



# PROMOTING HUMAN RIGHTS AND MINORITY PROTECTION IN SOUTH EAST EUROPE

Promoting Human Rights and Minority Protection in South East Europe

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## 1. Introduction

The beneficiaries in South East Europe<sup>1</sup> have committed themselves to ensure protection of minorities. All of them, except for Kosovo\* due to its special status, have signed and ratified the Framework Convention for the Protection of National Minorities (FCNM – hereafter Convention) and most have signed and ratified the European Charter for Regional or Minority Languages (ECRML – hereafter Charter). Aside from Kosovo\*, only Albania and 'the former Yugoslav Republic of Macedonia' have not signed and ratified the Charter yet. In practice, however, not all rights are guaranteed in a satisfying manner for minorities in South East Europe.

The Council of Europe (CoE) and the European Union (EU) have joined forces to improve implementation of the Convention and Charter, and of EU legislation and policies concerning minority protection. Three projects have been initiated, one concerned with inclusion of Roma people, one concerned with inclusive education, and one concerned with the human rights and protection of minorities. The latter project, 'Promoting Human Rights and Minority Protection in South East Europe', is the last to start implementation.

In the course of the project to promote human rights and protection of minorities in South East Europe, 36 municipalities in seven beneficiaries were selected to implement small-scale projects to ensure basic services for minorities. From February 2015 onwards, these projects have been implemented by Municipal Taskforces in the municipalities, assisted by local project consultants engaged by the Council of Europe.

Aside from a successful implementation of the local projects themselves, the overarching goal is to identify elements of good practice among the local projects, in order to disperse these practices further and thereby improve the implementation of the Convention and Charter. To do this, a Research Team gathered by the College of Europe was selected to carry out a participatory action research throughout the implementation phase of the local projects. At the start of the implementation phase of the local projects, this Research Team has also assessed the awareness of minority rights, and specifically of the Convention and Charter, among respondents in the selected municipalities.

The Research Team consists of a lead expert, an international expert and seven national experts, one for each of the seven participating countries. The Team has sought advice on the quantitative aspects of the awareness assessment from an expert in this field. The Research Team is facilitated and coordinated by the College of Europe in Bruges. A list of the persons involved in the awareness assessment were mentioned in the acknowledgement.

The national experts have visited each of the municipalities in their country to interview municipal officers and minority persons for both the awareness assessment and the project

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<sup>1</sup> The beneficiaries covered by this project, in alphabetical order, are: Albania, Bosnia and Herzegovina, Croatia, Montenegro, Serbia, "the former Yugoslav Republic of Macedonia" and Kosovo\*.

\* This designation is without prejudice to positions on status and is in line with UNSCR 1244 and the ICJ opinion on the Kosovo Declaration of Independence.

assessment, and submitted their results to the international and lead experts for cross-country analysis. For the awareness assessment, the national experts wrote a report for each municipality, and then a national report summarising the results within the relevant beneficiary.

The international and lead experts have in turn prepared two cross-country reports; the first project assessment report and this awareness assessment report. Throughout the implementation of the local projects in the municipalities, the Team will carry out one more project assessments to identify success and risk factors at the end of the projects' implementation and a follow-up halfway through. The awareness assessment is carried out only at the start of the implementation phase of the local projects, to assess awareness of minority rights among groups that are involved in the local projects, either as organisers or as target group or participant.

This report conveys the results of the awareness assessment. It will first explain the methodology of the awareness assessment in chapter two, and then give a cross-country analysis of the results in chapter three. Chapter four conveys conclusions and trends based on the cross-country analysis. The national reports for each of the seven countries, based on the awareness assessment reports per municipality, have been attached as annexes.

The general situation in the participating countries regarding minority rights and protection is not described in this cross-country report. However, the introductions of the national reports annexed to this report do include some information on the number and situation of minority persons and the implementation of the Convention and the Charter there. Furthermore, this is one of multiple documents written in the course of the project 'Promoting Human Rights and Minority Protection in South East Europe'. More information on the local projects and the situation regarding minority rights and protection in the participating countries and municipalities can be found in other documents.

## 2. Methodology Awareness Assessment

The Research Team has assessed the awareness of the Convention and Charter in the 36 municipalities across seven beneficiaries in the Western Balkans chosen by the Council of Europe to implement a project aimed at protecting the rights of or improving basic services for minorities. These municipalities were selected from a larger group of municipalities in the region that responded to a call for expression of interest. The criteria used by the Council of Europe to select the 36 municipalities were mainly related to their project idea and the probability that the municipality could implement this idea successfully. While these criteria are legitimate and relevant to the core of the project 'Promoting human rights and minority protection in South East Europe', namely the implementation of local projects, they prevent a claim to reaching methodologically solid comparative conclusions on awareness of the Convention and the Charter. The municipalities were not chosen for their measure of representativeness of the population in general, or of minority groups, and therefore the results may have been different if a different set of municipalities had been chosen.

The chosen municipalities are very diverse. They differ in population size, with smaller rural communities and larger urban municipalities. They also differ in aspects like socio-economic situation, living standards, the size and characteristics of minority groups living there, average education level and geographical lay-out. These factors may all influence the awareness inhabitants have of the Convention and the Charter. Furthermore, some municipalities may have been targeted by previous projects and efforts to promote minority protection and awareness of minority rights, while others have not. This could also have an impact on the level of awareness.

