

**FINAL REPORT**

**TRAINING IN MUNICIPAL MANAGEMENT  
AND GOVERNANCE  
IN THE SLOVAK REPUBLIC  
1995-1999**

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# TABLE OF CONTENTS

<b>1</b>	<b>Introduction and Background .....</b>	<b>1</b>
1.1	Context and Goals of the USAID Country Strategy for Local Self-Governance .....	1
1.2	USAID Strategic Objectives and Intermediate Results.....	2
1.3	Organizational Structure and Staffing.....	2
1.3.1	On-Site Consultations .....	2
1.3.2	In-Service Training and Development of Materials.....	3
1.4	Program Modification, Expansion, and Challenges.....	4
1.4.1	Implementation Adjustments .....	4
1.4.2	Personnel Adjustments.....	4
<b>2</b>	<b>In-Service Training for Local Self-Governments.....</b>	<b>5</b>
2.1	Training Project Descriptions.....	5
2.1.1	Training of Trainers .....	5
2.1.2	Elected Leadership .....	6
2.1.3	Financial Management .....	7
2.1.4	General Management .....	8
2.1.5	Total Quality Maintenance.....	9
2.1.6	Planning for Community Development .....	10
2.1.7	Environmental Management .....	11
2.1.8	Effective and Professional Image of Self-Government (EPIS).....	12
2.1.9	Consulting Skills .....	13
2.2	Related Activities and Other Special Projects.....	14
2.2.1	Good Day Local Government (GDLG) .....	14
2.2.2	The Association of Towns and Villages (ZMOS).....	15
2.2.3	Citizen Participation.....	16
<b>3</b>	<b>Sustainability and Institutionalization Strategy.....</b>	<b>18</b>
3.1	Institution Building .....	18
3.2	Dissemination of Products .....	20
<b>4</b>	<b>Lessons Learned and Recommendations.....</b>	<b>20</b>

**Attachment A.** List of Publications

## **LIST OF ACRONYMS**

AKE	Slovak Association of Municipal Finance Officers
AMTD	Association for Management Training and Development
CRS	Local Government Development Center
CSFR	Czechoslovak Federal Republic
EL	Elected Leadership
ETP	Environmental Training Project
FM	Financial Management
FTSG	Foundation for Training in Self-Government
GDLG	Good Day Local Government
IPD	Institute for Personal Development
IR	Intermediate Result
LSGAC	Local Self-Government Assistance Center
NGO	Nongovernmental Organization
RTC	Regional Training Center
SO	Strategic Objective
SPWA	Slovak Public Works Association
TOT	Training of Trainers
TQMn	Total Quality Maintenance
UN	United Nations
UNCHS	United Nations Centre for Human Settlements
ZMOS	Association of Towns and Villages

## **ABSTRACT**

ICMA carried out the program entitled Training in Municipal Management and Governance in the Slovak Republic from fall 1995 to summer 1999 under USAID's Municipal Development and Management Program. The purpose of the program was to (1) enhance the governance skills of elected officials and (2) develop a comprehensive municipal in-service training capacity. The program consisted of an institutional development component and an in-service training component that featured eight training projects along with training of trainers.



# **TRAINING IN MUNICIPAL MANAGEMENT AND GOVERNANCE IN THE SLOVAK REPUBLIC**

## **1 INTRODUCTION AND BACKGROUND**

### **1.1 Context and Goals of the USAID Country Strategy for Local Self-Governance**

When the former Czechoslovak Federal Republic (CSFR) peacefully separated in 1993, the Slovak Republic inherited several important reforms initiated by the Czechoslovak parliament in the aftermath of the 1989 “Velvet Revolution.” The restoration of traditional powers and prerogatives to municipalities throughout the CSFR—including the right of local governments to own and sell property—was among the steps taken to devolve power and authority from the center. Title to all municipally owned property, previously nationalized under the communist regime, was returned to local governments. Municipalities also received title to a substantial stock of communal property built by the state during the same period. Another fiscally significant reform was the restructuring of the public revenue system. This brought about the direct transfer of certain tax revenues and allowed elected municipal officials to determine how these revenues would be spent.

At the same time, the national government retained a substantial policy and regulatory role through which it could promote, stall, or reverse the process of reform at any time. Indeed, the 1994 parliamentary elections in Slovakia led almost immediately to a recentralization scheme for some state enterprises deemed “strategically important”—with significant consequences for some local economies. In subsequent years, proposals that would have provided greater municipal control over rate setting and cost recovery for systems improvement and expansion of some public services, such as water and wastewater, were also modified. The State further denied local governments some of the revenue from the sale of municipal property.

Backed by Slovakia’s post-1989 constitutional and legislative framework, local officials had the legal authority to challenge any reversal of the reform process. Yet, at that time, Slovakia’s largest municipal association, the Association of Towns and Villages (ZMOS), was less than proactive in dealing with government proposals and actions that might adversely affect its membership. In the main, local government officials lacked not only technical skills and access to information, they also lacked the experience and confidence required to effectively advocate and participate in the national debate on behalf of their own interests.

USAID’s country strategy was to foster the decentralization of governmental authority and promote democratic pluralism. Independent municipalities, having sufficient human and financial resources needed to self-manage and govern, were central to this goal. To this end, USAID contracted with ICMA in 1995 to design and implement a comprehensive Municipal Management and Governance Program in Slovakia that would improve (1) the governance, technical, and managerial skills of elected and appointed officials and (2) the training and professional development capabilities of local institutions.

## **1.2 USAID Strategic Objectives and Intermediate Results**

The ICMA local government program responded to USAID Strategic Objective (SO) 2.3: “More Effective, Responsive and Accountable Local Governments.” Several Intermediate Results (IRs) provided the following performance benchmarks:

- Improved Capacity To Deliver Services and Manage Resources Effectively (IR 2.3.1)
- Improved Capability for Public Outreach and Citizen Involvement (IR 2.3.2)
- Strengthened Local Government Professional Associations and Training Institutions (IRs 2.3.1.1/2 A&B)
- Strengthened Representation of Local Government Interests (IR 2.3.3 A)
- Increased Decentralization and Rationalization of Authority and Resources (IR 2.3.3).

## **1.3 Organizational Structure and Staffing**

The ICMA program was originally funded to support level of effort for two expatriate resident advisors, short-term consultants, local staff, program activities, and other direct costs. Office space was to be shared with other contractors working on complementary components of USAID’s overall Local Self-Government Program.

