A Brief Guide to the City of Zagreb
2023 Budget Proposal

December 2022
The City’s 2023 budget proposal is a complex and extensive document, showing the City’s planned sources of revenues and how they are planned to be spent, and it is therefore important to all Zagreb residents. This brief guide aims to provide, in the simplest and most concise manner, basic information on the proposed budget, thus encouraging citizens to become involved in the budget adoption process and contribute to the quality and efficiency of the City’s services that have been aligned with the citizens’ needs and expectations, while staying within the City’s means. Beside this brief guide, the City’s website offers more detailed information on the City’s 2023 Budget Proposal, including 2024 and 2025 projections, while general information on the City’s budget and budget process can be found in the Guide to the City of Zagreb Budget.

Pursuant to the calendar and provisions defined in the Budget Act, the City’s budget shall be adopted in accordance with the Convergence Programme of the Republic of Croatia for 2023–2025, Decision on the Budgetary Framework for 2023–2025 and the Ministry of Finance’s Instructions for Drafting the Budgets of Local and Regional Self-government Units. Among other things, the Convergence Programme sets out economic policy goals for the current budget year and the upcoming three-year period and the general government’s macroeconomic and fiscal framework. The most substantial changes to budget planning for 2023–2025 pertain to the budget and financial plans being expressed in Croatia’s new currency — the euro — pursuant to the Act on the Introduction of Euro as the Official Currency in the Republic of Croatia and to the enforcement of the provisions of the Budget Act for drafting, proposing and enacting budgets and financial plans.

Economic activity is expected to continue its growth in the medium term. Real GDP growth rate is expected to reach 4.4% in 2023, after which it should slow down to 2.7% in 2024 and 2.5% in 2025. Personal consumption will be the main driver of growth. Reforms and more intense investment activity are planned in the National Recovery and Resilience Plan 2021–2026, and they will be financed with instruments from the Recovery and Resilience Mechanism. Planned reforms and investments should be finalised by 30 August 2026. Inflation rate in 2023 is projected at 3.7%, in 2024 it is expected to slightly drop to 2.5% and to 2.2% in 2025.
The key priorities of the City’s development in the period 2023–2025 include:

- green and resilient economy,
- greater social equality and high-quality and widely accessible social services,
- efficient and sustainable management of spatial and natural resources,
- green transition and digital transformation.

Budgetary expenditures and outlays have been planned with greater caution, having in mind priorities based on statutory and regulatory acts, decisions of the Zagreb City Assembly and contracts in force. As proposed in the Decision on the Execution of the 2023 City of Zagreb Budget, City budget users will no longer pay their own and earmarked revenues into the City budget, but will rather use these revenues to settle their commitments directly from their accounts. These revenues will still be shown in the City budget but not as part of the money flow. The aim of including own and earmarked revenues in the planning and reporting process is to make the reporting on the disposition of all budget revenues and receipts, including all budget users and institutions established by the City, more transparent and integral.

The City’s budget includes funds for gross salaries, contributions and other expenditures for primary and secondary school employees as well as employees of most healthcare institutions, all of which are provided from the State Budget. These items are to be included in the City’s budget on the expenditure side as expenditures, whereas on the revenue side they are reported as grants to budget users from a budget that is non-competent for them and revenues from Croatian Health Insurance Fund (CHIF) pursuant to contractual obligations.

Below is a brief overview of the revenues, expenditures, financing account and debt in the period 2023–2025, including a detailed breakdown of revenues and expenditures for 2023.
All monetary values have been expressed in euros throughout this Guide, using the fixed conversion rate of HRK 7.53450 for 1 euro.

Graph 1: The City of Zagreb budget revenues and expenditures, 2021–2025 (in € bn)*

* Including own and earmarked revenues of budget users and expenditures financed therefrom.

In parallel with the preparation of the 2023 budget proposal, budget projections are made for 2024 and 2025. Graph 1 shows that the planned 2023 budget revenues will rise relative to 2022, only to drop again in 2024 and 2025. Budget expenditures are expected to follow a similar pattern.