Not only are the municipalities diverse, the seven beneficiaries are too. The history of the Western Balkans and of the minorities in the region makes it difficult to adopt common methodological approaches and compare results across countries. The definition of national and/or ethnic and linguistic minorities has changed over time and is not uniform in all the beneficiaries and entities in the region. From the moment in which these beneficiaries affirmed their national sovereignty since the break-up of the Former Yugoslavia and the transition in Albania, they have been gradually adopting regional, international and EU proposed standards and norms. The EU accession process in which some beneficiaries are taking part and to which others aspire requires for potential EU candidates to ratify and implement the Convention and the Charter in order to satisfy the political criteria to join the EU.

However, the individual beneficiaries and entities have unevenly ratified and implemented these conventions, with Kosovo\* still being unable to do so due to its status. The lack of progress on constitutional changes, which has frozen much of Bosnia and Herzegovina's political life since the Dayton Agreement, means that outside the three 'constituent nationalities',<sup>2</sup> minority rights are still dramatically short of being respected. ECHR rulings on the right for minorities to hold office have not been implemented through constitutional change yet. Progress has been made though in legislation, with recognition of 17 national minorities and the educational needs of Roma. Another example is Croatia, which holds a distinction between 'old' minorities, such as the Italians, and 'new' ones, such as the Serbs who were not seen as a minority before 1991. Even the tools for identifying minorities in the region are uneven. For instance, Bosnia and Herzegovina has conducted a new census to replace the 1991 one, but its results have not been published yet. 'The former Yugoslav Republic of Macedonia' has not been able to renew the census of 2002 due to politically contentious methodological disagreements.

Given the diversity in countries and municipalities, as well as the criteria for choosing the 36 participating municipalities, no general comparative claims can be made about awareness of the Convention and the Charter among minority persons and municipal officers in South East Europe. However, some trends can be identified that are present and obvious across all or most municipalities and countries. These trends may be used by organisations and authorities to target certain groups in future efforts to increase awareness of minority rights, and may inspire follow-up research among certain groups or in certain countries.

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<sup>2</sup> Bosniak, Croat and Serbian.



This chapter will first outline the chosen target groups for this awareness assessment, and then detail the sampling methods used to approach them. After that, the questionnaire used will be explained, along with the manner in which the collected data was analysed. Finally, the process of the research and the ways in which respondents were approached is described.

## 2.a. Target groups

The awareness assessment aims at measuring the awareness of minority rights in the municipalities among specific target groups, namely:

- municipal officers involved in minority policies
- municipal officers not involved in minority policies
- minority persons involved in minority policies
- minority persons not involved in minority policies

These target groups were selected for two reasons. The first is the accessibility of target groups. Within the financial and time constraints, a large-scale pole among the population in general would not be possible. It is also questionable whether this would have been useful for the purposes of this research. Extensive knowledge of the rights enshrined in the Convention and the Charter cannot be expected from the population at large. A low awareness among people in general would not offer useful insights for future action. Knowledge about minority rights is however very relevant for the lives of the persons it concerns, those belonging to minority groups, and to the persons working for authorities charged with implementation. These are the groups for whom the Convention and Charter are specifically relevant

The second reason is therefore that these are the groups that will be mainly involved in the local projects in the framework of the project as a whole. The projects are initiated and implemented by the municipality and minority stakeholders. Representatives of the municipality and of minority groups together form Municipal Taskforces for the implementation of the projects. The two target groups of municipal officers involved in minority policies and minority persons involved in minority policies are therefore considered to represent those persons involved in the project implementation.

The groups of municipal officers and minority persons not involved in minority policies partly serve as 'control groups', to assess whether involvement in minority policies indeed means more knowledge of minority rights. Aside from that, minority persons not involved in minority policies can also be considered representative of minority people in the municipality in general, within the constraints of time and resources. Moreover, the local projects that will be implemented aim at improving their position.

## 2.b. Sampling methods

Randomised sampling was not possible within the constraints of time and resources. Moreover, it would not have been effective in reaching the chosen target groups. Given the nature of minority groups, complications ensue if one follows a randomised quota sampling. For example, there are (fortunately) no minority lists which one could use to select, for example, every 10<sup>th</sup> person on the list. Moreover, one cannot sample in the streets because it is not possible to assume who is a minority person and who is not based on physical characteristics. The target groups therefore necessarily had to be reached through other channels than random selection or street interviews.

Since the target groups are quite narrow and specific, non-probability purposive methods were used to approach them: expert sampling and quota sampling. Expert sampling was used for both target groups of municipal officers as well as the target group of minority persons involved in minority policies. Quota sampling applies to the target group of minority persons not involved in minority policies.

- ***municipal officers, involved and not involved in minority policies***

Municipal officers are considered 'experts' that represent a specific professional group with specific qualifications and expertise. Within the method of expert sampling, if the responses within a group are comparable, a small sample will suffice to draw conclusions.

The main possible bias for the awareness of municipal officers within the two groups could be the level within the municipal organisation they have reached. It might be that those with higher-level functions have more knowledge of minority rights than those with lower level functions. Another bias might be where municipal officers have acquired possible knowledge they have of minority rights. They may have been specifically trained or gained work experience, which could account for more knowledge in one municipality or in one group as opposed to others. Since the questionnaire was very lengthy already, this line of questioning was not included at this stage. It might however be an issue to explore in possible qualitative follow-up research.

The minimum number of responses needed from each of the two groups of municipal officers in order to draw conclusions was set at 5, so at least 10 municipal officers per municipality. This, however, was differentiated according to the population size of each municipality.<sup>3</sup>

*Table 1. Minimum number of municipal officers responses depending on population size*

<b>Population size</b>	<b>Minimum number of municipal officers for each group (involved and not involved) and minority persons (involved)</b>
< 10,000	5
10,000 – 20,000	6
20,000 – 40,000	7
40,000 – 80,000	8

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<sup>3</sup> When statistical information on the population of a municipality is missing, the national experts asked the municipality or Council of Europe contact points.

