efficient use of scarce natural resources, generate less waste and are less labour intensive;
- Good housekeeping measures in the local industries, reducing waste, being more energy efficient and usually cutting costs by making the process cycle more transparent and better manageable;
- School children collecting used car oil. The money they receive is used for developing a school garden. The used oil is used for heating of green houses; win-win-win!
- Use and marketing of products from natural resources on a sustainable use basis;
- Co-management arrangements with local communities, leading to better control and reduced illegal resource-use (certification procedures like FSC);
- Rehabilitation of a local nature trail with sponsorship from local businesses, which is mentioned in the maps of the trail and on the signposts;
- Production for organic agriculture or fair trade markets, based on good criteria;
- Revamping former schemes of separation of organic waste, and using it as organic fertiliser. Hardware needed (e.g. waste containers) is sponsored by a green business company;
- Re-use of urban wastes for agricultural or other development purposes;
- Recycling of wastes in an energy-efficient manner, with benefits for local communities;
- Cost-effective renewable energy technologies, with reduced energy costs for citizens.

PHASE 4: SYNTHESIS AND PLANNING

Aim of this phase is to define a vision and strategic orientations for the Green Agenda. It consists of Steps 11, 12 and 13.

Activities include:

preparation of and conducting a workshop to present interim results to a wider group, consultation of experts, workshop with presentations on further results, feedback and additional information supply, finalisation of the work of working groups, agreement on strategic orientations, agreement on follow-up, defining who does what among participating organisations, drafting Green Agenda document.

STEP 11: DEFINING A STRATEGIC PLAN WITHIN THE GREEN AGENDA DOCUMENT

Aims:

To develop a strategic plan, based on the insights into the main problems, potentials, opportunities and solutions as gained in the previous steps. To design small pilot projects that can show visible, concrete and attractive results to the community. These pilot projects are a way of keeping people involved and motivated and of course of achieving some results. The strategic plan can consist of strategy options and actions for decision-makers to make choices and set priorities.

Background:

Defining a strategy is not an easy task. It requires a good overview of the whole in order to design strategy options that have a long-term and large-scale validity. A good vision is one element of a strategic plan. The strategy is there to bridge the gap between the present and the vision, and is based on insights from previous steps. The vision and strategy provide direction and a framework for concrete actions to be identified 'along the way', as part of a 'learning-by-doing' approach, with new insights and monitoring results as inputs to operational planning. Box 10 on page 82 lists the elements of a good strategic plan.

Guidelines:

1. Formulate a new vision, or adjust the existing one, for the community (see also Step 4). Ideally, all stakeholders share the vision.
2. Determine how one can best move from the present to the vision. What are the priority themes, win-win options, actions and long-term strategic orientations? These should have been checked in Steps 8-10. Make sure you make use of all insights from previous steps. This also includes minimum standards (Step 6), to use for checking whether new actions, projects or programmes are sustainable and in agreement with your decisions on what is acceptable and what is not (minimum standards).
3. For each long-term strategic orientation, list actions that can be started soon, and which can generate concrete, visible and attractive results. These are ideally based on opportunities, and fit into your long-term vision and strategy.
4. Make a draft strategy, and make sure all stakeholders and decision-makers have sufficient time to provide feedback on it. Be transparent in how feedback and reactions are treated. Indicate conflicting interests or different views.

BOX 10 - ELEMENTS OF A GOOD STRATEGIC PLAN

- Description of current situation: insight in the current situation and its context, the qualities, trends, expectations, causing factors, opportunities, interrelations, actors and institutions involved;
- The vision: a powerful image of a desirable future situation providing direction and motivation;
- The Strategy or strategic orientations: paths to bridge the gap between the current situation and the desirable future characterised by targets, actions based on opportunities and indicators. A strategic orientation can be set in motion any time;
- Actions for small projects creating visible, concrete and attractive results, based on opportunities;
- Operational principles: this will include social and environmental principles or bottom-line standards to be respected during implementation of the strategy;
- Issues for institutional strengthening: organisational and institutional requirements to realise the strategy. It includes a good monitoring and learning mechanism.

STEP 12: DEFINING A MONITORING PLAN

Aims:

To provide a concise set of indicators that can be used to monitor progress of implementation of the strategic plan and its activities. It is important to say that the monitoring system does not need to be complicated. Having carried out the previous steps, much data and information required will already have been obtained along the process. This step would first of all require permanent active involvement of the local working groups and process initiators.

Background:

There is a need to monitor progress of the implementation of the strategic plan and the operational plans and activities derived from that. This can be done through a well-designed monitoring plan that addresses both performance of the strategy and performance of the responsible institutions, groups involved, etc. Monitoring is an essential part of any management system (of a strategy, plan or project), to find out whether interventions and activities are effective, to foresee possible obstacles as well as benefits from opportunities. A good monitoring system goes together with flexible strategies, and allows you to respond to changes and unpredictable events. Like planning, investing in effective monitoring pays off in the long term.

Guidelines:

1. There is a logical sequence of steps to design a monitoring framework (Box 11 on page 84).
2. Critical is the design of good indicators to monitor. Environmental indicators must be simple and easy to justify, based on local knowledge and existing indicator frameworks. Indicators should be as much as possible quantitative and specific for the context concerned. You can make use of the state, pressure and response indicator framework (Box 12 on page 84).
3. Keep the list of criteria and associated indicators at a credible and manageable size.

4. Possibly give the main characteristics of a monitoring and early warning system, making use of the defined criteria and indicators. A monitoring system should be simple by focusing at key indicators, making optimal use of existing data sources, and by involving stakeholders in data collection where possible. An early warning system is basically a network of observers and organisations at different (policy) levels assessing the situation regularly and sending out warnings in case trends move towards minimum standards.

BOX 11 - STEPS FOR SETTING UP AN ENVIRONMENTAL MONITORING SYSTEM

Step 1: Definition of monitoring objectives (WHY monitoring environmental qualities and process continuation?)

Step 3: Determining the indicators and the reference situation (WHAT to monitor?)

Step 4: Definition of the information flow (HOW to monitor the indicators being identified?)

Step 5: Definition of responsibilities, required means and costs (WHO will monitor the indicators?)

Step 6: Analysis of the data, evaluation and public presentation (WHAT TO DO with the results?)

BOX 12 - ENVIRONMENTAL STATE, PRESSURE AND RESPONSE INDICATORS

- *State or quality indicators*: reflect the condition of the environment, have direct linkages with environmental qualities to be monitored;
- *Pressure indicators*: reflect the pressures by human activities, have indirect linkages with environmental qualities to be monitored. There are:
 - Direct environmental pressure indicators;
 - Indirect environmental pressure indicators;
 - Indirect indicators in the field of politics, economics, social change.
- *Response indicators*: reflect the human response measures to environmental problems.

BOX 13 - FRAMEWORK FOR SELF-EVALUATION OF EXISTING PLANS AND PLANNING PROCESSES

Phases of planning process	Questions to check sustainability considerations
<p>1. Initiation</p> <ul style="list-style-type: none"> - Decision on purpose - Design of the process 	<p>Process</p> <ul style="list-style-type: none"> - Is it clear who is the owner? Is the owner legitimate? - Has the public been adequately informed of the initiative? - Is the planning process transparent? Can stakeholders influence the planning process? - Does the initiative take into account existing relevant plans? Does it build on previous experiences? Has relevant information been identified? - Is it clear what sectors, disciplines and stakeholders will be involved? <p>Substance</p> <ul style="list-style-type: none"> - Is the overall purpose of the planning process clear?
<p>2. Analysis and design</p> <ul style="list-style-type: none"> - Identification of problems and opportunities - Analysis of problems and opportunities - Defining goals - First design of options 	<p>Process:</p> <ul style="list-style-type: none"> - Have relevant stakeholders been actively involved? Same for marginalized groups? - Has the public been informed of the results? Is there room for public feedback and inquiry? Is feedback taken serious? Can the public influence the analysis and design? - Has a multi-disciplinary team been involved? Are different sectors/disciplines involved on an equal basis? - Is available information actively used, quantitative and qualitative, scientific and local knowledge? <p>Substance:</p> <ul style="list-style-type: none"> - Are past and present trends assessed? Are problems well defined? Are winners and losers of the problem identified? - Are root causes of problems identified, including relations with other sectors? Are the key actors involved identified? Also at national and international level? - Is there insight in trade-off between sectors, spatial trade-off, trade-off in time (future)? Same for trade-off between environment, social and economic goals? - Have promising initiatives been identified, opportunities and win-win options? Do these offer possibilities for pilot projects during the process? - Is key sustainability issues identified, particularly those relevant to poverty alleviation? Are goals defined for key sustainability issues? - Do solutions address root causes of problems? Do solutions make use of existing opportunities?

Phases of planning process
Questions to check sustainability considerations
3. Planning

- Appraisal of solutions /options
- Setting priorities
- Formulation of plan

Process:

- Are procedures for decision-making and priority setting transparent?
- Has the public been informed of the results? Is there room for public inquiry? Is feedback taken serious? Can the public influence decision-making?
- Is there two-way communication between decision makers and civil society and private sector?