In June 1996, USAID decided to create and fund the Local Self-Government Assistance Center (LSGAC) to facilitate coordination of activities and interaction among contractors. This amendment also directed ICMA to assume full operational costs of LSGAC. LSGAC served as the technical and operational hub for U.S. government assistance to Slovak municipalities until its doors closed in July 1999.

Initially, USAID funded ICMA to carry out two of six interrelated program components within its overall strategic framework for local governance. ICMA’s goals were to (1) enhance the governance skills of elected officials and (2) develop a comprehensive municipal in-service training capacity. During the first phase of the program, ICMA initiated these tasks through the following activities.

### **1.3.1 On-Site Consultations**

Because there are more than 2,800 municipalities in Slovakia, direct assistance to all municipalities was not possible. USAID had earlier determined that the new tools, skills, and mechanisms needed for open and responsive local governance could be tested through a series of technical consultations with elected officials in a small but representative sample of larger cities. On-site technical consultations served as an intermediate output and provided the opportunity to (1) assess the governance skills and needs of elected officials and (2) introduce new administrative, operational, financial, and policy systems and processes (“best practices”) to Slovak municipalities. These best practices were later incorporated into the ICMA program.

### **1.3.2 In-Service Training and Development of Materials**

The In-Service Training Program led to the following outputs:

- A client-centered assessment of training and development needs
- The design and/or adaptation of training materials that respond to prospective participant needs
- A corps of local trainers with demonstrated skills in various local government functions
- Experience in planning and implementing experiential learning events
- A training management capacity that provides effective, efficient delivery and evaluation of training services
- A strategy for developing new materials and training competencies in response to changing local government needs.

The following training projects were also initiated under the initial task order.

#### **Elected Leadership Training**

- The first training of trainers (TOT) cycle successfully introduced new methods in experiential training to 12 “lead” trainers who had previously participated in a British Know-How Fund program.
- Lead trainers conducted follow-up TOT workshops for 54 prospective local trainers (including 18 mayors).
- An 11-module series of Elected Leadership (EL) training manuals, originally published by the United Nations Centre for Human Settlements (UNCHS, or UN Habitat), was translated and adapted for use in Slovakia.
- The EL training project was field tested by the Foundation for Training in Self-Government (FTSG) network of Regional Training Centers (RTCs) throughout Slovakia.

#### **Total Quality Maintenance (TQMn)**

- In collaboration with the Slovak Association for Management Training and Development (AMTD) and the Romanian Foundation for Local Development and Public Service, a team-based systems approach to municipal infrastructure and operations was introduced under the Total Quality Maintenance (TQMn) Program.
- A five-module set of UN Habitat training manuals was adapted, translated, and field tested using the TQMn interactive team-based training methodology.
- Local trainers provided direct TQMn training to municipal teams in four pilot cities.

#### **Financial Management for Local Governments**

ICMA recruited and convened an advisory committee of U.S. and Slovak municipal finance experts to:

- Survey existing materials in municipal finance for possible replication or adaptation
- Identify relevant financial management (FM) topics and case studies for inclusion in the Slovakia FM training project
- Begin drafting technical training modules
- Develop a comprehensive plan and implementation schedule for training delivery.

## **1.4 Program Modification, Expansion, and Challenges**

### **1.4.1 Implementation Adjustments**

In 1997, USAID's SO 2.3 was the subject of an external evaluation that led to modification of the strategic framework for this SO. USAID revised its previous approach to the dissemination of "best practices" carried out by other contractors and decided that a larger number of municipalities could be reached more quickly if examples of "best practices" were incorporated as case studies into experiential training materials. This change placed greater emphasis on the in-service training component being carried out by ICMA. A follow-on task order constituted a significant redesign of the program to include training for elected officials and municipal staff in several additional functional areas of local governance. This led to:

- Expansion of the EL project to include training in effective community outreach and training to newly-elected officials after the 1998 municipal elections.
- Development of experiential training designs and materials to increase the technical skills of municipal staff in the areas of financial management, general management, and community development planning. Additional training in environmental management was later approved by USAID.
- Direct assistance through a variety of institutional support mechanisms to local government training organizations and professional associations to ensure a sustainable training capacity.

### **1.4.2 Personnel Adjustments**

USAID initially anticipated the transformation of LSGAC from its USAID-funded umbrella status to a fully functional and independent Slovak nongovernmental organization (NGO) by the time Dr. Fisher completed his long-term assignment in June 1998. The arrival in Slovakia of a new long-term advisor, several months before Dr. Fisher left Slovakia, coincided with USAID's subsequent decision not to transition LSGAC. At the same time, the ICMA program itself was undergoing a rapid and complex transition—one that would soon involve multiple local partner organizations and a growing professional staff at LSGAC. USAID and ICMA concurred that this expansion required the presence of a resident advisor/chief of party to provide ongoing program and management oversight of the contract during its final 18 months.

The LSGAC local staff team played a vital and prominent role in implementing the ICMA program in Slovakia. By June 1999, LSGAC was staffed by six local government, training, and management professionals and two administrative/program assistants. All professional staff personnel had been trained as trainers, and each was responsible for coordinating a broad port-

folio of training and other institutional support programs. The professional development of the LSGAC team is, in itself, a significant capacity-building accomplishment for USAID and ICMA.

## **2 IN-SERVICE TRAINING FOR LOCAL SELF-GOVERNMENTS**

The revival of local self-governance in Slovakia—in the democratic and modern sense of the term—required elected and appointed municipal officials to acquire a broad range of new skills and knowledge. One constraint to building a long-term institutional training capacity was the weakened position of Slovakia’s university system due in part to a lack of resources and to faculty appointments that had long been based on political affiliation and patronage, rather than on merit and qualifications. This inhibited the ability of the universities to serve as anchors in the professional development and training arena. Early assessments by USAID and ICMA also revealed that sustainable improvements in managerial practices, effective delivery of critical public services, and responsiveness to the needs of citizens would remain hampered without the assistance of skilled local government trainers, experiential learning materials, and a coordinated and integrated in-service training delivery system.

ICMA’s training philosophy in Slovakia was based on three interrelated assumptions: (1) people can learn much from their peers; (2) people learn best from practical examples in an interactive and voluntary environment; and (3) foreign expertise need not be transferred solely by foreign experts.