80,000 – 160,000	9
160,000 – 320,000	10
320,000 – 640,000	11
> 640,000	12

- ***minority persons involved in minority policies***

For minority persons involved in minority policies, also the method of expert sampling was used. They are a specific group of people that are often active in associations, NGOs and other interest groups and often higher educated than the group of minority persons in general. They might be considered the political and/or cultural elite within their groups, and since they actively work to promote minority rights, they could be expected to have a high awareness of these rights. The expert sample of persons belonging to this group can show whether this is the case or not.

One possible ground for bias for this target group is their measure of cooperation with or opposition to the municipal authorities. Especially regarding the questions about the measure in which minority rights are implemented in the municipality, the answers may differ between persons working closely with the municipality and persons critical of municipal policies or authorities. To neutralise this bias to some extent, respondents were sought both through and outside of municipal networks. If the answers within this group differ significantly, this could be a reason for qualitative follow-up research.

The minimum number of respondents for this target group was set at 5 respondents with diverse backgrounds, differentiated according to the population size of the municipality (as per table above). Statistics on the number of minority population per municipality are not always available and when they are, they are often outdated or severely contested. Given the inconsistent availability and validity of the statistics, the number of respondents has been differentiated based on the total population of the municipality and not the minority population size of that municipality.

- ***minority persons not involved in minority policies***

For this group, non-randomised quota sampling was used. In this method, a minimum number of respondents is set at 7 persons, differentiated according to the total population of the municipality (see table below). In each beneficiary, the national expert was asked to make the sample as representative as possible according to sex, age and education level.

Since randomised sampling was not possible, a feasible approach was to target minority persons via organisations such as religious groups and NGOs. This carries a risk of bias, since persons not active in organisations might be omitted by this approach. Therefore, where possible, this target group was also approached in neighbourhoods, meeting places and bars that are frequented by minority groups.

Moreover, the number of respondents per subcategory of gender, age and education level will be relatively small, so extreme opinions will have a relatively large effect on the final results for the group. Another possible bias is the specific ethnicity of the respondents. Ruthenian minority persons may have a different experience than Roma persons in a

municipality. It is however not feasible to demand inclusion of all ethnic groups in relative measure in the target group in each municipality, since some municipalities have inhabitants with as many as 19 ethnicities. The group of respondents will at least include members of the minority group(s) targeted by the local project in the framework of the project, and may include others.

*Table 2: Minimum number of minority responses depending on population size*

<b>Population size</b>	<b>Minimum number of minority persons (not involved)</b>
< 10,000	7
10,000 – 20,000	8
20,000 – 40,000	9
40,000 – 80,000	10
80,000 – 160,000	11
160,000 – 320,000	12
320,000 – 640,000	13
> 640,000	14

## 2.c. Questionnaire

The questionnaire for the awareness assessment was drawn up by the international experts, in close cooperation with the Council of Europe. A number of different lines of questioning were included in the questionnaire. Personal information on gender, age, education level and such was asked, as well as questions on minority status and whether or not a respondent worked for the municipality and was involved in minority policies or not, that would distinguish between target groups. To assess respondents' awareness of the Charter and the Convention, they were asked outright whether they were familiar with these pieces of legislation and knew the content, but were also asked to answer true or false questions about their content. Another line of questioning involved the importance respondents attach to different rights enshrined in Convention and Charter, and how well they feel these are implemented in their municipality. And the questionnaire asked respondents to say what organisation, group or authority they felt are most responsible for promoting minority rights and protection, and which was most effective in doing so. A final line of questioning was mainly relevant for the project assessment that took place simultaneously. Respondents were asked whether they thought the topic to be addressed by the local project is a priority, and whether they think it will be a success.

Below, the different lines of questioning are explained in more detail, along with the manner in which they were analysed for the national reports and the cross-country report. The full questionnaire can be found as Annex B.

- **Personal information**

The answers to these questions are mainly used to characterise the respondents in order to categorise them in one of the target groups, and along the lines of sex, age and education level.



While an effort was made to also differentiate the respondents according to ethnicity, dividing them in former Yugoslav minorities, minorities with kin-state and minorities without kin-state, this was not possible for methodological reasons. Since the definition and the interpretation of what does and does not constitute a minority group differs between beneficiaries, and because the questionnaire was not suited towards this sort of analysis, a methodologically sound division of ethnic groups proved impossible.

- ***Awareness of Convention and the Charter***

In the questionnaire, respondents were first asked outright about whether they are familiar with the Convention or the Charter and with its contents. The answers to these questions, 13 and 16, were analysed in-depth. By dividing the respondents not only along the lines of the four target groups, but also sex, age and education level, the factors that are most decisive for more or less awareness of the Charter and the Convention could be identified.

Respondents were also asked whether they think these documents are applicable to the law in their country, as a form of control question. The right answer to that question is yes everywhere, except for Albania and “the former Yugoslav Republic of Macedonia” concerning the Charter.

To test whether people really knew about the document or not, a true/false section was added for each. Five rights were summed up, and for each the respondents were asked to say if it is in the Convention or Charter or not. So as not to confuse respondents, the right answer was true for all five; only rights that are indeed in the documents were used. This was told to respondents after completing the section.