The City’s budget comprises the revenues and expenditures of 340 City budget users that delivered their financial plan proposals to the competent city administration bodies. City of Zagreb budget users, or city budget users, are bodies and institutions whose sole founder is the City of Zagreb or are constituents of these bodies or institutions. The Budget Act defines conditions that all city budget users need to meet with regard to revenues and expenditures. City budget users include, for example, public healthcare institutions (health centres, polyclinics, hospitals and institutes), preschool, primary school and secondary school education institutions, cultural institutions, social welfare institutions, the Zagreb Fire Department, the City of Zagreb Urban Planning Institute, Public Institution Maksimir, Zagreb Zoo, the Sports Facilities Management Institution, the Institution for Comprehensive Care Tigrovi and the Development Agency for Coordination and Promotion of Regional Development.
PLANNED REVENUES

Total revenues planned for 2023 amount to €2.08bn (graph 2), the greater part of which (41%) will be collected from personal income tax and surtax (€856.1mn). Substantial amounts are expected to be collected from grants and donations (€606.8mn), major part of which (€264mn) pertain to grants for gross salaries, contributions and other expenditures for primary and secondary school employees. This is followed by revenues from various fees and charges in the amount of €213.9mn (€134.9mn from utility contributions and charges), and budget users’ revenues from the CHIF for rendered health services (€206.8mn). All other revenues taken together comprise around 9% and pertain to revenues from other taxes, from the use of fixed assets, from selling and providing services, etc.

Graph 2: The City of Zagreb budget revenues, 2023 budget proposal*

* Including own and earmarked revenues of budget users.

Total revenues in 2023 are planned to be €171.9mn (9%) higher than 2022 revenues. The highest increase of revenues will be recorded by revenues from grants (by €145.7mn, or 32%). A total of €264mn of grants is expected to be received from the State Budget for gross salaries, contributions and other expenditures for primary and secondary school employees and €43.8mn of equalisation grants for decentralized function. Pursuant to the Act on the Renovation of Facilities Damaged by the Earthquake on the Territory of the City of Zagreb, Krapina-Zagorje, Zagreb, Sisak-Moslavina and Karlovac counties, 6% of personal income tax revenue intended for
decentralized functions of primary and secondary education, social welfare, healthcare and firefighting may be spent on repair and restoration of earthquake damage. The funds for covering these expenditures shall, in this case, be secured in full in the State Budget. A total of €265.2mn of **grants from EU funds and international organizations** are also planned. €81.9mn of revenues is planned from the Solidarity Fund for storing and recycling post-earthquake demolition waste, reconstruction of earthquake-damaged buildings, outstanding road maintenance, maintenance and refurbishment of facilities, primary and secondary schools, etc. €64.6mn from the Recovery and Resilience Mechanism is planned for the construction, extension, renovation and refurbishment of preschool, primary and secondary school facilities as well as complete reconstruction of earthquake-damaged facilities. An additional €11.8mn from EU funds is planned for underpass modernization, maintenance and refurbishment of cultural institutions and the projects Intervention Measure for Waste Reduction and City of Zagreb Seismic Risk.

**Tax revenues are expected to increase by €31mn (3.5%).** Personal income tax and surtax revenues are planned to increase by €29mn, while other taxes (such as the real property transfer tax or road motor vehicle tax) shall increase by €1.9mn. Pursuant to the Act on Financing Local and Regional Self-government Units, the City of Zagreb is entitled to the full amount of revenue from personal income tax and surtax collected on its territory.

Budget users’ **revenues from CHIF** for healthcare services rendered shall go up by €11.4mn (5.8%), whereas **revenues from various fees and charges shall increase by €6.3mn (3%)**, primarily due to higher revenues from utility contributions and charges collected pursuant to special provisions from budgetary users (e.g. participation in the price of healthcare services, theatre and museum tickets, etc.).

By contrast, revenues from **the sale of fixed assets shall drop by €15.4mn (35%).** **Revenues from assets are also expected to decrease (by €3.8mn, or 6%),** just like **revenues from fines, administrative sanctions and other revenues — by €2.6mn (or 22%).**
Total expenditures planned for 2023 amount to €2.02bn (graph 3).