Substance:

- Have scenarios been developed? Has a vision been developed?
- Is the proposed strategy consistent with the vision, with analytical insights, and with sustainability objectives?
- Does the plan take into account vulnerable social groups and other key sustainability issues/goals?
- Have trade-offs between environment, social and economic goals been explained and justified? Does the plan provide solutions for identified trade-off by mitigation, compensation, alternatives or flanking policies?
- Is the operational plan consistent with the strategic goals?
- Have win-win options been identified? Have strategic partners been identified?
- Does the plan stimulate integration between development sectors? Is the plan consistent with other relevant plans and legislation?

4. Monitoring
Process:

- Are capacities and resources available for monitoring and updates of the plan?
- Will monitoring be done by multi-disciplinary teams?
- Will all monitoring results be available to the public?

Substance:

- Is there a monitoring plan to measure contribution of the strategy to relevant elements of sustainable development?
- Are monitoring indicators identified? Do these include sustainability indicators?

STEP 13: WRITING THE DOCUMENT

The Green Agenda document lays down the results of the months of work and thinking done in and by the local groups. It presents the total analysis of the local situation, existing advantages and disadvantages in nature and environment, trends, analysis of deeper causes of problems, threats and opportunities, proposed solutions, operational plan for implementation of solutions, appendices, etc.

This is a huge task to accomplish and it usually takes more than one draft to get all ideas included and presented correctly. In our experience at least two drafts were publicly presented and discussed before reaching a final version, ready to be adopted by the mayor and the council. In some cases even three drafts were made and discussed.

Bearing in mind local commitment, time and energy, it is recommendable that the initiating organisation takes this task upon itself. This means that the working group delivers the information regarding content, perhaps some draft pieces of text, as well as perhaps pictures, whereas the initiator or a contracted writer brings all this together in a draft comprehensive document.

The draft can then be discussed either in a bigger gathering or in separate working group sessions, and comments, suggestions and adjustments can be collected for further inclusion into the document. The new draft can be circulated and finalised, or further adjusted, circulated and finalised. In some cases, local working groups have chosen to present a first draft to a wider audience that was not involved before, and this naturally led to more new input than can be expected if the document is just presented to the people who actually helped create it. However, it turned out to be a good way to increase local commitment to the end result and to improve the overall quality of the document.

The document can contain pictures or drawings, and should mention all people who contributed in any way to the process and/or the document. Don't forget to mention any donors who helped realise the project.

In Liznjan the cover of the Green Agenda was the result of a drawing contest for primary school children. In other cases, pictures from the tourist agency were used for the cover.

Green Agenda document

There are no legal requirements to the content and format of the Green Agenda document. Each community will have its own culture and will thus make its own type of Agenda. However, since the process and the steps followed by all Green Agenda projects are roughly the same and the need of the community for a document with a certain level of internal coherence and logic is the same, we add an overview of chapters that in our opinion and experience are useful to include in your Green Agenda document.

Framework of the GA document

Here you can briefly describe the project and the process you have been through, who initiated it, what was the background of that initiative, what were the aims, etc.

1) List of main ecological values of the municipality

Here you can describe the results of Steps 1-3 providing an overview of what people feel to be the main values of the community and why.

2) List of already existing or documents in preparation

- Urban/physical plan;
- Different analyses;
- Other plans (like an economic plan, strategic plan for the development of the municipality or others).

Here you can show the connection between the Green Agenda and other, obligatory, plans that your community has to develop and implement. It is important that these plans are not contradicting each other. In Nedelisce, for example the Municipal Assembly decided to first adopt the Green Agenda and after that they adopted the Economic Development Plan. They explicitly stated that the Economic Development Plan should fit with the Green Agenda.

3) *Analysis of the ecological values*

- Prioritisation of trends;
- Threats and opportunities;
- Possible solutions.

Here you can include the content of the work of the working groups and experts. Be sure to explain the trends in terms that are clear to the audience. Remember that most people who will read your Green Agenda will not have been involved in the process or only at the margins.

Be sure that you verify the facts before presenting them as facts... sometimes a feeling people have on the situation does not correspond to the actual situation but reflects their fears!

4) *List of all planned projects*

Here you show what you (the working groups and the people involved in the project) think that should be done to implement the solutions, how and when.

5) *Action plan - responsible institutions, persons, time, resources needed, places, etc.*

The action plan describes each step to be taken for implementation of the strategy and planned projects. Who will do what, when, how, etc. The action plan should include a monitoring plan also. How and when will you or anyone else assess if the implementation is still on track, if the quality of the implementation is sufficient, if the results aimed for are achieved or if adjustments need to be made due to changes in circumstances, etc.

EXAMPLE OF THE ACTION PLAN FROM THE ROVINJ GREEN AGENDA

IMPROVEMENT OF THE WASTE SYSTEM IN THE OLD TOWN (CITY CENTRE)

Goal	Description of the activities	Responsible institution	Deadline
To provide containers for waste separation	Establishment of the 12 containers for waste separation. Purchase of the containers.	Green Istria	
To provide additional containers for waste separation	Purchase additional containers.	City of Rovinj - Communal Service	
To develop new system for waste collection	Prepare new operational plan for waste collection.	City of Rovinj - Communal Service	
To develop new system for waste collection	To conduct educational campaign for better waste separation.	Green Istria, Communal Service, City of Rovinj	

6) Description of the planning (public participation) process for the preparation and adoption of the document

Here you describe briefly the:

- Forms/ways how public was involved;
- Results of the process;
- Lessons learned with recommendations.

7) List of all people involved in the Green Agenda process

It is really important to acknowledge all people who had something to do with the work. It also shows that you were serious in the participatory objectives.

8) Credit to donors/Acknowledgements

Donors always like to be mentioned!

PHASE 5: MONITORING AND FOLLOW-UP

Aims of this phase are to develop and operate monitoring systems to assess the implementation of the Green Agenda plans and strategies. During the monitoring, ideas for follow up work should continuously be fed into the community.

Activities include:

- Developing a monitoring plan;
- Implement the monitoring plan and report on the assessment to the community, those most closely involved in the Green Agenda process and possibly donors;
- Develop follow up activities that may support successful implementation and further development of the Green Agenda;
- Implement pilot projects (after fundraising).

Output of this phase is:

Broad publicity, meetings and workshops to inform stakeholders, key actors and decision makers, design of monitoring system with indicators (these will have been included roughly in the Green Agenda document itself), agreement on tasks for follow-up, monitoring and co-ordination activities, lobbying for funding of the resulting plan, networking with relevant parties involved to promote sharing of experiences and information, adoption of Green Agenda and celebration of this in the community and especially also in the working groups. Possibly set up new working groups for the next step: implementation and monitoring.

STEP 14: PILOT PROJECTS

Once the planning process is finished and the Green Agenda document prepared and adopted by the Municipal or City Assembly, work on the Green Agenda is not completed. In order to keep the Green Agenda alive it is necessary to conduct projects that are feeding into the aims mentioned in the Green Agenda document. Pilot projects are small or not so small activities that can be initiated even during the process implementation to show the possibilities of the Green Agenda and Green Agenda process.

It is important to prepare a list of possible pilot projects that will visualise the solving of problems mentioned and analysed in the Agenda during the process, and start looking for funding for them so that when the document will be ready and adopted, work can begin and can show people what they were working for. As a matter of fact, it can be very useful to run such small projects with concrete, visible and attractive results already during the previous steps, on the basis of ideas and with help from the working groups for example.

One of the most important risks of long planning processes is dissatisfaction of the participants at the end of the process if they perceive they were just talking and preparing a document and that in reality nothing will change in their community. This disappointment should be avoided at almost all costs, because it will harm the credibility of all organisations involved and will make people less open to cooperation in future. This means that it is important to focus not only on the discussions and the development of a document (which is needed as a basis for future actions) but also on the actions to follow from there. For this, concrete ideas have to be developed and elaborated and fundraising has to be done. Fundraising has to start at an early stage, as it is usually a time-consuming activity.

In some cases the municipality assigned a budget line to Green Agenda from which pilot projects can be financed. But you can also start fundraising towards other funds.