Unfortunately, the purpose of the true/false section did not work in all cases. National experts reported back that some respondents answered 'true' to the rights they think *should* be in the Convention, and did not see it as a test of their knowledge of what actually *is* in the Convention. For the analysis, questions 15 and 18 could therefore not reliably be used as an indicator of awareness and were disregarded.

- ***Awareness of international and national bodies***

The questionnaire not only addressed awareness of the international documents concerning minority rights and protection, but also of the bodies charged with implementation and enforcement of the rights enshrined in the documents. Respondents were again first asked outright whether they are familiar with the *international* bodies. The next question was a form of control-question, asking where these bodies are based. Respondents who indicated that they know what these bodies do, could be expected to know where they are based too, and might have exaggerated their knowledge of the bodies if they do not know where they are based. A following question asked about familiarity with *national* bodies, and the next asked about familiarity with the obligation of countries to send state reports.

- ***Familiarity with national legislation, policies and strategies***

Question 23 asked respondents outright whether they are familiar with national (legal) instruments. This question too was selected for in-depth analysis, comparing respondents of different sexes, ages and education levels.

- ***Importance and implementation of rights***

Aside from respondents' awareness of their rights, the questionnaire asked what priority they attached to different rights enshrined in the Convention and the Charter. A list of 11 rights was picked from the documents. Respondents were first asked to rank the importance of each right, and then the measure to which they felt this right is respected in their municipality.

In the analysis, the average rating given to the ten rights was calculated. This offers an idea of which rights are deemed more and less important by respondents. The extent to which respondents feel these rights are respected in their municipality was calculated per beneficiary.

- ***Most crucial for preservation of identity***

In an open question, respondents were asked what rights they feel are most crucial. Having given respondents an idea of what kind of rights the Convention and Charter contain in the former questions, they were asked what one to three rights they think are most crucial to preserve the identity of minority groups. This question was also more extensively analysed according to sex, age and education level.

- ***Main barriers***

The next question asked what respondents thought are the main barriers in the municipality that prevent implementation of minority rights. Respondents were given seven choices, but could also add their own as an eighth option. They could choose up to three answers.

- ***Same level of protection for all minorities and for men and women?***

Respondents were further asked whether they think different minority groups in their municipality enjoy the same level of protection or not, and whether they think minority persons of different sexes in their municipality enjoy the same level of protection or not.

- ***Responsibility for solving problems and effective in protecting minorities***

There are many different organisations and authorities involved in implementing minority rights and protection measures. Respondents were asked to rank six actors on a five-point scale as to how responsible they feel these actors are for taking minority protection measures. The next question asks how effective respondents think these actors are in doing this.

- ***Questions concerning the local project***

The last line of questioning asked about the local project; whether respondents consider the problem addressed by the project a priority, and whether they think it will be a success. The same questions were asked in the project assessment among the Municipal Taskforce

members charged with the implementation of the projects. A significant difference in either the priority attached to the project or the perceived chance of success between those implementing a project on the one hand, and minority persons and municipal officers in the municipality in general on the other hand, could indicate a risk factor for the project's implementation.

The analysis of the answers to these crosscutting questions was done in the first cross-country project awareness report published in April 2015.

### ***Translation of questionnaire***

The questionnaire was translated by the national experts into all six national languages used in the seven beneficiaries. In each municipality, the national experts discussed whether it would be useful and possible to also translate the questionnaire into minority languages. This was not deemed necessary anywhere, although in a few municipalities the help of community leaders or volunteers was engaged to explain some of the more difficult questions in the respondents' native minority language. In many countries, national experts used each other's translations, in case a minority group in one beneficiary is a majority group in another.

### ***National and local changes to questionnaire***

Due to differences regarding constitutional framework, culture and use of language between different beneficiaries and municipalities, the questionnaire had to be adapted in some cases to suit the national or local situation and maintain the meaning and purpose of the questions.

In 'the former Yugoslav Republic of Macedonia' and Kosovo\*, the term 'minority group' was changed into 'non-majority community'. Also in both these beneficiaries, 'regional authorities' were disregarded or deleted because these do not exist there. In Kosovo\* and Bosnia and Herzegovina, the question about languages was changed to accommodate the existence of multiple national languages. Finally, in Bosnia and Herzegovina, the term 'regional authorities' was changed into 'entity/cantonal authorities' to comply with its institutional framework, and specifically for Sarajevo, the term 'municipality' was changed into 'City of Sarajevo', because the City of Sarajevo encompasses multiple municipalities.

### ***Difficulties encountered relating to the questionnaire***

While the awareness survey has yielded a wealth of data and information from over a thousand respondents, there were some difficulties encountered during the field work related to the questionnaire. In future research among the same target groups or regarding the same topic, the comments from respondents and experience of the national experts can be taken into account, as lessons learnt.

The comment heard most often from respondents was that the questionnaire was too lengthy. Over forty questions were posed, and it took respondents between 45 minutes and two hours to complete it. With a shorter questionnaire, the national experts could have engaged more respondents, although in that case there would have been less information from more respondents. With this lengthier questionnaire, fewer respondents were able and

willing to participate in the available timeframe. However, there is now more information from fewer respondents.

The length of the questionnaire was a problem for two groups in particular. In some municipalities, illiterate members of minority groups were interviewed orally. Each question had to be explained at some length, which meant that in many cases it took more than one or even two hours to complete one questionnaire. Another group that lost patience with the questionnaire towards the end were municipal officers who were also the target group for the project assessment. The project assessment was done in the course of the same field visit as the awareness assessment, and this was felt to be too much of a burden by some municipal officers.