Expenditures for employees (€736.1mn) include salaries, contributions and other employee expenses, including expenditures for employees on EU-funded projects. €458.5mn of the total pertain to salaries for employees of budgetary users whose funds are not provided from the City of Zagreb budget. This mostly pertains to primary and secondary school employees, whose salaries are secured in the State Budget, as well as employees in hospitals and other healthcare institutions, whose funds are secured by CHIF.

The bulk of material expenditures (€558.6mn) pertains to current and investment maintenance of utility infrastructure facilities (e.g. public spaces, public lighting, roads, cemeteries and the Crematorium), the City administration's facilities, as well as stationery, energy and service costs (e.g. telephone, postal, transportation and information services), which are essential for day-to-day operation of the City's administrative bodies and budget users.

Around €337mn is planned to be spent on the acquisition of fixed assets and additional investments, which mostly includes investments into res-
idential and business facilities, roads, railroads, gas pipelines, waterworks and sewage, facilities and equipment, vehicles, etc. (€223mn). The bulk of the amount planned for capital investments will be spent through the City Office for Reconstruction, Development, Physical Planning, Construction, Utility Services and Transport, in accordance with the Plan of Works Related to Capital Investments in Social Service Facilities and Renovation of Objects Damaged in the Zagreb Earthquake for 2023 and the Plan of Works in the Field of Transport and Utility Management in the City of Zagreb for 2023. Substantial amounts have been planned for the reconstruction of earthquake-damaged facilities (€55.3mn) and investments into preschool and school facilities, healthcare and sports facilities, conservation of cultural monuments, social welfare facilities and cultural institutions (€47mn).

Subsidies in the amount of €132.9mn are earmarked for stimulating manufacturing and services of companies, sole traders, farmers and SMEs. The bulk of this amount will be spent on municipal public transport – ZET (€115.1mn), the Arena sports hall rental fee (€7.6mn), employment of disabled persons (€3.7mn), promotion of trades and SMEs (€1.5mn) and the Zagreb Innovation Centre (€1.1mn).

Other operating expenditures (€107.7mn) mainly include current donations and capital grants. Current donations (€50.6mn) pertain to the co-financing of sports (€21.5mn), religious and private kindergartens and schools (€12.3mn), culture (e.g. libraries, museums, theatres and literary, music, art and film industries), the Zagreb Fire Fighting Association, and non-profit organisations (such as associations, social and development programmes, etc.). Capital grants mostly pertain to wastewater purification (€31.8mn), Zagreb Waste Management Centre (€5.3mn) and restoration of ZET’s vehicle fleet (€5.1mn).

Benefits to citizens and households are planned in the amount of €99.1mn. These expenditures comprise cash benefits for new-borns and parents-educators (€54.3mn), pension supplements (€10.3mn), ZET public transport costs and transport of persons with disabilities (€9.8mn), co-financing of long-distance public transport of schoolchildren, purchase of textbooks and other teaching materials, as well as extra-curricular activities (€8.4mn), assistance for improving the living standard of pupils and students and cash support to the orphans of fallen and missing Homeland War veterans (€5.8mn), connection to communal water supply facilities (€2.7mn), housing assistance to households (€1.7mn) and various other types of assistance to disabled and unemployed persons, volunteer blood donors and Homeland War veterans and victims, scholarships for pupils and students, etc.
Total expenditures planned in 2023 are €185.3mn (10%) higher than those in 2022. Categories of expenditures undergoing the most substantial increase include **further investment in real estate** (by €61.5mn, or 128%), **expenditures for the purchase of real estate** (by €54.2mn, or 45%), **material expenditures** (by €50.6mn, or 10%) and **employee expenditures** (by €39.8mn, or 5.7%). Employee expenditures are, for the most part, increased on the side of budget users whose employee funds are secured in the State Budget or through CHIF. On the other hand, benefits to citizens and households are planned to undergo a substantial decrease (by €24.2mn, or 19.6%).