EXAMPLES OF PILOT PROJECTS CONDUCTED WITHIN OUR GA PROJECT:

Education/ Information	<ul style="list-style-type: none"> - Educational campaign initiating collecting used kitchen oil: until now, used kitchen oil from Medulin restaurants was poured into the sewage system; this campaign, through leaflets with information about legal regulations, municipality decisions, importance and possibilities, promoted collecting it and recycling (e.g. for motor oils); most of the restaurants in Medulin were enthusiastic about this. - Round tables on proscribed measures in agricultural production in 2. and 3. zone of sanitary protection of water wells: most of the land owners are not aware of those measures; the working group from Senkovec initiated and co-organised round tables with representatives of Medjimurje waters company, municipality, Inspectorate, ministries to inform (and educate) people; resulted in lower usage of pesticides and manure in protected zones. - Round table “From Illegal Construction to Destruction of Natural and Cultural Heritage in Istria”: all important stakeholders that are concerned with this issue including representatives of the Rovinj municipality, state institutions, inspections, ministry of spatial planning, architects, and media were present; the most important result of this meeting was starting a dialogue between all stakeholders (follow up round table is planned). - Popularisation and protection of Posidonia oceanica: endangered endemic sea grass (still can be found in only two municipalities); through educational leaflets, postcards and stickers, educational workshops for the school children, exhibition of underwater photography and presentation of the underwater documentary (presented at 3 international documentary films festivals (France, Serbia and Monte Negro and Cyprus). - Study-trip to ecological agriculture estate to Mr. Mavrovic: people were interested in ecological agriculture so the idea was to visit one of the greatest ecological agriculture estates. During that visit participants saw some basic methods of ecological growth in practice, in a way better for the environment than conventional agriculture.
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Tourism	<ul style="list-style-type: none"> - Natural and cultural heritage locations of municipality Liznjan: on a satellite map of the municipality those locations were marked, maps are presented on a city lights on the squares of settlements in this municipality. - Redecorating the Tourist Agency office Liznjan: with an exhibition of the photo and text materials collected in the frame of the process for information of local people and tourists. - Drawing attention to the ship wreck of the Cesare Rossarol - through documentary film on DVD, materials (text, photos) in the office of Liznjan tourist board; people are informed about the ship and revitalisation of the monument for killed sailors.
Cleaning/ Improvement of the quality of the area	<ul style="list-style-type: none"> - Sanation of waste dump in Nedelisce municipality: this was in forest area; cleaning was organised and area was given to hunting association to manage it (put tables and benches, planted crops for animals, etc.); it was turned into excursion area - Improvement of the quality of the area around retention in Nedelisce: in previous years, in this area, a waste dump was cleaned and an educational centre was built; during our project, tables, benches and waste containers were built.

CHAPTER



IMPORTANT PRINCIPLES FOR SUCCESSFUL GREEN AGENDA PROCESS

Important principles for successful Green Agenda process

In order to conduct a successful Green Agenda process it is important to apply the following principles. You can use the lists below as checklists before and during the work.

A) Clearly define and agree on the general purpose, the scope and the context

At the beginning of the process you have to plan and agree on what you want to achieve with it. Following are our suggestions for your initial discussions:

With respect to the **general purpose**, the process:

- should aim at well-defined concrete outcomes;
- should “invest” in local capacity building;
- inputs should contribute to new or existing plans or policies (Green Agenda document should be in harmony with other strategic documents - for example economic and urban plan);
- should be integrated into existing planning processes;
- should include time and means for awareness raising and communication;
- should be externally facilitated;
- should be based on local needs and aim to meeting these;
- should be open, participatory, democratic, and transparent.

With respect to the **scope and size** of the process, consider:

- the sector and/or sub-sector/s concerned;
- the spatial boundaries: where should the process be applied;
- the time horizon: what period of time should be covered by the Green Agenda;

- the level of desirable detail: the more detail the more time and information will be needed, but if you choose less detail, the document may not provide enough possibilities to connect concrete actions to it;
- the actors to be involved at different levels (see Table 2 on page 103: Categories of societal organisations): the more actors and stakeholders you involve, or the more you have to involve stakeholders that are hard to motivate, the more time the process will take, but the higher the commitment you may get to the end result.

With respect to the **context**, consider:

- existing information, processes, legislation, etc.;
- data sources and studies;
- political constraints and opportunities;
- factors influencing success (see Box 14).

BOX 14 - SUCCESS FACTORS/FACTORS INFLUENCING SUCCESSFUL GREEN AGENDA PROCESS

- Free access to information;
- Freedom and capacity to organise;
- Freedom to express needs and concerns;
- A non-discriminatory social environment;
- Absence of severe conflicts and active work on conflict resolution;
- Confidence that agreements will be respected by those involved;
- Relatively stable political climate;
- Relatively well-educated and informed participants (**not** meaning exclusively people with a university degree, motivation and life experience is counted too!);
- Active participation of citizens.

In order to have a **successful process and general understanding of the process** it is useful:

1. With stakeholders, to agree upon the methodology to be used and issues needing the most attention.
2. For inspiration, look at similar experiences. What were good points you want to achieve as well? What were bad points you want to avoid?
3. Think how you can make maximum use of past experiences and existing information and data.
4. Make a written document on the conclusions. This is a draft plan for application of the process. Make sure everyone is informed and receives a copy. Give some time for feed-back and possible adjustments. Box 15 gives a checklist for the Draft plan.

BOX 15 - CHECKLIST FOR THE DRAFT PLAN FOR THE IMPLEMENTATION OF GA PROCESS

- Define the owner of the process (this may change: at first organisation x is the owner, at the end organisation y for instance);
- Define objectives, scope/size (incl. time frame) and context;
- Plan activities that are going to be undertaken;
- Foresee participants at different stages (who are they, who should they be, what are their needs and interests, how to convince them, etc.);
- Define the role of NGOs;
- Define the role and responsibilities of the initiator;
- Decide on methods used (which parts of this manual can be useful, which training workshops are needed, how will the work be done in groups, etc.);
- Plan costs and how they will be covered;
- Prepare assumptions and conditions, plan risks.

B) Ensure clear ownership based on a motivated local demand

The Green Agenda process should be based on an expressed demand from an 'owner of the process', and should not be donor-driven or otherwise imposed by external agencies. The initiator/s (that can be any institution - governmental or non-governmental) should be accountable, legitimate, trusted by different social groups, and have a good track record. The initiator and owner of the process should be motivated, have sufficient time, human resources and funds available, and clearly be prepared to make effective use of the outcomes. However, an expressed demand can be pushed a little (by information supply, lobby, and training), as sustainable development is too important an issue to be entirely optional. Eventually, by adopting a participatory approach, ownership should become more broad-based.

Actions to undertake:

1. Discuss who will or should benefit most from a Green Agenda application. And also who may have little to gain. Make a list of proponents and opponents (having little to gain) of the process.
2. Among the beneficiaries, who is an accountable, legitimate and trusted person or agency, with a good track record? Who has the capacity to implement the resulting plan and ensure continuity?
3. Contact potential owners and explain the possible objectives of applying the Green Agenda method. Make sure there are no false expectations. Also make sure there are no wrong assumptions (e.g. that the initiator of the process will determine the outcomes beforehand).
4. Agree with the owner upon what you expect him/her to do. During the whole Green Agenda process, keep close contacts and communicate findings.

C) Make a communication plan to inform key actors and decision-makers

The essence of the Green Agenda process is a bottom-up approach, where decision-making is based on acquired evidences. To motivate decision-makers to take into account the outcomes and ensure follow-up, key actors and decision-makers (especially Municipal or City Assembly members) should be actively involved in the Green Agenda process as early as possible in the process. Communication with key actors from the private sector and decision-makers must be an ongoing point of attention during the planning process and the process itself, based on their direct and indirect interests. To be effective in this it is good to develop a communication plan and strategy and to divide tasks in this area as well, along with the other tasks.

Guidelines:

1. Determine the key actors from private sector and decision-makers. Determine their interests in the Green Agenda process. If they have weak interests, make sure you understand how they could be approached on their own interests. Box 16 on page 102 provides a checklist.
2. Make a communication plan to keep key actors and decision-makers informed. Think about: communication messages, communication tools, critical moments for communication, ways and means to get feedback, responsibilities for communication, budget for communication, possible external assistance.
3. Start implementing the communication plans right from the beginning of the Green Agenda process.

BOX 16 - POSSIBLE BENEFITS FROM GREEN AGENDA FOR KEY ACTORS AND POLICY MAKERS**1. Direct economic benefits:**

- higher profits (e.g. through more productive activities, better access to markets, reduction of costs, better technologies, better skills through training);
- less risks (e.g. through more secured or exclusive resource ownership or access);
- greater efficiency through reduced transaction costs, less conflicting policies.

2. Indirect economic benefits:

- involvement in innovations, developing new ('green') products and opening new markets;
- reduced confrontation with other groups (e.g. consumers versus private sector, private sector vs. government);
- free publicity and marketing of products and services (tourism, eco-label products, FSC wood certification);
- network contacts.

3. Image and perception benefits:

- better or 'green' image, improved reputation;
- improved communication and image with the citizens: caring about their concerns;
- more attractive image to citizens as employer.

D) Involve multiple sectors and disciplines from different levels

The Green Agenda process will deal with a limited area (the area belonging to a certain community or municipality) and may also focus on a certain sector or sub-sector (e.g. agricultural land-use, waste management, energy use). However, it is essential that the process, and the participants, have a broad scope that extends beyond the (sub-) sector and the spatial area concerned, to take into account critical inter-sectors linkages and trade-offs to other sectors and areas. Large and complex sectors might be split up into sub-sectors for reasons of simplicity (e.g. agricultural land-use split into sub-themes), but the inter-linkages should remain clear.