Another problem encountered was that some respondents deemed the questionnaire too difficult. Especially for people with lower education levels, the language in the questionnaire was hard to understand. This also limited the number of respondents in some municipalities, because the interviewers had to explain at length what was meant. This applied particularly to the questions concerning the priority people attached to rights in the Convention and Charter, 24 a to 34 b. When drawing up the questionnaire, the choice was made to use the original language in the documents, and include a short explanation of what the right meant in brackets behind it. While this worked well for more educated respondents, the simplified explanations were still too difficult to understand for those with little education.

In itself, the finding that lower educated and illiterate respondents have grave difficulties to grasp the meaning of the rights enshrined in the Convention and Charter is relevant. The documents were drawn up following a legal logic, and the rights are meant to be generally applicable. This however makes the meaning of these rights difficult to translate to the everyday life of the people concerned.

The research process has in this sense also contributed to the overall goal of the project; over a thousand people in South East Europe were interviewed at length about the Convention and Charter, including illiterate and lower educated persons that had never heard of these rights before. They have gained extensive knowledge, not only about the existence of these documents, but also of their content. This in itself may have a positive influence on their capacity to invoke these rights.

## 2.d. Process

At the end of November 2014, the Research Team started detailing the methodology for the awareness assessment, and developing the instruments needed to carry it out. First, a general work plan and then a more detailed document for the national experts with instructions on finding and contacting the target groups were written. Both documents were submitted to and approved by the Council of Europe. Simultaneously, a questionnaire for the awareness assessment was developed in close consultation with the Council of Europe, as well as templates for the reports on the findings per municipality and the national reports.



## **Field visits**

In January 2015, most field visits of the national experts to the municipalities took place. Some municipalities were visited multiple times over the course of two months, while others were visited once. The national experts tried to set up as many personal interviews as possible with the respondents for the project assessment and where possible also the awareness assessment, and they co-ordinated the awareness assessment during these visits.

It differed per municipality how this awareness assessment took place. A number of methods were used, suited to the specific nature of the different municipalities and minority groups. In some cases, many respondents were gathered to a common meeting at which they also filled out the awareness assessment questionnaire. In other cases, the national experts contacted NGOs and other organisations to do a snowball sample, or they went to a neighbourhood inhabited mostly by minority persons to do door to door surveys. In the paragraph on approach of respondents below, the methods used are described in more detail. So while an effort was made to harmonise methodology, this was only possible to a certain degree due to the differing circumstances in municipalities.

After the minimum numbers of respondents per municipality per target group was set, an extra effort had to be made in some municipalities to get more respondents in one or more target groups. This was easier in some municipalities than in some others, due to different reasons explained in the next section.

The results of the awareness assessment were analysed by the national experts for each of the municipalities using mainly Microsoft Excel. The national experts produced an analysis for each municipality, as well as a national report comparing the results of the different municipalities within their country.

## **First draft national reports submitted**

In March 2015, the first drafts of the national reports were submitted to the Council of Europe. At a meeting of the Steering Committee for the project in Prishtina at the end of that month, the international expert informed the Steering Committee members about the state of play concerning the awareness assessment and asked them to indicate any specific wishes in the analysis of the data gathered in the field visits. The comments received from Steering Group members and from the Council of Europe after this meeting asked that the answers to certain questions be analysed more in-depth according to sex, age and education level, and that the national reports be harmonised in style and content.

## **Harmonisation of national reports and cross-country analysis**

In the following months, the national and international experts invested in harmonising the contents and style of all seven national reports. The quantitative results of the assessment for each beneficiary were then added up to do a cross-country analysis. Chapter three of this report conveys the results of this cross-country analysis, while the national reports are annexed.

## 2.e. Approach of respondents

The national experts used multiple methods to identify and approach respondents for the awareness assessment. Since the assessment took place in different municipalities among different target groups, different approaches were needed, especially for minority respondents.

- ***Approach municipal officers***

Municipal officers, mainly the contact persons for the project within the municipalities, were asked to spread and collect the questionnaires amongst their colleagues. In the questionnaire, the municipal officers could indicate whether or not they had professional involvement with minority policies. An effort was made to include both men and women, but since not all municipal organisations are gender balanced, this was not an obligation. Municipal officers were either sent the questionnaire by email, or were interviewed face to face by the national experts.

- ***Approach minority persons involved in minority protection***

The respondents in this group were approached through the networks of the municipality, through NGOs or networks of the national experts. An effort was made to contact organisations within the municipality's network, as well as outside of this network, to avoid possible bias. This did not succeed in all cases. In some municipalities, there were only very few organisations and minority persons active in the field of minority protection. These organisations were likely to all be within the municipality's network, so none existed outside. In other municipalities, all the larger organisations had close relations with the municipality, while those that did not were so small, consisting solely of volunteers, that the effort asked of them to fill out the questionnaire was too much. Even after multiple reminders, these people were too busy to participate and did not answer the questionnaire.

- ***Approach minority persons not involved in minority protection***

The national experts have used a mixture of approaches to reach the target group of minority persons not involved in minority protection policies. Suggestions from the municipal contact persons for the project were used in every municipality. Aside from those contacts, national experts found respondents through NGOs, minority leaders or the head of a minority commune or village, through neighbourhoods, bars or other meeting places of minority persons, through their own academic and civil society contacts, through other organisations that have conducted research among the same target group in the past and through snowballing via these different sources.