**Total expenditures in 2023 are higher than the 2022 amount for the following reasons:**

- **Intensification of post-earthquake reconstruction of Zagreb**, primarily of public use buildings such as kindergartens, schools and cultural institutions;
- **Projects promoting green transformation of the City:**
  - construction of solar power plants on the roofs of City’s facilities through the “SOLIZAG” or “Sunny Rooftops” programmes,
  - construction of cycling infrastructure: national cycling route No. 2 Greenway and cycling highway Zagreb East,
  - waste management — facility for biowaste treatment with transfer station, reuse centre, installation of underground waste containers in the City centre;
- **Further investment in kindergartens** (such as the kindergartens in Odranski Obrež, Ivanja Reka, Sesvetski Kraljevec, Žitnjak) and **schools** (Ante Kovačić Primary School, Jakuševec Primary School, Gornjogradska Grammar School, School for Applied Arts, etc.);
- **Investment in traffic infrastructure**: construction of Branimirova Street in Sesvete (from Zagrebacka to Brestovečka) and tramline (from Zvonimirova to Savišće terminal);
- **Enhancing scholarship programmes** (for lower-income persons, persons with disabilities, Roma minority) and **investment in occupations with skills shortage** (healthcare, education and social welfare);
- **Maintaining the current level of allowances granted to target groups** (pensioners, caregivers, current beneficiaries of complimentary annual ZET tickets, etc.);
- **Promoting the campaign against energy poverty** (granting energy packages to the poorest citizens).
The City will spend an average of €219 on each of its citizens every month (graph 4). The majority of this amount will be spent on education (€69), healthcare (€39), housing and community improvement (€29), economic affairs (€21) and recreation, culture and religion (€20).

Expenditures for education pertain to preschool education (staff costs for city kindergarten employees and kindergarten fee subsidies), as well as primary and secondary school education (including portion of employee salaries, material expenditures and the acquisition of fixed assets).

Expenditures for healthcare pertain to health protection, the development and implementation of health protection programmes and strategies, promotion of health as well as addiction prevention and suppression, providing support for healthcare programmes and projects carried out by associations and other forms of organised health-oriented activities, as well as the coordination and control of City-owned healthcare institutions.

Housing and community improvement services pertain, for the most part, to the maintenance of city property and public spaces (e.g. public lighting, etc.).

Economic affairs generally include municipal public transport, road construction and maintenance, agriculture and tourism.
**Expenditures for recreation, culture and religion** pertain to the funding of cultural institutions, support for various cultural programmes and activities, co-financing sports activities, subsidising the Arena sports hall rental fee, etc.

**General public services** mostly pertain to the cost of the City administration employees and material expenditures of the City’s administrative bodies as well as transactions connected with the repayment of the City’s debt.

### PLANNED EXPENDITURES BY BUDGET USER

Most of the City’s administrative bodies account for relatively small shares in total expenditures, while the **four most important City offices** — the Office for Education, Sport and Youth, the Office for Social Protection, Health, War Veterans and People with Disabilities, the Office for Reconstruction, Development, Physical Planning, Construction, Utility Services and Transport and the Office for Economy, Environmental Sustainability and Strategic Planning are expected to **jointly spend 75% of the City’s budget**, i.e. a monthly average of **€177 per capita**.

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**Graph 5: Average monthly budget user spending per capita (organisational classification), 2023 budget proposal (in €)**

*Including expenditures and outlays financed from own and earmarked revenues and receipts of budget users.*
**FINANCING ACCOUNT**

In contrast to the terms revenues and expenditures, which are used in the revenue and expenditure account with respect to business operations and the sale and acquisition of fixed assets, the financing account uses the terms receipts and outlays when referring to financial assets and borrowing, lending and repayment of loans. Receipts are monetary inflows, e.g. repaid principal amounts of granted loans, proceeds from the sale of shares and bonds, and funds from borrowing, whereas outlays are monetary outflows of the same kinds.

Receipts planned for 2023, including own and earmarked revenues and receipts of budget users, stand at €122mn, of which €83.5mn will originate from new borrowing and €38.5mn from the sale of the City’s share in APIS. On the other hand, outlays are planned in the amount of €146.8mn, with nearly the full amount being used for current debt repayment.