The initiator of the process may run the Green Agenda process with its own resources or with some external assistance. Our experience shows that it is very useful to work through local working groups while an NGO or other local institution coordinates the overall process.

With regard to the working groups, these groups should contain representatives from economic, social and environmental interest groups. Since most of issues in our communities are interconnected it is useful that working groups contain different disciplines (technical, social, cultural, environmental, institutional, scientific), not only from the sector in consideration. In addition, there should be a balance between government, civil society and the private sector (Table 2).

TABLE 2 - CATEGORIES OF SOCIETAL ORGANISATIONS

Societal organisation	Specifications
1. Government	<ul style="list-style-type: none"> - National; - County and Municipality/City level; - Public companies (Croatian Forests, Croatian waters, etc.).
2. Civil society	<ul style="list-style-type: none"> - Local communities and mjesni odbori (MOs); - Environmental, developmental, human rights, women, youth, handicapped and other non-governmental organisations (NGOs).
3. Private sector	<ul style="list-style-type: none"> - National enterprises; - Small and medium-sized (local) enterprises; - Multinational enterprises (optional).

E) Ensure equitable participation, including affected communities and sectors

Apart from the Green Agenda team (initiators and members of the working groups) relevant stakeholders should be represented (invited to take part) in different ways: workshops, consultations, peer review to draft results, public reviews, etc. This requires insight in all relevant stakeholders, and careful selection of critical (essential) ones. Here you can use the stakeholder analysis of Step 1 (see Step 1 in Chapter 4 Stakeholder and document analysis and mapping). Groups affected by present and expected environmental and social problems are often forgotten (see Box 17 on page 105) as they are not always visible or present in the community where the Green Agenda process is taking place (for instance a community downstream that is affected by industrial or household pollution of the river water).

Guidelines:

1. Make a preliminary overview of the various stakeholders to be involved. Determine who will be involved in the Green Agenda process, what is their motivation and how they will be involved. Possibilities are interviews, workshops, and meetings. There are different methods and levels of participation (Picture 1 repeated on page 106). Where possible strive for the highest level of participation. Make use of your experiences and contacts.
2. Be selective in determining which stakeholders should participate. Actively involving all stakeholders is not functional, and will be costly. For all stakeholder groups determine how these can be represented. Box 18 on page 106 lists some possibilities.

As you will see from the guidelines, you have to strike a balance between involving enough stakeholders to obtain a good, credible result based on relevant input from those involved and involving not too many people, as more people need more time, it will be harder to reach consensus and it will be more costly (bigger meeting rooms, more stamps to send out invitations, etc.). At the beginning of the process you will have to assess the presence of stakeholders in the community and their relative importance. If you fear there are too many to invite them all and let them select (by deciding whether or not to come and if they come whether or not to commit themselves to this process) you will have to do a preliminary selection according to relevance. You have to try to select a well-balanced group of stakeholders, not only those that will support your

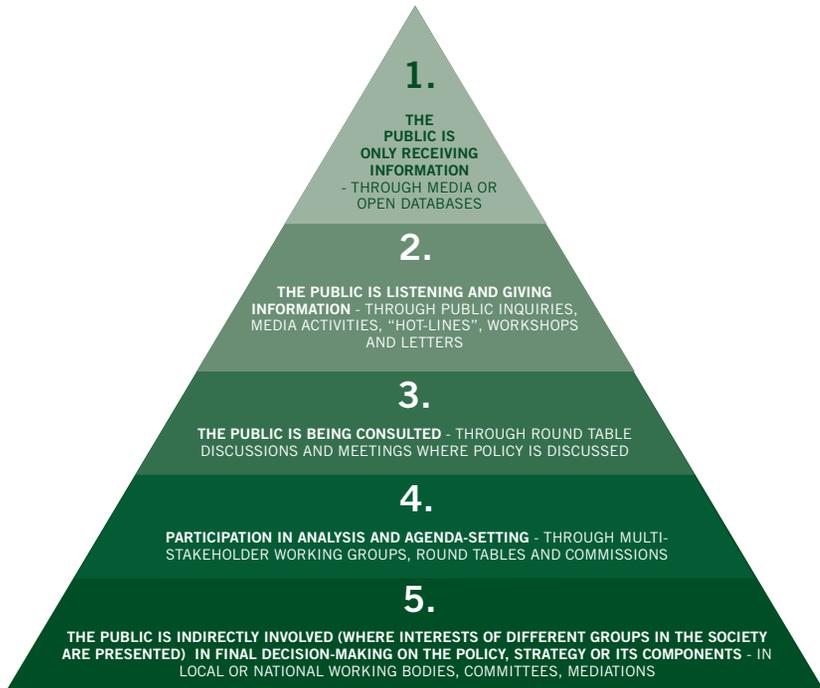
ideas, or those that are already working on similar issues. You will also have to bear in mind that usually not all of those that you invite will come and join, so you can invite more than you can host without running a big risk of ending up with too many people.

BOX 17 - SENSITIVE STAKEHOLDER GROUPS

- Poor groups (e.g. forest dwellers, displaced persons and returnees, farmers in remote areas);
- Minority groups (e.g. certain ethnic/minority groups);
- Marginal groups (e.g. labourers, urban squatters, unemployed, pensioners);
- Women (e.g. women farmer groups, women cooperatives) and children (e.g. youth groups);
- Future generations (kindergartens, schools, etc.);
- Outside communities (e.g. downstream communities, areas of immigration);
- Biodiversity/intrinsic values of nature through certain civil groups.

There are different levels of being involved in something: policy making, an event, a project, a meeting. This is also true for the Green Agenda process. The ultimate aim of this process is self-mobilisation but that does not necessarily mean that all involved in the project should be involved that intensively. Maybe some people or organisations prefer to be consulted (level 3) through interviews or meetings instead of being proactively involved. Maybe some people start by listening (level 1) and end at level 5. As long as there are certain people involved actively all levels of participation are equally important to this process, as are all different stakeholders.

REMINDER - PICTURE 1 AGAIN LEVELS OF GENERAL PARTICIPATION IN POLICY PROCESSES



BOX 18 - POSSIBILITIES OF INVOLVING REPRESENTATIVES OF STAKEHOLDER GROUPS

- *Physical presence*; this may require active support to ensure access to information and effective participation, maybe additional training.
- *Direct representation*; for instance by a mayor or local leader showing good leadership, accountability and legitimacy.
- *Indirect representation*; for instance by NGOs, interest groups, cooperatives, etc. who express the views of the 'victims'. Mothers can represent the interests of (small) children for instance.
- *The normative observer*; this is someone with an independent position and representing the interests of absent stakeholders based on ethical and universal values (e.g. human rights). It refers to the possible role of an external agency in the processes.

F) Stimulate local funding or co-funding arrangements

Development of the Green Agenda Process should normally be funded by the national or local state budget. However, budgets are often limited. Moreover, where national environmental, social and economic interests are involved, there are arguments for co-funding by international agencies. External funding will particularly be required for participation, facilitation, workshops, monitoring and networking and learning activities (trainings), as these tend to get low priority by Governments and have wide spin-off.

Actions to undertake:

1. Make a list of expected costs for the Green Agenda process. There are costs for material, travel, workshops, documentation, facilitation, communication, etc.
2. Discuss what contribution the local owner and implementing organisation can make to the Green Agenda process. Make maximum use of locally available resources, venues, travel possibilities, etc. Negotiate. Draw attention to the local interests to have a good plan: a good long-term plan improves efficiency by reducing transaction costs of conflicting policies or the need for frequent adaptations.
3. Make a budget with clear indication of contributions by external agencies and by the owner and implementing organisation.
4. Discuss and anticipate upon costs for implementation of the plan. What budget is available for implementation? Possibly discuss potential external sources of funding the plan, and decide who will contact external funding agencies. External funding agencies should be informed right from the beginning, not only when the plan is ready.

During the project implementation there were many cases where local institutions financially supported the Green Agenda process. Local money was primarily earmarked for local activities promoting the Green Agenda process. For instance in Istria preparation of leaflets about waste separation was co-funded by the local municipalities involved but most of the funds were reserved for the follow-up activities. After the adoption of the Green Agenda document Nedelisce Municipality introduced a new budget line into the Municipal Budget named Green Agenda.

In Liznjan the tourist agency invested in the costs of one city light, as did the municipality. These city lights were one of the concrete results of the work of the working groups, and they present the cultural and natural heritages of the municipality of Liznjan to citizens and tourists.

Lessons learned on running the group processes

- People should not be delegated in the working groups but they should represent their own interests without claiming to be the representative of a certain group. People can be more motivated if they enter the process out of their own volition rather than being appointed.
- The process of formation of the Working Groups should be open and transparent. The size and composition of the group should remain flexible e.g. the group should avoid being closed to newcomers. Nevertheless, the group needs to be able to develop its history and common basis. The group can develop its profile and identity by developing and drafting its rules and procedures in writing.
- In order to have an effective working group, it is important that the group can develop its own rules and in a sense a code of conduct.
- Sharing responsibilities does not mean that one cannot divide tasks among the members.
- Consensus is an important decision-making and problem-solving tool. On the other hand reaching consensus should not slow down or even stop the process.
- It is important to stimulate ownership within the working group. Accountability for budget and planning are tools to help the group to take ownership.