It mattered for the approach whether minority groups were relatively small or large in comparison to the total population of the municipality. A smaller group was generally harder to target and approach, while respondents from a larger group were easier to find. In some cases, the minority group was a majority group in the municipality concerned, even though they were a minority in that specific beneficiary taken as a whole. In those cases, the involvement of minority persons in local society and authorities was usually quite extensive, making it easier to target them for the assessment.

It also mattered whether minority groups are more integrated in the general population of the municipality, or more segregated. More fully integrated groups were the easiest to identify, through organisations and authorities. Almost fully segregated groups could in many cases also be found more easily, when they inhabited a specific area of a town or frequented specific meeting places. Most difficult to approach were groups that were neither more integrated, nor almost fully segregated.

The education level of respondents was important too. Lower educated groups, and especially illiterate respondents, were more difficult to find and approach. Not only were they less likely to be organised or involved in institutions or authorities, they also had difficulties understanding the purpose of the assessment and were less likely to consent to participate. Moreover, they had to be interviewed orally and were unlikely to have an email address to use for a snowball approach of other possible respondents.

Finally, the organisational capacity of the minority group was of influence. Minority groups with active organisations with a higher capacity were easier to identify and target through these organisations, while it was relatively difficult to find respondents from minority groups with a low level of organisation.

### ***Number of respondents***

The total number of respondents across the participating municipalities in the seven countries exceeds the minimum number that was set in the methodology. The minimum number to be reached was 1,078. In practice, a total of 1,302 persons participated in the awareness assessment.

The number of respondents is however not evenly spread over the different municipalities. In some municipalities, a significantly larger number of respondents was found than the minimum required, while in others the minimum for each target group was not reached. On the whole, however, the targets were reached in most municipalities.

Where the minimum number of respondents for a certain target group was not reached, this had different reasons for different municipalities and target groups. On the whole, the timing of the field visits in early January was unfortunate. For some groups, it was the Christmas holiday season, which made it hard to make appointments with them. Also, the cold winter weather presented a complication. Not only were many possible respondents down with flu or colds, it was also impossible in some municipalities to reach more remote villages inhabited by minority groups due to snowfall.

Specifically for municipal officers, a difficulty arose from the fact that the awareness assessment and the project assessment were taken at the same time, as described above. Many felt that this demanded too much time investment from them. There were also municipalities where the minimum number of municipal officers involved in minority protection could not be reached, simply because there were not enough municipal officers who worked in this field.

Specifically for minority persons, as said, lower education or illiterateness was a complicating factor. Persons with little or no education tended not to understand the purpose of the research, had difficulty understanding the questions and if they did consent to participate had to be guided through the questions by the interviewer, limiting the number of persons that could be interviewed within the time frame. In this group, it was also harder to find female respondents. In some municipalities, women declined to participate, suggesting their husband was interviewed instead. For this particular group of minority persons with little or no education, a qualitative research method or a method specifically designed for lower educated or illiterate respondents might yield better results.

A final comment to note was that some minority respondents, especially in Kosovo\*, deemed the questions irrelevant in the lights of more existential battles. Their first priority was their social and economic situation, compared to which language and cultural rights seem trivial to them.

### 3. Cross-Country Analysis of Results

In the following analysis, the respondents in the different countries and municipalities are treated as a single group of respondents. However, as was explained in chapter two, the municipalities were not selected for their representativeness of the population of the country, region or minority group. The conclusions from the awareness assessment must be seen in this light. Only when a trend is obvious and visible across countries and municipalities may it safely be assumed that the results are representative. Therefore, the report does not speak of conclusions but of trends, which are apparent and might be used to inspire follow-up research and targeted campaigns and actions.

#### 3.a. Personal information on respondents

As mentioned above, in total 1,302 respondents across South East Europe were interviewed for this awareness assessment.

##### **Sex**

The group of respondents as a whole is very gender balanced, but this is not the case in each individual beneficiary. In Kosovo\* for instance, 58% of the respondents were male, while in Albania, significantly more women than men participated.

*Table 3: Percentages of men, women, other gender respondents per beneficiary*

	<b>Albania</b>	<b>BiH</b>	<b>Croatia</b>	<b>Kosovo*</b>	<b>FYROM</b>	<b>Montenegro</b>	<b>Serbia</b>	<b>overall</b>
men	44.44%	49.01%	48.61%	58.00%	54.46%	47,95%	48.86%	50,19%
women	55.56%	50.99%	51.39%	42.00%	44.55%	52,05%	51.14%	49,67%
other	0%	0%	0%	0%	0.99%	0%	0%	0,14%

##### **Language**

The percentage of respondents that indicated their native language is considered a minority language in their country varies widely between countries. In 'the former Yugoslav Republic



of Macedonia', only close to 15% speaks a minority language, while in Croatia 75% of respondents say they speak a minority language. Due to the fact that the question was posed differently in Kosovo\*, there are no results for this beneficiary.

*Table 4: Percentage of respondents indicating that their language is considered a minority one*

<b>Albania</b>	<b>BiH</b>	<b>Croatia</b>	<b>Kosovo*</b>	<b>FYROM</b>	<b>Montenegro</b>	<b>Serbia</b>
64.58%	47%	75%	N/A	14.85%	34.25%	67.80%

When asked whether they speak the official language(s) of their country, most respondents indicated that they did. In Albania, Bosnia and Herzegovina, Croatia, 'the former Yugoslav Republic of Macedonia' and Montenegro, almost everyone speaks one or more of the official languages of the country. In Bosnia and Herzegovina, the question asked was 'Do you speak Bosnian/Serbian/Croatian?'