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<th>2021</th>
<th>2022</th>
<th>2023 Plan</th>
<th>2023 Proposal</th>
<th>2024 Projections</th>
<th>2025 Projections</th>
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<tr>
<td>Revenue and expenditure account</td>
<td></td>
<td></td>
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<td></td>
<td></td>
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<tr>
<td>Total revenues</td>
<td>1,606.3</td>
<td>1,904.4</td>
<td>2,076.4</td>
<td>1,787.9</td>
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<tr>
<td>Total expenditures</td>
<td>1,682.9</td>
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<td>2,018.5</td>
<td>1,753.1</td>
<td>1,773.6</td>
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<td>Deficit/surplus</td>
<td>-76.6</td>
<td>71.2</td>
<td>57.8</td>
<td>34.8</td>
<td>7.9</td>
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<td>Financing account and multi-annual rebalancing plan</td>
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<tr>
<td>Receipts from financial assets and borrowing</td>
<td>186.0</td>
<td>189.0</td>
<td>122.0</td>
<td>72.9</td>
<td>71.8</td>
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<td>Outlays on financial assets and loan repayment</td>
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<td>226.8</td>
<td>146.8</td>
<td>71.9</td>
<td>79.0</td>
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<tr>
<td>Net financing</td>
<td>72.5</td>
<td>-37.8</td>
<td>-24.8</td>
<td>1.0</td>
<td>-7.2</td>
</tr>
<tr>
<td>(a) Deficit/surplus of current period</td>
<td>-4.1</td>
<td>33.4</td>
<td>33.1</td>
<td>35.8</td>
<td>0.7</td>
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<td>Surplus from previous years to be redistributed</td>
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<td>-9.9</td>
<td>-9.4</td>
<td>-6.0</td>
<td>-4.2</td>
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<tr>
<td>Deficit from previous years to be covered</td>
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<td>43.4</td>
<td>42.5</td>
<td>41.8</td>
<td>4.9</td>
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<tr>
<td>b) Deficit/surplus carried over from previous period</td>
<td>-185.4</td>
<td>-189.5</td>
<td>-156.0</td>
<td>-123.0</td>
<td>-87.2</td>
</tr>
<tr>
<td>Total deficit/surplus (a) + (b)</td>
<td>-189.5</td>
<td>-156.0</td>
<td>-123.0</td>
<td>-87.2</td>
<td>-86.5</td>
</tr>
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</table>

**Table 1: Revenue and expenditure account and financing account, 2021–2025 (in € mn)**

** Including own and earmarked revenues and receipts of budget users, as well as expenditures and outlays financed from those revenues and receipts.
The Ministry of Finance’s Instructions for Drafting the Budgets of Local and Regional Self-government Units for 2023–2025 require that deficit carry-overs from previous years be included in the following year’s budget and covered in a successive manner. In 2021, the City realised a budget deficit in the amount of €189.5mn (as defined and presented in the Annual Report on the Execution of the 2021 City Budget). The 2023 proposal includes €42.5mn for covering this deficit in 2023, while the remaining amount is planned to be covered in a successive manner — €41.8mn in 2024 and €4.9mn in 2025. Due to the planned deficit coverage, there are differences in the deficit/surplus amounts in the Revenue and expenditure account and the amounts of net financing in the Financing account for the period 2023–2025 (table 1).

**PLANNED CITY BUDGET DEBT**

**Direct debt** projections at end–2022 stand at €265.1mn, or 12.61% of total budget revenues and receipts (graph 6). The planned total direct debt at end–2023 stands at €211.7mn, or 9.6% of total budget revenues and receipts. It should be noted that, according to the Budget Act, any long-term borrowing by the City requires the Government’s approval. Graph 6 therefore shows the planned level of debt, while the real debt will depend on such approval.

**Graph 6: The City of Zagreb’s debt (in € mn, left-hand scale) and the share of debt in budget revenues and receipts (in %, right-hand scale), 2021–2025**

*The revenues and receipts include own and earmarked revenues and receipts of budget users.
In addition to the direct debt shown in graph 6, the City is potentially exposed to **indirect debt** (in the form of provided guarantees) **in the amount of €416.5mn** (19.8% of the total revenues and receipts planned for 2022). The bulk of that amount (€300mn) relates to a guarantee for bonds issued by Zagreb Holding for the purpose of refinancing a 2007 debt. The bonds were issued in two tranches (€240mn in mid-2016 and another €60mn in July 2017), and the City has obtained the Finance Minister’s approval for that guarantee.