Even though the Green Agenda itself is not a political document, politics will be involved in a project of this type. After all, the participatory approach makes the process open to elected politicians as well as non-elected activists. In itself it can be very useful to have politically oriented people involved. They can keep track of the feasibility of some ideas and may help you when the time comes to convince the mayor and the local council to adopt the document and take up responsibility for its implementation. You should be aware that of course politicians have their own agenda, and are just as justified in using the process as a tool to achieve them as all other participants are. It may be

useful to make good agreements with and within the working groups about who will represent the group to the outside world, how and when (for example after internal preparation of the presentation, etc.). This way you can try to make sure that people speak on behalf of the group and not of their political faction and can be perceived as being a representative of the group (for example if always more than one person of the group is present, roles are divided and they are not criticising each other in front of the audience). This may help you in avoiding the public perception of your Green Agenda process as a politically driven process. And that is important, as we have experienced, when trying to obtain support from the mayor and the council, who may have different political orientation from the one visible in some of the members of your working groups.

Lessons learned regarding the Analysis

- Simplification of the analysis should be avoided - preconceived ideas presented as the only solution to a recognised problem might form a serious obstacle for proper implementation of the analysis. For example: the misconception that the only solution to preserving biodiversity is organic agriculture.
- If there is a bigger distance between the initiator and the process, different communication means should be used in order to preserve closeness. If you are not physically present in the location of the Green Agenda, you can use Internet chatting (MSN), a local contact person or in other ways preserve contact.
- If it is an NGO coordinating the process it is important to take into consideration their ability and readiness to develop cooperation with the local government (in case they are a watchdog or campaign organization this would mean a change that will affect also their image after the process will have ended! They need to be aware of that and to choose if they really want to undergo that change).
- Writing a Green Agenda document is demanding work; especially in terms of time and knowledge; therefore for this work a professional should be contracted while the working group should monitor and guide the process of preparation of the document and give their feedback. The professional can be someone from within the initiating organisation, or an external expert, being paid for the job.
- The Green Agenda document should be harmonised with other existing documents and with those that are in the phase of preparation.

Role of the Municipality in the process

Our experience is based purely on an NGO initiating the Green Agenda process. One of the first steps of these NGOs has been to inform and involve the local authorities in this process. Participation of municipalities (members of the council, mayor, administration) has been realised in different ways. In some cases such representatives took part in the working group work, others took part in the bigger meetings, and in other cases the mayor was informed through weekly meetings. Ultimately, the Green Agenda document was presented to the mayors' offices and adopted by the mayor and the council. Some municipalities dedicated a budget line to the work and for projects supporting the implementation of the Green Agenda. In Nedelisce this budget line is spent, at least in part, through an open tender. In Cakovec some of the identified pilot projects were delegated to certain organisations (including NGOs).

In theory it is very well possible that a municipality should decide it wants to facilitate a process like Green Agenda. Probably the best time to start would be right after local elections have taken place and a new local government has been installed. This would create certain challenges probably, for instance with regard to credibility of the effort: do local citizens believe the municipality is indeed interested in their opinion, open and ready to listen and willing and able to do what citizens recommend. This is a matter of public trust and confidences in the local administration, which will be different in different locations and may well differ over time.

CHAPTER



LITERATURE USED

Literature Used

Group of authors, 2002, *Sustainable Development Strategies, A Resource Book*, UNDP, OECD and IIED (International Institute for Environment and Development)

Kessler J.J. (Editor), 2001, *SEAN toolbox; AIDEnvironment*, Amsterdam and SNV, The Hague

Kessler J.J., 2003, *Short version of SEAN for MKOE*; AIDEnvironment, Amsterdam

Green Agenda documents from the following municipalities:

Istria County

Oprtalj

Medulin

Rovinj

Liznjan

Medjmurje County

Nedelisce

Senkovec

St. Martin na Muri

Cakovec

CHAPTER



ANNEXES

Annex 1- Resources

LOR- Association for Local Sustainable Development

In the framework of the project Green Agenda in Croatia, an association called LOR (Association for Local Sustainable Development) was established. The aim of the association is to spread the experiences with Green Agendas in Croatia. Their members can be used as resource persons for the development of further Green Agendas in Croatia.

Contact persons for the LOR are: dr. Vladimir Lay, E-mail: vladimir.lay@pilar.hr, Mob: 098 393 243 and Snjezana Mihinica, snjezana.mihinica@zg.htnet.hr, Mob: 098 9210 533. The web page of LOR is www.zeleni-plan.org. In addition, you can also make use of the trainers and organisations we worked with in the frame of this project. Below you will find an overview of trainings and contact information.

Topic	Organisation	More Information
Public Participation <i>- workshop on what is public participation, why and when is it useful, how does it work in practice? How can participants use this in their work?</i>	SMART ZOE	Andreja Tonc (see ZOE) CCI - Centre for Civil Initiatives Park Ribnjak 1, 10 000 Zagreb Phone: + 385 1 481 95 16 Fax: + 385 1 492 07 95 E-mail: cci@zg.htnet.hr
Green Agenda & Aarhus Convention, public participation <i>- workshop on the framework of Green Agenda in Croatia, how can the provisions of the Aarhus Convention be used to create a legal frame for the Green Agenda? How can the Green Agenda process use the tools from the Aarhus Convention?</i>	ZOE, Andreja Tonc	EOS Jurisiceva 11, 10 000 Zagreb Phone: + 385 1 481 34 25 Fax: + 385 1 481 34 25 E-mail: roman.danko@zg.htnet.hr, eos@zg.htnet.hr
Project proposal writing <i>- How to develop a project idea? How to identify problems, causes, solutions, activities in a logical way and write it down in a proposal that will convince the donor you are targeting?</i>	SMART, ZOE, EOS	MAP Consultancy Vlaska 79c, 10 000 Zagreb Phone: + 385 1 463 33 30 Fax: + 385 1 463 33 31 E-mail: map@map.hr

Tema	Organizacija	Više informacija
<p>Corporate Social Responsibility <i>- what is the role of the business sector in society? Does it have a certain responsibility? If yes, what? How to include this sector in Green Agenda activities? How to create a win-win situation for them? What are experiences inside Croatia and abroad?</i></p>	MAP	<p>ODRAZ - Odrzivi razvoj zajednice Ljudevita Posavskog 2, 10 000 Zagreb Phone: + 385 1 46 55 203 Fax: + 385 1 46 55 200 E-mail: odraz@zg.htnet.hr</p>
<p>Strategic Planning <i>- How to define and agree upon your strategy and put it in words that are clear, understandable, and workable?</i></p>	CCI, EOS, Odras	<p>SMART - Association for Civil Society Blaza Polica 2, 51 000 Rijeka Phone: +385 51 332 750 Fax: + 385 51 320 792 E-mail: smart@smart.hr</p>
<p>LEADER method for rural development</p>	ZOE	<p>ZOE - Centre for Sustainable Development of Rural Communities & Andreja Tonc Domagojeva 14, 10 000 Zagreb Phone: + 385 1 23 38 733 Fax: + 385 1 23 08 416 E-mail: zoe@zoe-centar.hr, andreja.tonc@zg.htnet.hr</p>
<p>Preparation of the transparent system for distribution of public funds and tenders</p>	Odras	

Annex 2 - Report from the first meeting with the stakeholders in two municipalities in Istria

This Report was prepared by Milan Ristic, trainer and facilitator who assisted Green Istria in implementation of the first meeting in municipalities Liznjan and Medulin.