The overall in-service training program included eight separate training projects, a comprehensive TOT capacity-building component tailored to each project, and 52 user-friendly manuals spanning the spectrum of functions of local government elected officials and staff. (Attachment A contains a complete list of titles and authors.) Further, all manuals written and adapted for use in training workshops were subject to an extensive peer review process by Slovak local government experts and training professionals. ICMA relied heavily throughout the program on local advisory committees convened specifically for this purpose. This process, while extremely labor intensive, was essential to ensuring that the training projects were directly relevant to Slovak conditions and therefore sustainable.

Each of the training projects described below responded directly to USAID’s Strategic Objective of “More Efficient, Responsive and Accountable Local Government” and related Intermediate Results.

### **2.1 Training Project Descriptions**

#### **2.1.1 Training of Trainers**

*Implementation Timeframe:* December 1996 – April 1999

*Overview:* The TOT project was designed to build and sustain local capacity to develop, implement, and evaluate local government training programs. The project addressed the need for skilled local trainers in eight functional areas of local governance: elected leadership devel-

opment, financial management, physical planning, line operations and management, general management, citizen participation, environmental management, and media and communications. The TOT workshops (1) built a corps of qualified trainers drawn primarily from the ranks of local governments; (2) introduced future local government trainers to experiential training processes; and (3) strengthened the technical knowledge and expertise of local government trainers.

**Target Group:** Local elected officials, city managers, municipal finance officers, other municipal staff, local management and training specialists.

**Products:**

- Manual for Training Needs Assessment in Human Settlements Organization: A Systematic Approach to Assessing Training Needs
- Designing Human Settlements Training in European Countries, Volume 1: Case Study
- Designing Human Settlements Training in European Countries, Volume 2: Training Tools
- Training Impact Evaluation.
- So Now You Are a Trainer.

**Results:**

- At the conclusion of each training year, 188 local trainers were recognized and certified during three “graduation” ceremonies sponsored by USAID, ICMA/LSGAC, and local partner institutions.
- A majority of trainers received more than four weeks of classroom preparation and several weeks of on-the-job training as apprentice trainers, mentored by a growing number of fully qualified trainers.
- TOT participants acquired skills in experiential training processes and technical content in the following subject areas: TOT (24 participants), Elected Leadership (48), Financial Management (22), General Management (16), TQMn (12), Community Development Planning (10), Citizen Participation (13), Communication and Media (16), Consulting Skills (18), and Environmental Management (9).

USAID IRs addressed by the TOT project:

- Improved Capacity To Deliver Services and Manage Resources Effectively (IR 2.3.1)
- Strengthened Local Government Professional Associations and Training Institutions (IRs 2.3.1.1/2 A&B).

### **2.1.2 Elected Leadership**

**Implementation Timeframe:** December 1996–June 1999

**Overview:** The EL training series improves the governance skills of elected municipal officials so that they may better serve the public in a more transparent, accountable, and efficient manner. The series consists of 11 role-specific modules, each addressing a particular “hat” that an elected local government official must wear if s/he is to become a more effective leader within the context of a democratic and open society. Three additional trainer’s guides and supporting manuals round out the elected leadership curriculum. The EL manuals were previously developed under

the auspices of UN Habitat and were translated and adapted by FTSG in cooperation with ICMA for use in Slovakia. Training was delivered in all regions of Slovakia by the FTSG network of RTCs.

**Target Group:** Local elected officials (mayors, city councilors) and municipal staff (city managers, department heads, administrative staff).

**Products:**

- Training Manuals (11): The Councillor as .... Policy-maker, Decision-maker, Communicator, Facilitator, Enabler, Negotiator, Communicator, Financier, Overseer, Power Broker, Institution-Builder, and Leader.
- Trainer's Guides (3): Perspectives on Training Elected Leaders, Trainers Guide for Training of Elected Officials, and Application Handbook.

**Results:** There were 4,706 participants from 600 municipalities in the training workshops, of which 400 were certified for completing all 11 modules.

Participants acquired skills in:

- Effective communication
- Decision making and problem solving
- Organizational development and evaluation
- Negotiation
- Creation of an operational environment in which others excel
- Creation of an integrated financial information system
- The effective use of power as an agent of change
- Performance monitoring and measurement
- Development of objectives and mission statements
- Exercising of leadership to advance community goals.

USAID IRs addressed by the EL project:

- Improved Capacity To Deliver Services and Manage Resources Effectively (IR 2.3.1)
- Improved Capability for Public Outreach and Citizen Involvement (IR 2.3.2).

### **2.1.3 Financial Management**

**Implementation Timeframe:** Development of Training Manuals (April 1996–December 1999)  
Pilot Training (January–June 1999)

**Overview:** The Financial Management (FM) training project strengthened the capacity of local governments to manage the financial resources of their communities. Fifteen training manuals, each covering a specific functional area of local government finance, were written by a team of U.S. municipal finance experts. Extensive input from Slovak finance officers who voluntarily served as peer reviewers ensured that the technical content was relevant to the transitional economic and legal framework of Slovakia. The drafting and editorial stage represented an impressive cross-Atlantic collaboration of municipal finance experts seeking to develop useful

materials for a highly technical field. The U.S. experts contributed the well-developed theory and practice of U.S. cities, while their Slovak counterparts provided practical advice as to how this theory and practice could best be applied in Slovakia. Each topic was carefully selected and then clustered into five categories: financial policy, financial operating tools, management tools, budget management and long-term investment tools. Technical training was managed by the Slovak Association of Municipal Finance Officers (AKE) and delivered on a pilot basis in five regions of Slovakia.

**Target Group:** Municipal finance officers (primary target group) and city managers, elected officials, and other department heads (secondary target groups).

**Products:** 15 training manuals: Introduction; Accounting as a Management Tool; Financial Policy Making; Financial Planning; Operating Budget; Capital Programming; Debt Management; Cash Management; Revenue Maximization; Cost Containment; Public Procurement; Performance Measurement; Cost Management; Citizen Participation; and Grant Management.

**Results:** Eighty participants completed the entire 15-module series.

Participants acquired skills in:

- Revenue generation
- Budgeting
- Expenditure control
- Assets management
- Financial analysis and forecasting
- Performance measurement
- Citizen participation in the decision-making process.

USAID IRs addressed by the FM project:

- Improved Capacity To Deliver Services and Manage Resources Effectively (IR 2.3.1)
- Improved Capability for Public Outreach and Citizen Involvement (IR 2.3.2).

#### **2.1.4 General Management**

**Implementation Timeframe:** September 1997–June 1999

**Overview:** The General Management training project also had its roots in an earlier UN Habitat manual, “Guide for Managing Change for Urban Managers and Trainers” (1991). A principal objective of this training project was to professionalize city management and other departmental functions in municipalities across Slovakia. The project introduced contemporary management theory and practice through interactive workshops and six user-friendly manuals. Training workshops were designed to help public managers gain managerial expertise, skills, and tools to increase the effectiveness, responsiveness, and accountability of local governments in the delivery of public services.