### DEVELOPMENT PROGRAMMES — MAJOR INVESTMENTS

The amount planned for the construction of utility infrastructure facilities and equipment in 2023 stands at **€43.9mn** (graph 7). A good supply of utility services improves the quality of life and makes the City more attractive for business and social activities. These investments are therefore crucial for achieving the City’s general spatial development goals.

![Graph 7: Capital investments in the construction of utility infrastructure facilities and equipment, 2023 budget proposal](image)

Almost two-thirds of the planned investments in utility infrastructure facilities and equipment relate to improving the quality, safety and level of services as well as preserving the transportation network integrity as part of **capital investments in unclassified roads (€28.3mn)**. Depending on individual projects, the funds will be used for drafting technical documentation and realisation of different construction and reconstruction stages.
The Plan of Works Related to Capital Investments in Social Service Facilities and Renovation of Objects Damaged in the Earthquake aims to achieve an economical, rational and functional development of social infrastructure, optimization of social activity contents and reconstruction of earthquake-damaged facilities. **€102.3mn of capital investment in social service facilities and reconstruction of earthquake-damaged facilities** has been set aside for this purpose (graph 8). 85% of the planned investments in this category will be made for the reconstruction of earthquake-damaged facilities (€55.3mn), preschool (€17mn) and school facilities (€14.2mn).

Graph 8: Capital investments in social service facilities and renovation of earthquake-damaged facilities, 2023 proposal

Graph 9 shows some of the key investments in social service facilities. Depending on individual projects, they cover the costs of creating project documentation, obtaining building permits, the conversion, adaptation, renovation, construction and furnishing of buildings, as well as the costs of property relations settlement.
Since one of the main objectives of the current budget is intensifying post-earthquake reconstruction of Zagreb, some of the most relevant capital investments in the renovation of earthquake-damaged facilities is presented in graph 10.
Graph 10: Some major capital investments in renovation of earthquake-damaged facilities, 2023 proposal (in € mn)
WHAT CAN CITIZENS DO?

The City Assembly, as the citizens’ representative body, will discuss the 2023 Budget Proposal on 8 December 2022. The proposal should be adopted by 31 December 2022. It provides for substantial amounts of revenues and expenditures (€2.08bn and €2.02bn respectively). In 2023, every employed person is expected to pay an average monthly amount of €158 in personal income tax and surtax into the budget, while the average monthly amount spent by the City per capita will be about €219. Given all that, all Zagreb citizens should be interested in how these funds are collected and spent. With the help of this brief guide and the Guide to the City of Zagreb Budget, citizens can also take part and try to shape the final 2023 budget and the services they will benefit from. They can do so either through their local committees and city districts or directly by submitting suggestions and comments to City Assembly representatives. They also have the right to attend the meetings of the City Assembly and its working bodies.
USEFUL WEBSITES

City of Zagreb — The official website of the City of Zagreb

City of Zagreb — Finances — City budget, City credit rating, forms

City Office for Finance and Public Procurement — Contacts, competences and activities

City offices, institutes and professional services — Detailed information, contacts, competence and activities

City Assembly — Organisation, competence, working bodies and regulations

City Districts — Basic information, territorial boundaries, bodies and powers

Local committees — Territorial boundaries, seats, bodies and powers

Zagreb Holding — Organisation, services, topical issues, contact information

Official Gazette of the City of Zagreb — All City regulations

Ministry of Finance — local budgets — An archive of the budgets of all municipalities, cities and counties

Budget Act — Budget-related acts and regulations

Institute of Public Finance — Transparency of the budgets of counties, cities and municipalities
PREVIOUSLY PUBLISHED GUIDES

A Guide to the City of Zagreb Budget
A Brief Guide to a Proposal for the City of Zagreb 2022 Budget Revision
A Brief Guide to the City of Zagreb 2022 Budget Proposal
A Brief Guide to the City of Zagreb 2021 Budget Execution
A Brief Guide to the City of Zagreb 2021 Budget Proposal
A Brief Guide to the City of Zagreb 2020 Budget Execution
A Brief Guide to a Proposal for the City of Zagreb 2020 Budget Revision
A Brief Guide to the City of Zagreb 2020 Enacted Budget
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A Brief Guide to the City of Zagreb 2015 Budget Proposal
A Brief Guide to the City of Zagreb 2014 Budget Execution