A) LIZNJAN MUNICIPALITY

What are the best ecological values in your community (which you would like to keep preserved)?	Which elements (activities, behaviours) are bringing into danger those recognised values?
1. Sea and coast	
<ul style="list-style-type: none"> - Sea - posidonija - clean sea - Meadow of sea flowers - Posidonia - Fishing - Clean sea - Bee eater (bird) - Coastal zone - Nature and unpolluted coast - Marlera - Budava - Coastal zone (islands, clean sea) 	<ul style="list-style-type: none"> - Fish rearing in Budava - cause sea polluting - Anchoring in posidonija - Marina building by shooting earth in the sea - Trawling to near the coast - Oil drain in the sea and in the land - Excessively fishing - Wild tourism - Illegal house building - To intensive tourist development - Uncontrolled shooting of sweepings on Marlera and near the stone-pit
2. Forest and minerals	
<ul style="list-style-type: none"> - Forests - Pine-wood - Coniferous forest and Mediterranean "black oak" - the most remarkable example in Mediterranean - Pine-wood on the former Czech's camp - Minerals 	<ul style="list-style-type: none"> - Stone-pit - Illegal garbage deposits - Unsolved problem of deposing building construction garbage - Non controlled exploitation of nature and environment - Footpaths

3. Cultural heritage	
<ul style="list-style-type: none"> - Archaeological location St. Stipan - Istrian cow (there is a farm for breeding that specific sort) - Vizace nezakcium - archaeological location on the edge of district - in Valtura - Living space - from village (house) to the nature 	<ul style="list-style-type: none"> - Waste-heaps located on the way to Vizace - Carelessness for cultural monuments - Unordered village environment - Not ordered local disco club's working hours
4. Soil protection - drinking water	
<ul style="list-style-type: none"> - Agricultural soil - Drinking water - Rich soil - Health soil 	<ul style="list-style-type: none"> - To intensive use of pesticides and herbicides - Worn-out water supply system and lack of sewage system - Wild garbage deposits - Not build sewage system - Wild waste dumps - Nearness of military airport - pollution from supersonic jet plains after their low fly over - Black holes - Fertilising - Unreasonable spending of water - No solved problem of depositing building construction trash - Uncontrolled throwing away and burning pneumatics, fridges, TV sets, etc. - Not built infrastructure - septic cavity
5. General causes - related on all values	
	<ul style="list-style-type: none"> - People's indifference - Primitive - "ad hoc" legislature with whole reflections of bad implementation - Inefficient Ministry of environment - Human's behaviour - Greediness, ignorance and primitivism - Disrespect and bad implementation of laws and regulations (or no implementation)

Meeting also resulted with the establishment of four working groups:

- 1) SEA AND COAST
- 2) FORESTS AND MINERALS
- 3) CULTURAL HERITAGE
- 4) SOIL PROTECTION - DRINKING WATER

MEDULIN MUNICIPALITY

What are the best ecological values in your community (which you would like to keep preserved)?	Which elements (activities, behaviours) are bringing into danger those recognised values?
1. Sea and under sea	
<ul style="list-style-type: none"> - Clean sea - Sea rich with flora and fauna - Undersea - Unpolluted coast zone 	<ul style="list-style-type: none"> - Drop out from sewage system in the sea - Uncontrolled fishing - Mass tourism - 18 direct sewage system pipes - destroyed under water - before we had fishes and shells
2. Forests	
<ul style="list-style-type: none"> - Pine woods - Forests - Healthy forests 	<ul style="list-style-type: none"> - Cutting seaside's evergreen forests - There are no re-forestations and new planting of decorative trees and shrubs (vegetation)
3. Cultural heritage	
<ul style="list-style-type: none"> - Roman monuments on the ground and under the sea 	<ul style="list-style-type: none"> - Summer entertainment on very low level - "Balkanisation" of highest level
4. Drinking water	
<ul style="list-style-type: none"> - Drinking water 	<ul style="list-style-type: none"> - Not build sewage system - Not built infrastructure - septic cavity - Water pollution - Lack of eco culture and awareness

5. Landscape	
<ul style="list-style-type: none"> - Clean environment - Puddles - Medulin's puddle - Kamenjak - Environment what we use without frontiers - Vizula - Macchia system - Kastijum 	<ul style="list-style-type: none"> - Destroying of Cintinera - Illegal house building - Big number of wild waste deposits - To intensive water draw from Medulin's puddle - Mass tourism - Wild and uncontrolled house building - Building without the plan (so called "Development" - for whom?) - Enormous apartment urbanisation - All kind of so called economic lobbies to whom profit is only value
6. Flora i fauna	
<ul style="list-style-type: none"> - All flora and fauna we have 	
7. Clean air	
<ul style="list-style-type: none"> - Clean air 	

Meeting in Medulin also resulted with the establishment of the following working groups:

- 1) SEA AND UNDER WATER
- 2) FORESTS
- 3) CULTURAL HERITAGE
- 4) LANDSCAPE

C) ABOUT THE MEETING

The First stakeholder's meeting in Litznjan gathered 23 persons (52 persons were invited by mail and telephone). After the general introduction about "Zelena Istra" and the project, made by project coordinator Latinka Janjanin, the purpose, expectations and process were explained to the audience.

In the discussion part, participants were working on two questions - What are the best ecological values in your community, which you would like to preserve? and What elements (activities, behaviours) are threatening recognised values? Participants were truly interested for the listed values therefore forming working groups, group members and their leaders was easier than expected. For practical reasons, primary 7 working groups were narrowed down to four.

Participants were very positive about the project and GA process as a whole. That was probably Green Istria reputation among the participants and attendant's personal motivation to improve something in their community. That's good pre-assumption for further project development. Before the end, dates of 1st group meeting very precisely decided (very soon - just a few days after this meeting) so that the whole project stays intense and serious.

At the end of the meeting, all participants expressed their interest to participate in one or maximum two day workshop on "Public participation in environmental decision making".

The meeting in Medulin was attended by 16 citizens (out from more than 100 invited by mail). The agenda was the same as the one for Litznjan, with some changes and improvements in presentation and process. Barbara Mikac, project coordinator, made introduction and opened discussion with participants on the proposed questions. Due to already gained experience the whole process went smoother and faster than at the previous meeting.



Both groups show high dedication to the project and high interest to improve their ecological environmental values with special accent on their involvement, which will result with “Green agenda for Istria”.

D) SUCCESSES AND PROBLEMS

Good atmosphere, participant’s motivation and their serious approach to the problems were important success factors. Also, after workshop non-formal discussions, questions and conversations, showed high level of interest among the participants, their will to inform and involve the others who were not present.

On both meetings there were not serious problems. Only, in some moments at the first meeting in Liznjan some of the participants show sensitiveness for the problems but not enough optimism to take the action for solving them.

Annex 3 - Success Factors

Reviews of SEAN results and processes have given insight in the factors determining successful application. The following guidelines differentiate between pre-conditions (which normally cannot be influenced by the agencies involved) and success factors (which can be influenced). Also a distinction is made between three planning phases: (1) preparation, (2) implementation and (3) follow-up.

Preparation

Critical factors that cannot be directly influenced (conditions)

1. **The right moment in a decision-making process.** This refers to the necessary linkage to an existing policy formulation process or planning cycle. For instance, a good moment can be when a new mayor has been elected, a new sector policy is formulated, a new strategy is developed or an existing one is reformulated or adjusted, etc. A bad moment is just before an election period.
2. **An enabling legal/institutional/political setting.** This refers to the following conditions:
 - A decentralisation act is accepted, with democratic procedures for elections and a mandate for local government to develop their own (strategic) plans
 - Local government with own financial means, from central government and through local taxes, to fund at least part of the plans with own funds
 - Devolution of line ministries, so that sector agencies are accountable to local government.
3. **Participation accepted as a principle.** There should be recognition of the need for participation in planning processes. In addition, it will be helpful if criteria of good governance are met, including respect of human rights (free press, gender equity, etc.).

Critical factors that can be influenced

4. **Local ownership.** There should be a clear demand from a national/local person or organisation (the 'owner') who is legitimate and accountable. The owner should be willing to coordinate the process and ensure follow-up.
5. **Willingness among key stakeholders and actors to participate.** Stakeholders and key actors should feel that collaboration and participation could improve their situation. It is important that influential private sector and policy makers are also involved. A steering committee may represent higher policy levels and sectoral agencies.
6. **Integration of planning tools in existing ones.** The proposed tools and methods should not be applied parallel to other planning processes and methods, but be integrated in existing ones.
7. **Expected results clearly defined.** It should be clear what the planning process would generate. This involves process-related outputs and concrete product/s. The structure (e.g. table of contents) of the resulting plan must be agreed upon. Providing examples of other applications can be helpful.
8. **Presence of technical support, sufficient funding and time.** Funds are required for workshops, studies, reporting, technical backstopping etc. Funding of participation (per diems) must be limited. The investment of local resources (time or funds) stimulates local ownership, and is an indicator for real commitment. The time required for a good planning process is at least 4 months.
9. **Presence of a skilled facilitator.** Necessary skills are: communication and conflict resolution, knowledge of planning processes, acceptable to all parties, knowledge of cultural specificities of the location, good networking capacities, knowledge of the local language. Another important skill is the ability to adjust the framework to the local context, and not use it in a rigid way.
10. **A minimum of environmental awareness and sense of urgency to address environmental issues.** The following factors can help generate such awareness:
 - Environmental education and information supply (e.g. by donors)
 - Pressure from donors or national agencies to comply with laws, standards, or treaties

- Natural catastrophes (e.g. floods following a hurricane if forests have been cleared)
- Health impacts from poor environmental management (e.g. excessive use of pesticides)
- A strong dependency of livelihoods on natural resources (e.g. communities in remote areas)
- Opportunities from better environmental management (e.g. incomes from organic products).

Implementation

Critical factors that cannot be directly influenced (conditions)

11. **Participation by different political parties and interest groups.** This is to avoid that the resulting plan will be disregarded if the political system changes, e.g. after elections. Unfortunately, existing political tensions are usually reflected in who participates and who doesn't.