In the start-up phase, ICMA conducted a training needs analysis with the cooperation of the Slovak City Managers Association, relevant Ministry of Interior officials, professional trainers,

and other local management experts. The results of this assessment determined the specific approach and topics that the manuals would cover and that the training workshops would present. The manuals include concepts, strategies, and learning exercises to enable trainers and participants to apply innovative techniques on the job.

**Target Group:** Senior elected and appointed officials (mayors, deputy mayors, city managers, finance officers, other municipal department directors).

**Products:**

- The Evolving Roles and Responsibilities of the Local Government Manager
- The Manager and Organizational Culture
- The Manager as Organization Change Agent
- The Manager as a Visionary Strategist
- The Manager as Staff Developer
- The Manager: Empowering Self, Organization and Community.

**Results:** Marketing Workshops and Pilot Workshops: 75 participants  
Training Workshops: 285 participants (from five regions)

Participants acquired skills in:

- Identifying attitudes and applying new roles and responsibilities of the public manager
- Defining and creating new standards of corporate culture
- Assessing needs, problems, and opportunities for change within an organization
- Creating an organizational vision
- Developing a strategic plan to meet the goals set out in the organizational vision
- Using innovative approaches to staff development and promotion.

USAID IRs addressed by the General Management project:

- Improved Capacity To Deliver Services and Manage Resources Effectively (IR 2.3.1)
- Improved Capability for Public Outreach and Citizen Involvement (IR 2.3.2).

### **2.1.5 Total Quality Maintenance**

**Implementation Timeframe:** September 1996-June 1999

**Overview:** The overall goals and objectives of the TQMn series were to bring greater managerial effectiveness and efficiency to the delivery of public services by increasing participants' knowledge and skills in specific line operations and management functions. The program, originally developed by UN Habitat, was successfully introduced and field tested in Romania before being adapted and implemented in Slovakia. Twenty cities with populations of more than 5,000 participated in a four-stage series of residential workshops and on-site follow-up consultations in the participating municipalities.

During each four-stage TQMn training cycle, five cities selected one public works function such as solid waste, green spaces, water and wastewater, or street maintenance. Focusing on one topic during the cycle facilitated intermunicipal cooperation and comparison of problems and

possible solutions. The manner in which public works functions are organized in Slovakia also required the involvement of participants in identifying needs and establishing clear workshop objectives in response to these needs prior to the start of the training cycle. The training design facilitated this involvement through pre-workshop planning assignments. Composition of the municipal teams varied depending on the public service function—but typically included the mayor or deputy mayor, municipal finance officer, city manager, and employees of public service departments or companies. Trainers then followed up with on-site interventions to assist and assess the implementation of the municipal action plans.

**Target Group:** Municipal teams of five or six persons (representing different executive and departmental functions).

**Products:** Training manuals:

- Reader on Concepts and Strategies with Case Study
- Participant's Pre-Workshop Assignment
- Blueprint for Action: Participant's Workbook
- Workshop Agenda
- Workshop Agenda with Trainer's Notes

**Results:** Four training cycles, 20 participating cities, 88 participants completing the entire cycle, 290 participants through follow-up municipal interventions.

Participants acquired skills in:

- Needs analysis and problem identification
- Creating and building interdepartmental decision-making teams
- Identifying community stakeholders and applying innovative approaches to citizen participation
- Creating, implementing, and evaluating concrete action plans.

USAID IRs addressed by the TQMn project:

- Improved Capacity To Deliver Services and Manage Resources Effectively (IR 2.3.1)
- Improved Capability for Public Outreach and Citizen Involvement (IR 2.3.2).

### **2.1.6 Planning for Community Development**

**Implementation Timeframe:** January 1997–May 1999

**Overview:** The Planning for Community Development training series introduces larger municipalities to innovative community-based approaches to physical planning and development within a market economy. Two municipalities participated in a pilot phase that preceded the development of training workshops, later conducted in 24 additional municipalities through workshops and technical consultations. Municipal planning teams learned how to inventory and evaluate municipal real estate assets as a tool to maximize revenues and guide future urban development activities. These pilot projects, representing two noteworthy Slovak case studies in the planning field, were then incorporated into two training manuals. Supplementary materials were also produced to support the series, including electronic spreadsheets to aid analysts in calculating

alternative uses of municipal real property assets. In addition to training workshops for municipal staff, the Faculty of Architecture and Planning of the Slovak Technical University adapted the series for use in classroom teaching.

**Target Group:** Municipal staff teams (city planners, architects, engineers, property managers, city manager, and elected officials who interact with planning and development functions) and architecture and planning students.

**Products:** Training manuals and supporting materials:

- Planning for Community Development in a Market Based Economy
- Managing Surplus Municipal Real Property for Maximum Public Benefit
- Planning for Community Development – Trainer’s Guidebook
- Planning for Community Development – Participant’s Workbook
- Effectively Managing Municipal Real Property.

**Results:** 26 municipal teams (78 participants total) and 20 architecture and planning students.

Participants acquired:

- Basic conceptual tools and framework for a four-stage integrated planning process adapted from advanced market economies
- Techniques to mobilize and utilize local resources and external investment capital as part of a successful local economic development strategy
- The ability to analyze and evaluate effective uses of municipal assets
- Skills for maximizing municipal revenues from the management and sale of real property
- New methods for involving citizens and special interest groups in municipal planning and development
- Opportunities to exchange approaches and ideas with planning counterparts from other municipalities.

USAID IRs addressed by the Community Planning project:

- Improved Capacity To Deliver Services and Manage Resources Effectively (IR 2.3.1)
- Improved Capability for Public Outreach and Citizen Involvement (IR 2.3.2).

### **2.1.7 Environmental Management**

**Implementation Timeframe:** February 1997–June 1999

**Overview:** At the 1992 United Nations Conference on Environment in Rio de Janeiro, Slovakia signed the Declaration on the Environment and Development (known as Agenda 21). The European Charter on Sustainable Cities and Towns also calls for action among local governments, as well as increased cooperation among Central and Eastern European countries in implementing Agenda 21. However, Slovakia’s compliance with Agenda 21 remained slow due to a general lack of awareness and to the absence of environmental management capabilities at the municipal level. In response to this, Environmental Training Project of Slovakia (ETP-Slovakia), a well-regarded local NGO, requested ICMA’s assistance in designing an environmental training program that would facilitate coordination among municipalities, provide local officials with the

skills needed to develop and implement sound environmental policies and systems, and promote cooperation and communication between local governments and other community stakeholders in support of the UN's Sustainable Cities Program.