In Kosovo, the question was adapted, asking all respondents whether they spoke Albanian (\*), and then in the next question whether they spoke Serbian (\*\*). A significantly higher percentage of respondents speak Serbian compared to Albanian. This is because most Albanian native speakers have also learnt to speak Serbian in Kosovo\*, while Serbian native speakers are less likely to also speak Albanian. In future, the percentage of Albanian native speakers who also speak Serbian will probably decrease, as Serbian is no longer taught in schools as a second language.

Serbia has the lowest percentage of respondents who speak and understand the official language of their country. This mainly concerns the municipality of Bujanovac, where a relatively high number of respondents with an Albanian or Roma background indicated they speak and understand Serbian only a little. The percentage for the beneficiary as a whole is brought down further by respondents in Petrovac na Mlavi, of whom a relatively large number declined to answer this question. In this municipality, also a relatively high percentage of respondents declined to state their ethnicity.

*Table 5: Respondents' knowledge of the official language*

<b>Albania</b>	<b>BiH</b>	<b>Croatia</b>	<b>Kosovo*</b>	<b>Kosovo**</b>	<b>FYROM</b>	<b>Montenegro</b>	<b>Serbia</b>
96.53%	100%	100%	56.57%	79.00%	98.02%	92.52%	67.80%

## **Age**

The vast majority of respondents are adults, between the ages of 28 and 64 years. This is not surprising, since municipal officers comprise two of the four target groups and they are highly likely to be in this age group. Respondents in Serbia and Kosovo\* are relatively younger than elsewhere.

*Table 6: Respondents by age groups*

<b>0-27 years; young</b>	<b>28-64 years; adult</b>	<b>65+ years; senior</b>
22.93%	70.04%	7.03%

Table 7: Respondents by age groups per beneficiary

	Albania	BiH	Croatia	Kosovo*	FYROM	Montenegro	Serbia
young	13.99%	23.27%	25.00%	30.50%	30.69%	6.85%	30.27%
adult	78.32%	73.76%	67.36%	67.00%	69.31%	92.47%	65.13%
senior	7.69%	2.97%	7.64%	2.50%	0.00%	0.68%	4.60%

### Education level

Compared to the population in general, a relatively high percentage of respondents is university educated. This may be because the target groups of municipal officers are likely to have a university education, and also minority persons involved in minority protection policies are likely to be higher educated. The most university educated respondents can be found in 'the former Yugoslav Republic of Macedonia' and Montenegro, while the most respondents with none or only primary education can be found in Albania and Kosovo\*.

Table 8: Respondents by educational level

None	Primary	Secondary	Vocational	University	9th grade
3.54%	8.44%	24.84%	10.96%	51.82%	0.40%

Table 9: Respondents by educational level per beneficiary

	Albania	BiH	Croatia	Kosovo*	FYROM	Montenegro	Serbia
None	10.42%	6.44%	0.00%	5.50%	0.00%	2.05%	0.38%
Primary	6.94%	10.89%	10.42%	21.50%	1.98%	2.05%	5.32%
Secondary	18.06%	27.72%	36.11%	29.50%	11.39%	12.33%	38.78%
Vocational	10.42%	14.36%	15.97%	10.00%	11.88%	0.00%	14.07%
University	51.39%	40.59%	37.50%	33.50%	74.75%	83.56%	41.44%

### Target groups

Of the group of respondents as a whole across countries, almost 40% is municipal officer, while 60% is not. Almost 38% of them is involved in minority policies, while a little over 62% is not.

Table 10: Respondents who identified themselves as employed or not by their municipality

Employed by municipality	Not employed by municipality
39.81%	60.19%

Table 11: Respondents who identified themselves as working on minority issues

Working on minority policies/protection activities	Not working on minority policies/protection activities
37.56%	62.44%

### 3.b. Awareness of the Convention

A little over a quarter of respondents across countries has heard of the Convention and is familiar with the content, while almost one third has never heard of it. The others have heard

of it, but do not know the content. Especially considering that almost 38% of respondents are involved in minority protection policies, the measure of familiarity with the Convention and its content can be called low.

*Table 12: Overall awareness of Convention*

<b>Are you familiar with the Framework Convention for the Protection of National Minorities?</b>	
<b>Possible answers:</b>	<b>Percentages per answer</b>
a. I have heard of it, and am familiar with the content	25.53%
b. I have heard of it, but don't know the content	43.54%
c. no	30.96%

The table below conveys the answers given by respondents in the seven beneficiaries. However, for the reasons stated in chapter two, a comparison between beneficiaries cannot be made due to the differences between beneficiaries, municipalities and minority groups. It can therefore not be concluded that Kosovars are on the whole less aware of the Convention, or that Montenegrins are more aware.

*Table 13: Awareness of Convention by beneficiary*

	<b>Albania</b>	<b>BiH</b>	<b>Croatia</b>	<b>Kosovo*</b>	<b>FYROM</b>	<b>Montenegro</b>	<b>Serbia</b>
a	33.33%	28.22%	37.50%	27.50%	11.88%	19.80%	20.45%
b	45.83%	49.01%	39.58%	36.50%	35.64%	38.37%	59.85%
c	20.83%	22.77%	22.92%	36.00%	52.48%	42.02%	19.70%

Below, the answers of respondents are therefore analysed more in-depth according to sex, age and education level. Also, a division is made between those employed by the municipality or not, and those involved in minority protection policies or not.

### ***Convention and sex***

When segregating the answers by sex, women turn out to have significantly less familiarity with the Convention than men. Fewer women indicate that they are familiar with the Convention and its content, and more of them said they have never heard of it.