Critical factors that can be influenced

12. **Owner of the process showing leadership and political commitment.** The owner of the process should play his/her role in coordinating the process, be engaged, committed and motivated.
13. **Implementation coordinated by a multi-disciplinary team.** This is critical to success, given the multi-sectoral and multi-disciplinary nature of environmental problems. Members of the multi-disciplinary team should be able to understand each other, speak a common language. Expertise on strategic planning is also welcomed. Communication skills are relevant.
14. **Key actors remain involved.** Key actors having agreed to participate often do not turn up, apparently they have more to loose. They must be 'kept on-board' by information supply and lobby work.

15. **Ensure genuine interaction.** To have genuine interaction there is a need for workshops at different levels, working in thematic groups, feedback mechanisms, public hearings, transparency, etc.). A communication strategy is useful.
16. **Develop an agreed upon vision, strategy and early actions.** These are essential components of a concrete outcome. Consensus may be the norm but difficult to achieve. Promising actions are linked to opportunities, they are 'leverage points' for change. Operational plans can be worked out later.
17. **Efficient time management.** The planning process should not take too much time before concrete actions are identified and undertaken. The process should not take longer than necessary if problems and opportunities are clear.
18. **Conflict identification and resolution.** There should be willingness to mention and openly discuss conflicts. Solving conflicts can strengthen commitment among participants.
19. **Have events that trigger the emotions.** Examples are cultural events, celebrations, parties, informal meetings etc. During these events the planning process can be mentioned or highlighted, or (preliminary) results be presented. Linkages should be made to existing cultural events.

Follow-up

Critical factors that cannot be directly influenced (conditions)

20. **Accepted local management responsibility.** Private sector, donors or higher level agencies can frustrate ownership by influencing local institutions through political pressure or financial resources. This refers to the position of the owner within the political 'power field', which will be difficult to influence.

Critical factors that can be influenced

21. **Well-defined responsibilities for follow-up activities.** Working out clear tasks and responsibilities for implementing the plan is critical. This refers to the actors and institutions (to be) involved. These can be an environmental committee, a commission, a platform, etc.

22. **Coordinating structure is institutionalised.** It is important to institutionalise the coordinating structure. Ideally, this involves a legal rooting. The coordinating structure should be accepted/respected by all major actors/institutions involved.
23. **Continuity of support.** External support (technical, financial, human) should not be stopped once the planning process has been finalised. Support structures should remain in place during implementation.
24. **Existence of strategic alliances.** Strategic alliances, with well-defined tasks and responsibilities are important to bring about change. Alliances between public and private sector are most useful. These can have the form of co-management arrangements.
25. **Early successes are reached and celebrated.** Celebrating early successes is important to generate a sense of commitment, and trigger the emotions.
26. **Implementation of monitoring and learning systems.** This is necessary to keep track of the continuous process of change in conformity to the developed strategy. There is room for open exchange of information on the monitoring results.
27. **Communication of the vision and results.** This might require an external communication and promotion strategy to inform a larger public.
28. **Updating of the strategic plan.** Once in a few years (3-5 years) the plan needs to be updated. Updating should also make use of monitoring results.
29. **Have sustained financial resources for follow-up.** Ideally, there is initial agreement to fund (part of) the resulting plan. In most cases additional funding should be acquired. This requires early communication with potentials funding agencies.

Elements of a Good Green Agenda

1. It describes the current situation: environmental values, trends, expectations, causing factors, opportunities, actors and institutions involved
2. It describes a vision: a powerful image of a desirable future situation that gives direction and motivation
3. It gives strategic orientations: paths to bridge the gap between the current situation and the desirable future characterised by targets, actions based on opportunities and indicators. A strategic orientation can be set in action any time.

4. It gives some actions that can generate early successes, in line with the strategic orientations, and mainly based on existing opportunities
5. It gives process principles to be respected during application of the strategy, possibly also some bottom-line standards
6. It mentions institutional requirements to realise the strategy, by the implementing organisation/s. This includes a good monitoring plan and learning mechanism.

Elements of a Good Process to Develop a Green Agenda

1. Integration into existing planning process/es, strengthening these, avoiding parallel processes and ensures continuity.
2. Clearly define and agree on the general purpose, the scope and the context of the Green Agenda process
3. Ensure clear ownership based on a motivated local demand
4. Stimulate local funding or co-funding arrangements
5. Involve multiple sectors and disciplines from different levels
6. Ensure equitable participation, including affected communities and sectors
7. Improve access to and efficient use of different information sources
8. Adopt transparent and equitable working modalities
9. Make a communication plan to inform key actors and decision-makers

Annex 4 - Legal and Institutional Framework for Green Agenda Implementation in Croatia

The legal acts that are relevant for the regulation of Local Agenda 21 and Green Agenda Process in the Republic of Croatia today are as follows:

1. Constitution of the Republic of Croatia

The Constitution of the Republic of Croatia contains articles prescribing a legal and institutional framework that can be used for the Local Agenda 21 and Green Agenda process. For instance:

- Article 69. which prescribes:

Everyone shall have the right to a healthy life.

The State shall ensure conditions for a healthy environment.

Everyone shall be bound, within their powers and activities, to pay special attention to the protection of public health, nature and environment.

- Article 132. which prescribes:

Citizens shall be guaranteed the right to local and regional self-government.

The right to a local and regional self-government shall be realised 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.

Citizens may directly participate in administering local affairs, through meetings, referendums and other forms of direct decision-making, in conformity with law and statute.

- Article 133. which prescribes:

Municipalities and towns shall be units of local self-government and their areas shall be determined on the way prescribed by the law. Law may provide other units of local self-government.

Counties shall be units of regional self-government. The area of a county is determined on the way prescribed by the law.

The capital city of Zagreb may be attributed the status of a county by law. Larger cities in the Republic of Croatia may be given the authorities of a county by law.

Forms of local self-government may in conformity with law, be established in localities and parts thereof.

- Article 134. which prescribes:

Units of local self-government shall carry out the affairs of local jurisdiction by which the needs of citizens are directly fulfilled, and in particular the affairs related to the organisation of citizens and housing, area and urban planning, public utilities, child care, social welfare, primary health services, education and elementary schools, culture, physical education and sports, customer protection, protection and improvement of the environment, fire protection and civil defence.

Units of regional self-government shall carry out the affairs of regional significance and in particular the affairs related to education, health service, area and urban planning, economic development, traffic and traffic infrastructure and the development of network of educational, health, social and cultural institutions.

Law shall regulate affairs of local and regional jurisdiction. At the allotment of the affairs, priority shall be given to the bodies that are closest to the citizens.

At the determination of the local and regional self-government jurisdiction, the scope and nature of affairs and the requirements of efficiency and economy shall be taken into account.

- Article 135. which prescribes:

Units of local and regional self-government shall have the right, within the limits provided by law, to regulate autonomously by their statutes the internal organisation and jurisdiction of their bodies and accommodate them to the local needs and potentials.

- Article 136. which prescribes:

In performing the affairs within their jurisdiction, units of local and regional self-government shall be autonomous and subject only to the review of the constitutionality and legality by the authorised governmental bodies.

- Article 137. which prescribes:

Units of local and regional self-government shall have the right to their own revenues and have them on their free disposal in performing affairs within their jurisdiction.

Revenues of local and regional units of self-government shall be proportional to their authorities provided by the Constitution and law.

The State shall assist financially weaker units of local and regional self-government in conformity with law.

2. Environmental Agreements

Article 140. of the Constitution of the Republic of Croatia prescribes that international agreements concluded and confirmed in line with the Constitution and announced constitute a part of the internal legal order of the country and they are above the law by their legal force. This means that they do not have to be expressly transferred into national laws through a parliamentary procedure, they are considered to form integral part of the national legal system as soon as they have been ratified and publicly announced.

In the area of environmental protection Croatia ratified almost all relevant multilateral and bilateral environmental agreements (see ... for an overview). The only relevant Convention that has not been ratified yet is the Aarhus Convention. The Ministry of Environmental Protection, Physical Planning and Construction of the Republic of Croatia that is in charge for the implementation of the Aarhus Convention did not inform the public yet about a planned moment of ratification.

In spite of this the early implementation of the Aarhus Convention is an ongoing process in Croatia. This process consists of education of the public, government and self-government bodies' representatives on how to implement the public participation regulations of the Aarhus Convention.

It is necessary to clarify how to implement Article 7. of the Aarhus Convention (public participation concerning plans, programmes and policies relating to the environment) which prescribes:

Each party shall make appropriate provisions for the public to participate during the preparation of plans and programmes relating to the environment, within a transparent and fair framework, having provided the necessary information to the public.

- Law on Local and Regional Self-Government

The Law prescribes Local and Regional Self-Government Units, their scope and structure, procedures of the working of their bodies, supervision of their bodies' acts and work as well as other matters related to their work.

Article 19. of this Law prescribes the involvement of local self-government units in decision-making procedures regarding the requirements and interests of the citizens of local importance. Among these are: arrangement of human settlements and habitation, urban and space planning, municipal activities as well as protection and improvement of the environment.