The Environmental Management training project was sequentially structured so that each successive training event built upon skills and knowledge acquired in previous workshops. The curriculum includes three complementary components—each designed to advance the theme that local governments play a central role as stewards of the environment. The components are: (1) the Counselor as Guardian of the Environment, (2) Environmental Management Systems, and (3) Sustainable Indicators of Development—Health and Development of the Community.

**Target Group:** Senior municipal staff, elected officials, NGO representatives, business leaders.

**Products:** Manual: The Councillor as Guardian of the Environment

**Results:** 143 participants, five municipalities.

Participants acquired skills in:

- Environmental policy, action planning, implementation, monitoring, and evaluation
- Identification and development of community-specific indicators of sustainable development
- Techniques and methods to involve citizens and other community stakeholders in environmental policy and decision making.

USAID IRs addressed by the Environmental Management project:

- Improved Capacity To Deliver Services and Manage Resources Effectively (IR 2.3.1)
- Improved Capability for Public Outreach and Citizen Involvement (IR 2.3.2).

### **2.1.8 Effective and Professional Image of Self-Government (EPIS)**

**Implementation Timeframe:** June 1997–October 1998

**Overview:** The EPIS project was developed in response to a training needs analysis conducted in June 1997 as a subcomponent of the Elected Leadership training project. The EPIS skills-based curriculum was designed entirely by two Slovak lead trainers following their return from a USAID-sponsored study tour to Maryland and Virginia, organized by ICMA in July 1997. The curriculum includes three experiential training modules designed to enable public officials to more effectively present and enhance the image and objectives of local governments in serving their citizens. The first two-part workshop, “Presentation Skills and Working with the Media,” introduced basic theory and skills enabling participants to organize professional presentations for a wide range of audiences at public meetings, council meetings, press interviews, and other venues. The second two-part workshop, “Running Effective Meetings,” provided participants with techniques for conducting various types of meetings in an efficient and effective manner. The project was marketed and field tested in two regions of Slovakia, followed by ten additional pilot and full series workshops in six other regions. Complementary training of local government trainers was also conducted.

**Target Group:** Elected and appointed local government officials and other members of professional local government associations.

**Products:** Training manuals:

- Presentations Skills
- Working with the Media
- Running Effective Meetings.

**Results:** 149 participants.

Participants acquired skills in:

- Identifying topics and preparing effective presentations
- Using computers and other audiovisual presentation aids
- Developing relationships and communicating effectively with the media
- Identifying various meeting purposes and objectives
- Preparing meeting agendas and topics of discussion
- Evaluating and adjusting the conduct of meetings.

USAID IRs addressed by the EPIS project:

- Improved Capacity To Deliver Services and Manage Resources Effectively (IR 2.3.1)
- Improved Capability for Public Outreach and Citizen Involvement (IR 2.3.2)
- Strengthened Representation of Local Government Interests (IR 2.3.3 A).

### **2.1.9 Consulting Skills**

**Implementation Timeframe:** March 1997–March 1998

**Overview:** The Consulting Skills training project provided additional capacity-building skills and expertise to Slovak local government trainers, better enabling them to serve consultants through individual municipal and institutional interventions in response to demand-driven needs. This packaged program uses a proprietary training design and materials developed and published by Design Learning Inc. The methodology, including visual video feedback, is well known internationally and has been thoroughly tested in different cultural and work environments. ICMA contracted with Design Learning Inc. to train trainers and to translate their workshop materials to supplement the ICMA TOT capacity-building program.

**Target Group:** Local government trainers.

**Products:** Staff Consulting Skills, Unleashing the Potential of Work Relationships

**Results:** 18 trainers trained, 30 training participants.

Participants acquired skills in:

- Training consultants and local government teams
- Establishing client rates and contracts
- Collecting and analyzing data

- Applying team decision-making and problem-solving techniques.

USAID IR addressed by the Consulting Skills project:

- Improved Capacity To Deliver Services and Manage Resources Effectively (IR 2.3.1).

## **2.2 Related Activities and Other Special Projects**

### **2.2.1 Good Day Local Government (GDLG)**

**Implementation Timeframe:** October 1997–January 1999

**Overview:** The Good Day Local Government (GDLG) project—the first of its kind anywhere in the E&E region—was designed to celebrate and promote the importance of local governments as a central pillar of a democratic governance. The project was conceptualized following a study tour to the United States by two local government trainers in the summer of 1997. GDLG was further developed in Slovakia by ICMA staff and an advisory committee of Slovak local government professionals and elected officials. Project organizers—the Association of Towns and Villages (ZMOS), FTSG, and ICMA/LSGAC—had the following objectives in mind when developing and implementing this special nationwide initiative:

- Give national and regional prominence to local governments by identifying a single day—January 15, 1999—on which outgoing elected officials would confer a smooth transfer of power and authority following Slovakia’s municipal elections in late 1998.
- Provide orientation training and information to newly elected officials and successful incumbents.
- Raise awareness among elected officials and citizens about the functions of local governance.
- Establish the foundation of a positive and productive working relationship among newly elected local officials for the duration of their elected terms in office and beyond.

GDLG was supported by an active nationwide media campaign, organized by ZMOS, and included national and local press conferences and interviews, and other locally organized promotional activities. A team of Slovak local government professionals wrote a “Quick Guide” that covered a wide range of topics, including legislative mandate of local self-governments in Slovakia, finance and taxation, management and development, environment, ethics, information technology, and local government resources. A supplementary “Mayor’s Survival Kit” was also published to assist mayors in convening the required swearing-in/founding meetings of newly elected councils and to offer suggestions for other citizen-oriented activities, such as an “open house,” town meetings, and cultural events. RTCs managed complex logistical arrangements, including the distribution of manuals to all elected officials in every municipality in Slovakia.

**Target Group:** 42,000 local elected officials and citizens of Slovakia’s 2,867 municipalities.

**Products:**

- Quick Guide for Newly Elected Officials
- Mayor’s Survival Kit.

**Results:**

- 41,592 “Quick Guides” were distributed to local elected officials in 2,867 municipalities.
- 2,867 “Mayor’s Survival Kits” were distributed to all mayors in Slovakia.
- 2,867 evaluation/follow-up questionnaires were distributed to all municipalities in Slovakia and yielded 1,695 responses (59.10 percent).
- 92 percent of municipalities convened swearing-in/founding meetings on a single day recommended by ICMA and other project organizers.
- 20 percent of municipalities organized supplementary community events, including culture, sport, and public receptions to meet newly elected officials.
- Extensive coverage by national and local media include newspapers, radio and television led to 78 news articles and radio and television broadcasts nationwide.
- Extensive follow-up requests for manuals/quick guides were received from municipal staff, NGOs, central government ministries, foreign donors, and other E&E countries, including Romania, Bulgaria, Hungary, Czech Republic, and Montenegro.

USAID IRs addressed by the GDLG project:

- Strengthened Representation of Local Government Interests (IR 2.3.3 A)
- Improved Capability for Public Outreach and Citizen Involvement (IR 2.3.2)
- Strengthened Local Government Professional Associations and Training Institutions (IRs 2.3.1.1/2 A&B)
- Improved Capacity To Deliver Services and Manage Resources Effectively (IR 2.3.1).

## **2.2.2 The Association of Towns and Villages (ZMOS)**

**Implementation Timeframe:** June–July 1999

**Overview:** In order to improve institutional capability and deliver services efficiently, USAID identified the need to strengthen and increase the effectiveness of local government professional and municipal associations in Slovakia. As the largest association of municipalities in Slovakia, ZMOS is a well-respected local government advocate and has become a leading partner of the national government in strengthening local government structures and reforming public administration policy. In support of this goal, ICMA assisted ZMOS and its local partners in establishing a sustainable information base on local government issues by developing three important research and advocacy tools:

- **Financing Local Self-Governments in the Slovak Republic.** This study represents one of the outcomes of a 1998 National Forum for Fiscal Decentralization that was held in cooperation with the National Council of the Slovak Republic, the World Bank, ZMOS, and other institutions. The study includes the most significant statistical and demographic data available on the financing of local self-governments in Slovakia from 1991 to 1997. ICMA’s technical assistance enabled ZMOS to design, print and distribute, this study widely throughout Slovakia.
- **Compendium of Municipal Legislation in the Slovak Republic.** ICMA provided additional technical assistance to ZMOS in developing and publishing the first-ever compendium of municipal laws for distribution to mayors, councilors, city managers, finance

officers, and other municipal staff. The compendium contains an descriptive overview of legislation relevant to local self-governments and is organized by sectors and areas of public administration.

- **Summary of Proceedings from Decentralization Seminars.** ICMA assisted ZMOS in publishing and disseminating a summary of proceedings of the decentralization seminars organized by MESA 10, a leading Slovak public policy organization. The seminars were chaired by the Deputy Prime Minister of the Slovak Republic and attended by representatives of local self-governments, state administration, national ministries, NGOs, and business leaders.

**Target Group:** Local government elected and appointed officials, national government and ministry officials, and local government professional associations.

**Products:**

- Financing Local Self-Governments in the Slovak Republic
- Compendium of Municipal Legislation in the Slovak Republic
- Decentralization and Culture
- Decentralization and Health
- Decentralization and Security
- Decentralization and Financing Mechanisms.

**Results:**

- Local governments developed a heightened awareness of the need for proactive input into national decentralization strategy. Key recommendations from each decentralization seminar are being integrated into the Slovak government's policy on Public Administration National and Sectoral Reform.
- ZMOS convinced the central government that consultation with local governments on key issues involving local government financing must occur on a regular basis.
- An extensive directory of legislation affecting municipal governance in Slovakia was published and distributed to all local governments.
- "Financing Local Self-Governments in the Slovak Republic" established a foundation for further research on local government financing in support of Slovakia's overall decentralization strategy at the municipal, regional, and national levels.

USAID IRs addressed by the ZMOS project:

- Strengthened Representation of Local Government Interests (IR 2.3.3 A)
- Increased Decentralization and Rationalization of Authority and Resources (IR 2.3.3).

### **2.2.3 Citizen Participation**

**Implementation Timeframe:** July 1998–June 1999

**Overview:** Municipal officials, both elected and appointed, play a prominent role in the relationship between local governments and citizens. They are bound to do so by the oath they take upon being elected to office.

Central to the health and development of any enduring democratic society are local governments that operate in a transparent, efficient, and responsive manner. Equally important to this goal is the mobilization of human capital and other material, technical, and financial resources in response to an agreed-upon inventory of local needs and problems. How this inventory is determined, and by whom, reflects the extent to which local officials are in touch with the citizens they serve. Introducing these fundamental concepts was the primary challenge that ICMA faced in when developing and implementing the Citizen Participation Project in Slovakia.

The Citizen Participation training project was designed to expand the scope and quality of interaction between local governments and citizens through structured processes that involved municipal officials, NGOs, and other community stakeholders, including entrepreneurs, environmental activists, teachers, parents, students, and religious and community leaders. Citizen participation concepts and practices, along with skills and techniques, were introduced through a wide range of activities, including a study tour to the United States, development of two technical manuals, follow-up training and technical assistance, national conferences, and mini-grants for community-based projects. This process provided individuals and community organizations with an opportunity to influence public decisions that affect their lives and provided local government officials with critical information to aid them in formulating public policies that respond to local conditions.

Project implementation occurred in several stages and included the following activities:

### **Study Tour to the United States**

Twelve Slovak local government officials and professional trainers were recruited to participate in a two-week study tour to several U.S. communities. Study tour objectives were:

- To assist participants in developing a shared definition of citizen participation
- To explore how approaches to citizen involvement in public affairs can be best adapted to Slovakia
- To examine the ways in which local public-private partnerships provide increased opportunity for constructive engagement, improved communication, and interactive decision making
- To establish teams of Slovak lead trainers who would specialize in citizen participation methods and techniques and to assist in designing follow-up workshops.

### **Pilot Projects**

Mini-grants were competitively awarded to 11 urban and rural municipalities to develop and implement innovative community-based partnership projects involving local governments, NGOs, and citizens. Pilot project activities included:

- Environmental information and education campaigns
- Establishment of a municipal information center

- Youth and elderly civic education programs
- Road improvements and maintenance
- Public hearings/town meetings as a tool for citizen involvement in public policy making
- After-school substance abuse counseling for at-risk, ethnic minority teenagers.

### **National Conferences**

Two national conferences, which opened and closed the project, brought several hundred local government officials, NGOs, citizens, trainers, and other interested parties together to increase awareness of the importance of citizen involvement in public affairs, to share best practices, and to examine new approaches to citizen participation in Slovakia through workshops and the exchange of technical skills and knowledge.