- Law on Environmental Protection

The Law generally prescribes the protection of the environment. The regulations relevant for Local Agenda 21 and Green Agenda Process are as follows:

- Article 1. which prescribes:

Environmental protection ensures integrated preservation of environmental quality, protection of natural communities, rational use of natural resources and energy in the environmentally soundest manner, as basic conditions for a healthy and sustainable development.

- Article 6. which prescribes:

Efficiency of environmental protection in the State is ensured by the Croatian Parliament and by the Croatian Government as well as by representative and exec-

utive authorities in units of local and regional self-government by means of passing the Environmental Protection Strategy, environmental protection programmes and other environmental protection documents.

Professional performance of environmental activities and implementation of environmental measures are ensured by the governmental authorities and authorities in units of local and regional self-government with environmental competencies and by legal persons registered for performing professional associations and other non-governmental environmental organisations contribute to the achievement of environmental goals and to the implementation of efficient environmental protection.

- Article 7. which prescribes:

A unit of local self-government regulates, organises, finances and promotes environmental activities of local importance.

Environmental activities of units of local self-government include the following:

- providing conditions for the implementation of environmental protection programmes;
- preparation and performance of restoration activities within their respective competencies;
- insurance of environmental state monitoring and of emission measurement within their respective competencies;
- providing conditions for maintaining the Environmental Pollution Cadastre and records on environmental state, environmental protection measures and the manner of public information;
- implementation of other measures in compliance with the present Law and a special regulation.

- Article 17. which prescribes:

Citizens have the right to timely information on environmental pollution, on the measures undertaken and on the related free access to environmental data, in accordance with the present law and other regulations.

During institutional solving of environmental protection issues, the governmental authorities and the authorities in units of local self-government shall ensure participation of the interested parties, in compliance with the present law and other regulations.

- Article 18. which prescribes:

The Environmental Protection Strategy determines and directs long-term environmental management goals, in compliance with the overall economic, social and cultural development in the State territory.

The Environmental Protection Strategy as referred to in paragraph 1. of the present article contains the basis for directing and coordinating economic, technological, scientific, educational, organisational and other measures as well as the measures for implementing international commitments with a view to achieving environmental objectives.

- Article 19. which prescribes:

An environmental protection programme for the area of a given county, contains the totality of basic environmental goals, conditions and criteria, priority environmental measures per respective parts and physical wholes and elaborates environmental principles and guidelines contained in the Environmental Protection Strategy.

The environmental protection programme for a county has to be coordinated with the Environmental Protection Strategy, whereas the environmental protection programme for a town or municipality or their narrower area, has to be coordinated with the given environmental protection programme for a county.

- Article 21. which prescribes:

The environmental protection programme as referred to in article 19. of this law determines environmental protection measures in compliance with local and regional peculiarities and features and in compliance with the Environmental Strategy starting points.

- Article 48. which prescribes:

The unit of local self-government ensures participation and solidarity in solving local and regional issues.

- Law on Nature Protection

This new Law prescribes the public participation in the nature protection matters according to the Aarhus Convention principles.

- The Article 239. of the Law on Nature Protection prescribes:

During the creation of legislation prescribing announcement of nature protected values, urban planning documents, management plans for protected areas, usage plans of nature goods as well as generally applied and legally obligated regulations and documents in the area of nature protection, the public participation has to be ensured.

During the procedure described in the paragraph 1. of this article the public has to be informed through the public announcement or individually about act or activity that can impact environment.

- The Article 241. of this Law prescribes:

With the purpose of nature protection the associations can:

- request to the bodies in charge for the environment or other authorised legal persons to undertake measures for the protection of nature which belong in their scope;
- start up with procedures before the administrative bodies and courts if the nature values are damaged, endangered or if their significance is reduced on the other way.

The other national laws prescribing environmental protection (Law on Waste, Law on Physical Planning) do not contain regulations closely linked to the Local Agenda 21 and Green Agenda Process.

Annex 5 - Environmental agreements ratified by the Republic of Croatia

2.A. GLOBAL:

Name of the EA	Applicable region	Law on ratification/ Notification of Succession	Date upon which the MEA entered into force with respect to the Republic of Croatia
Convention on Wetlands of International Importance especially as Waterfowl Habitat (Ramsar)	Global	Notification of Succession (NN No. 12/93 - International Treaties)	8 October 1991
Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)	Global	Law on Ratification of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (NN No. 12/99 - International Treaties)	12 June 2000
Convention on the Conservation of Migratory Species of Wild Animals (CMS)	Global	Law on Ratification of the Convention of Migratory Species of Wild Animals (NN No. 6/00 - International Treaties)	1 October 2000
Vienna Convention for the Protection of Ozone Layer and Montreal Protocol on Substances that Deplete Ozone Layer	Global	Notification of Succession (NN No. 12/93 - International Treaties)	8 October 1991
Convention on the Transboundary Movements of Hazardous Wastes and their Disposal (Basel)	Globalno	Law on Ratification of the Convention on the Transboundary Movements of Hazardous Wastes and their Disposal (NN No. 3/94 - International Treaties)	9 May 2000

United Nations Framework convention on Climate Change (UNFCCC)	Global	Law on Ratification of the United Nations Framework convention on Climate Change (NN No. 2/96 - International Treaties)	7 April 1996
Convention on Biological Diversity (CBD)	Global	Law on Ratification of the Convention on Biological Diversity (NN No.- 1/6/96)	7 October 1996
United Nations Convention to Combat desertification in those Countries Experiencing Serious Drought and/or Desertification Particularly in Africa (CCD)	Global	Law on Ratification of the Convention to Combat desertification in those Countries Experiencing Serious Drought and/or Desertification Particularly in Africa (NN No.11/00 - International Treaties)	4 January 2001
Protocol on Biosafety to the Convention on Biological Diversity (Cartagena Protocol)	Global	Law on Ratification of the Protocol on Biosafety to the Convention on Biological Diversity (NN No. 7/02)	30 January 2002

2.B. REGIONAL AND SUB-REGIONAL

Name of the EA	Applicable region	Law on ratification/ Notification of Succession	Date upon which the MEA entered into force with respect to the Republic of Croatia
Convention on Cooperation for the Protection and Sustainable Use of the Danube River	Sub-regional (Danube basin)	Law on Ratification of the Convention on Cooperation for the Protection and Sustainable Use of the Danube River (NN No. 2/96)	5 February 1996
Convention for the Protection of the Marine Environment and the Coastal Region of the Mediterranean	Sub-regional (Mediterranean basin)	Notification of Succession (NN No. 12/93 - International Treaties)	8 October 1991
Convention on Long-Range Transboundary Air Pollution (LRTAP)	Regional (UNECE)	Notification of Succession (NN No. 12/93 - International Treaties)	8 October 1991
Convention on the Conservation of European Wildlife and Natural Habitats	Regional	Law on Ratification of the Convention on the Conservation of European Wildlife and Natural Habitats (NN No. 6/00 - International Treaties)	3 July 2000
Convention on Environmental Impact Assessment in a Transboundary Context (Espoo)	Regional (UNECE)	Law on Ratification of the Convention on Environmental Impact Assessment in a Transboundary Context (NN No. 1/6/96 - International Treaties)	8 July 1996

Convention on the Protection and Use of Transboundary Watercourses and International Lakes	Regional (UNECE)	Law on Ratification of the Convention on the Protection and Use of Transboundary Watercourses and International Lakes (NN No. 4/96 - International Treaties)	27 March 1996
Convention on the Transboundary Effects of Industrial Accidents	Regional (UNECE)	Law on Ratification of the Convention on the Transboundary Effects of Industrial Accidents (NN No. 7/99 - International Treaties)	19 April 2000

Annex 6 - Recommended reading

Laginja Ivana, 2001., *Putokaz za djelotvoran rad lokalne zajednice*, ODRAZ, Zagreb

Laginja Ivana, Pavić-Rogošić Lidija 2002., *NVO PRIRUČNIK - Kuharica za udruge*, ODRAZ, Zagreb

Borchgrave Catherine, Cañavate Rosario, Chardon Edith, Champetier Yves, Durieux Eveline, François Martine, Janot Jean-Luc, Charlier Christine, 2004., *Leader, Od inicijative do metode, Vodič za poduku o Leader-ovu pristupu*, ZOE, Zagreb

Pavić-Rogošić Lidija, 2004., *Naša zajednica naša odgovornost, Priručnik za uspješno organiziranje lokalne zajednice*, ODRAZ, Zagreb

Kaselj Branka, Šehić-Relić Lejla, Fridirih Darija, Lauc Boris, Bajok Igor, Kolonić Sandra, Milovanović Sandra, Roviš Darko, Vranković Mario, Ivelja Nives, Bežovan Gojko, 2004., *Mogućnosti razvoja zaklada lokalnih zajednica u Hrvatskoj*, ODRAZ, Zagreb

Tonč Andreja, Sarvan Desa, 2005., *Sudjelovanje javnosti u donošenju odluka o zaštiti okoliša*, REC (Regionalni centar zaštite okoliša za Srednju i Istočnu Europu, Ured u Hrvatskoj), Zagreb

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