### ***Products:***

- Local Government and Citizen Participation, Books 1 and 2: Two technical manuals were published to support ongoing citizen participation activities, including training and local community-based citizen participation projects. Book 1 provides concepts and techniques in citizen participation. Book 2 serves as a self-study guide for local government officials who are ready to implement activities on their own. Study tour participants served as peer reviewers to ensure that the manuals were relevant to Slovak conditions.
- Published Abstracts of Conference Proceedings.
- Published Collection of Mini-Grant Projects successfully carried out under the project

## **3 SUSTAINABILITY AND INSTITUTIONALIZATION STRATEGY**

### **3.1 Institution Building**

ICMA sought to create and strengthen a sustainable base of local institutions capable of managing and delivering training and technical assistance to municipalities once USAID assistance ended. To this end, ICMA established working relationships, through subcontract agreements and other partnership mechanisms, with several local government professional associations and training institutions. These include:

- Association of Towns and Villages (ZMOS)
- Foundation for Training in Self-Government (FTSG)
- 11 Regional Training Centers (RTCs, affiliated with FTSG and ZMOS)
- Slovak Association of City Managers
- Association of Municipal Finance Officers (AKE)
- Slovak Public Works Association (SPWA)

- Institute for Personal Development (IPD)
- Environmental Training Project of Slovakia (ETP-Slovakia).

Activities included cost-sharing support for training workshops, operating support, and technical assistance to staff and board members in organizational and strategic planning. Consultations with municipal finance officers also led to the drafting of organizational by-laws and a founding conference to introduce the goals and plans of the newly formed AKE. ICMA subsequently provided additional operating support to AKE to facilitate delivery of the Financial Management training project. During this period, the Slovak Association of City Managers was also granted affiliate status by ICMA (the first such affiliation in the E&E region), greatly facilitating access for Slovak towns to some of the best U.S. city management practices. SPWA, with ICMA's assistance, also developed a five-year strategic plan that was adopted by the SPWA membership during its 1999 annual meeting earlier in the year. In addition, ICMA's technical assistance to SPWA led to extensive collaboration between SPWA and the American Public Works Association and to a two-week study tour to four U.S. states for executive committee members of the SPWA board of directors. In addition, several members of the LSGAC staff founded the Local Government Development Center (CRS) in June 1999. CRS will provide training and technical assistance to ensure the long-term sustainability of Slovakia's local government professional associations on a national and regional basis.

Technical and financial assistance to local partner organizations was an integral part of ICMA's overall objective to increase the capacity of local government organizations to develop, manage, and implement municipal management training programs. ICMA and its local partners then developed a comprehensive sustainability plan that proposed the formal transfer of local government training programs to these institutions following close-out of the ICMA program. This plan reflects ICMA's belief that the long-term sustainability of each of the training programs would be best served by placing them in the hands of those organizations that also had a demonstrable capacity to:

- Provide technical inputs to training designs in order to supplement existing materials in response to growing in-service training needs
- Effectively manage training delivery and logistics in cooperation with other organizations
- Enhance the technical skills and capacity of competent and qualified training instructors
- Establish a diversified funding base that relies primarily on local resources including the Slovak government, participant fees, municipal budgets and other local donors.

With these criteria in mind, lead Slovak organizations now implementing training programs include:

- FTSG, in cooperation with RTCs:  
*Elected Leadership*  
*Effective Presentation and Image of Self-Government*
- AKE, in cooperation with RTCs  
*Financial Management*

- IPD  
*Total Quality Maintenance*  
*Citizen Participation*
- ETP-Slovakia  
*Environmental Management Training*
- CRS, in cooperation with the Slovak Association of City Managers and RTCs  
*General Management*
- Faculty of Architecture, Slovak Technical University  
*Planning for Community Development*

### **3.2 Dissemination of Products**

In addition to the local partner institutions identified above, training manuals and other program materials were also made available to ZMOS; the Union of Towns; the Slovak Information Academic Agency; and other training, academic, and policy institutions.

## **4 LESSONS LEARNED AND RECOMMENDATIONS**

Thousands of elected and appointed local government officials, from hundreds of municipalities, directly benefited from their participation in USAID's Slovakia local government training program, carried out by ICMA and its local staff at the Local Self-Government Assistance Center (LSGAC). Yet this was only the beginning. USAID assistance to Slovakia's local government sector led to the development of an in-service training capacity that now involves multiple local organizations collaborating as professionals in pursuit of a common goal. This has significant implications for local and national governments in transitional democratic societies worldwide. The Slovakia program provides clear evidence that sustainability is best achieved when training participants are encouraged to question the relevance of what they learn before applying it under local conditions. Moreover, local trainers, skilled in technical content and interactive participatory training techniques, must be equal partners in this process.

Specific lessons learned and recommendations:

- Transfer foreign expertise and practices from advanced democratic societies, even the most technical in nature, using local trainers and the local language.
- Place the 52 training manuals developed or adapted for Slovakia on the Internet in a user-friendly format to ensure unrestricted access to local governments in other transitional and developing countries. This would help USAID take advantage of the significant resources it has invested in training programs worldwide.
- Focus expatriate assistance on curriculum development, TOT, and institutional capacity building—not on the direct delivery of training. Involve potential participants in the training design process to “localize” materials and establish priorities.

- Recognize that not every aspiring local trainer can train. The transfer of skills and knowledge through training requires the ability to communicate, inspire, and motivate through interactive means.
- Acknowledge and certify local trainers as professionals whose input is critical to the training process.
- Acknowledge and certify participants who complete entire training cycles. Persuade the Faculty of Education to develop an adult education certification process.
- When developing original training materials, recruit local government practitioners as authors whenever possible. When adapting materials, convene local advisory committees to serve as peer reviewers who will ensure that materials are relevant and conform with real-time local conditions.
- Do not rely on one institution as the sole vehicle for training delivery. Where possible, encourage collaboration and networking between professional local government associations and training institutions. Provide flexibility for local partners to respond to demand-driven training needs as they emerge.
- Provide incentives for efficiency. This can be accomplished through performance-based reimbursement contracts based on actual numbers of participants trained. Reduce donor support over time through cost-sharing formulas that require local contributions to offset donor subsidies.
- Provide opportunities for the professional development of local staff. LSGAC professional local staff were trained as trainers and given wide responsibilities for managing contracts with local partners.
- Disseminate manuals to a wider audience including elected officials, other municipal department heads, and finance specialists working in the regions at state administration offices and national ministries. The Slovakia program has wide relevance and applicability for other public officials and administrators working at the regional and central government levels. Training can be effectively applied beyond individuals to local government teams.
- Deliver training either in whole, as a series of linked topics, or as individual workshops directed at specific functions.
- Review, evaluate, and revise training materials based on trainer and participant feedback. It is important to recognize the evolving needs of Slovakia's local elected officials.
- Provide training in marketing skills to RTCs and professional associations.
- Target assistance to smaller communities in future training cycles. Larger towns and cities possess finance officers who are ready and able to make the most and best use of the training experience. However, smaller towns and villages lack sufficiently trained specialists. Develop a strategy to persuade reluctant mayors and department heads to send their finance staff for training.
- Develop a strategy to persuade city councils to set aside training funds in the municipal budget. Seek funds from alternative local sources such as banks, businesses, and the national government.

- Incorporate the Financial Management training project into the curriculum of the newly established Public Administration program of the Economics Faculty in Bratislava.

## ATTACHMENT A LIST OF PUBLICATIONS

Title/Author	Date
<b>Training of Trainers</b>	
1. Manual for Training Needs Assessment in Human Settlements Organization, A Systematic Approach to Assessing Training Needs/F. Fisher	Feb/Mar-98
2. Designing Human Settlements Training in European Countries Volume 1. Case Study/F. Fisher	Feb/Mar-98 For all TOT participants
3. Designing Human Settlements Training in European Countries Volume 2. Training Tools/F. Fisher	Feb/Mar-98 For all TOT participants
4. Training Impact Evaluation/F. Fisher	Feb/Mar-98 For all TOT participants
5. So Now You Are a Trainer/C. Becker	Feb/Mar-98 For all TOT participants
<b>Elected Leadership</b>	
1. Perspectives on Training Elected leaders/F. Fisher	Sep-96
2. The Councillor as Policy-maker/F. Fisher	Sep-96
3. The Councillor as Decision-maker/F. Fisher	Sep-96
4. The Councillor as Communicator/F. Fisher	Sep-96
5. The Councillor as Facilitator/F. Fisher	Sep-96
6. The Councillor as Enabler/F. Fisher	Sep-96
7. The Councillor as Negotiator/F. Fisher	Sep-96
8. The Councillor as Financier/F. Fisher	Sep-96
9. The Councillor as Overseer/F. Fisher	Sep-96
10. The Councillor as Power Broker/F. Fisher	Sep-96
11. The Councillor as Institution-Builder/F. Fisher	Sep-96
12. The Councillor as Leader/F. Fisher	Sep-96
13. Trainers Guide for Training of Elected Officials/F. Fisher	Sep-96
14. Application Handbook	Sep-96
<b>Financial Management Training Series</b>	
1. Introduction/F. Fisher	Aug-98
2. Accounting as Management Tool/K. Spearman	Aug-98
3. Financial Policy Making/J. Matzer	Aug-98
4. Financial Planning/W. Evans	Aug-98
5. Operating Budget/S. Capkova	Aug-98
6. Capital Programming/J. Matzer	Aug-98
7. Debt Management/W. Evans	Aug-98
8. Cash Management	Aug-98
9. Revenue Maximization/M. Valente	Aug-98

10. Cost Containment/M. Valente	Aug-98
11. Public Procurement/A. Law	Aug-98
12. Performance Measurement/J. Matzer	Aug-98
13. Cost Management/A. Law	Aug-98
14. Citizen Participation	Aug-98
15. Grant Management	Aug-98

### **General Management**

1. The Evolving Roles and Responsibilities of the Local Government Manager/F. Fisher	Mar-99
2. The Manager and Organizational Culture/F. Fisher	Mar-99
3. The Manager as Organization Change Agent/F. Fisher	Mar-99
4. The Manager as a Visionary Strategist/F. Fisher	Mar-99
5. The Manager as Staff Developer/F. Fisher	Mar-99
6. The Manager: Empowering Self, Organization and Community	DRAFT

### **Total Quality Maintenance**

1. TQMn Reader on Concepts and Strategies with Case Study/F. Fisher	Jan-97
2. TQMn Participant's Pre-workshop Assignment/F. Fisher	Jan-97
3. TQMn Blueprint for Action: Participant's Workbook/F. Fisher	Jan-97
4. TQMn Workshop Agenda/F. Fisher	Jan-97
5. TQMn Workshop Agenda with Trainer's Notes/F. Fisher	Jan-97

### **Planning for Community Development**

1. Planning for Community Development in a Market Based Economy/P. Bass	Nov-98
2. Managing Surplus Municipal Real Property for Maximum Public Benefit/P. Bass	Nov-98
3. Planning for Community Development – Trainer's Guidebook/E. Balasova	Nov-98
4. Planning for Community Development – Participant's Workbook/E. Balasova	Nov-98
5. Effective Managing Municipal Real Property/ A. Baculakova	Nov-98

### **Environmental Management**

1. The Councillor as Guardian of the Environment/ F. Fisher	Nov-98
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### **Effective Performance and Image of Self-Government**

1. Presentation Skills/K. Lackova, L. Mandicova	Jun-98
2. Working with the Media/K. Lackova, L. Mandicova	Jun-98

3. Running Effective Meetings/K. Lackova, L. Mandicova Jun-98

### **Consulting Skills**

1. Staff Consulting Skills, Unleashing the Potential of Work Relationship/Design Learning Inc. Aug-97

### **Good Day Local Government**

1. Quick Guide for Newly Elected Leaders/various Slovak authors Nov-98

2. Mayor's Survival Kit/various Slovak authors Nov-98

### **Association of Towns and Villages**

1. Financing Local-Self Governments in the Slovak Republic/ZMOS Jul-99

2. Compendium of Municipal Legislation in the Slovak Republic/ZMOS Jul-99

3. Decentralization and Culture Jul-99

4. Decentralization and Health Jul-99

5. Decentralization and Security Jul-99

6. Decentralization and Financing Mechanisms Jul-99

### **Citizen Participation**

#### *1. Book 1*

Part 1 – Reader/F. Fisher Mar-99

Part 2 – Workshops/F. Fisher Mar-99

#### *2. Book 2*

Part 1 – Project Planning Guide/F. Fisher Mar-99

Part 2 – Workshops/F. Fisher Mar-99

Part 3 – Practitioner's Tool Kit/F. Fisher Mar-99