*Table 14: Awareness of the Convention by sex*

	<b>Men</b>	<b>Women</b>	<b>Other</b>
a	29.58%	21.29%	0.00%
b	40.97%	45.32%	0.00%
c	29.45%	33.38%	100.00%

### ***Convention and minority status***

Question 4 asked respondents whether they consider themselves part of a minority group. Of those that answered yes to this question, and therefore are likely to be the target group for the rights enshrined in the Convention, only slightly more than 24% have heard of the Convention and are familiar with its content, while one third of them has never heard of it at all. Respondents who answered that they do not consider themselves part of a minority

group, among whom many are municipal officers, are somewhat more familiar with the Convention. Relatively more of them indicate that they are familiar with the Convention and its content, and fewer of them have never heard of it at all.

*Table 15: Awareness of Convention according to minority status*

	<b>Respondent considers him/herself part of minority group</b>	<b>Respondent does not consider him/herself part of minority group</b>	<b>Respondent prefers not to say whether s/he is part of a minority group</b>
a	24,23%	29,72%	21,81%
b	42,51%	41,51%	38,09%
c	33,26%	28,77%	40,10%

Segregating the answers further, the assumption that the higher percentage of non-minority persons who are familiar with the Convention is related to their status of municipal officer is strengthened. Question 9 asked respondents whether they are employed by the municipality or not. Those who answered yes are significantly more familiar with the Convention and its content than those who answered no.

*Table 16: Awareness of Convention among municipal officers and those not employed in municipalities*

	<b>Employed by municipality</b>	<b>Not employed by municipality</b>
a	32,98%	21,77%
b	40,61%	43,71%
c	26,41%	34,52%

### ***Convention and age***

The older the respondents are, the more likely that they are familiar with the Convention and its content. The difference between adults and seniors is significant, but it must be kept in mind that the group of senior respondents is quite small. However, the difference between young respondents and others is also significant, and the number of young respondents is large enough to consider this a trend. Of the young respondents, only a little less than 18% have heard of the Convention and are familiar with its content, while as many as almost 36% have never heard of it. This could well be related to the fact that respondents in Montenegro have more awareness than those in Kosovo\*, since their average age is significantly higher.

*Table 17: Awareness of Convention by age*

	<b>0-27 years; young</b>	<b>28-64 years; adult</b>	<b>65+ years; senior</b>
a	17,86%	27,01%	42,02%
b	43,48%	42,57%	37,27%
c	35,81%	30,42%	20,71%

### ***Convention and education level***

Unsurprisingly, higher educated respondents are more likely to be aware of the Convention and its content than lower educated ones. Respondents with university education are most aware of the Convention overall, followed by those with vocational education. Of the respondents with no education, only very few have heard of the Convention and know its

content. Ninth grade is added because a small number of respondents gave this answer. This group is however too small to draw any conclusions from their answers.

*Table 18: Awareness of Convention by educational level*

	<b>None</b>	<b>Primary</b>	<b>Secondary</b>	<b>Vocational</b>	<b>University</b>	<b>9th grade</b>
a	5,45%	10,75%	18,57%	26,87%	31,31%	0
b	23,96%	29,60%	45,47%	40,95%	46,30%	66,67%
c	70,58%	59,65%	35,96%	32,18%	22,39%	33,33%

### ***Convention and involvement with minority protection policies***

Together with education level, the most significant difference seems to exist between those respondents who are involved in minority protection policies (i.e. those who answered yes to question 11) and those who are not (i.e. those who answered no to question 11).<sup>4</sup> As might be expected, respondents who work in the field are far more likely to have heard of the Convention and know its content. However, the fact that more than 18% of them indicated they have never heard of the Convention, even though they work actively for minority protection, is cause for concern.

*Table 19: Awareness of Convention among those involved in minority issues and those who are not*

	<b>Involved in minority policies/protection activities</b>	<b>Not involved in minority policies/protection activities</b>
a	41,60%	21,55%
b	40,08%	45,27%
c	18,32%	33,18%

### ***Applicability of Convention to national law***

Aside from asking respondents outright whether they are familiar with the Convention, they were also asked whether the Convention is applicable to the law in their country, as a form of control question. This is the case in all countries. While Kosovo\*, due to its special status, cannot officially sign and ratify the Convention yet, it is indeed applicable to the law there.

The results of this question were not clear enough in some of the countries, among others because some respondents declined to answer it. But based on the results from Bosnia and Herzegovina, Croatia, Kosovo\* and 'the former Yugoslav Republic of Macedonia', it may be concluded that few respondents are aware of the applicability of the Convention to the law in their country. In these four countries, around two thirds of respondents indicated they did not know.

### ***Trends in awareness of Convention***

The most decisive factors in awareness of the Convention and its contents seem to be education level and age. Respondents with no or only primary education are significantly less aware of the Convention than those with vocational or university education. Regarding age groups, young respondents up to 27 years old are significantly less aware of the

<sup>4</sup> Question 11 being: "Do you work on minority policies or are you involved in minority protection activities as a professional or volunteer in another way?"



Convention than adults and seniors. Slightly less pronounced, but also significant, is the fact that female respondents seem to be less aware than male respondents. Future action to increase the level of awareness of the Convention in South East Europe might benefit from targeting young people, lower educated people and women in particular. A final noteworthy result is that even among the respondents who are actively involved in minority protection policies, over 18% has never heard of the Convention, while only 42% know of the Convention and its content. Investing in awareness of the Convention among this group could be beneficial to the implementation of the Convention, with probable spill-over effects on awareness among minority people in general.

### 3.c. Awareness of the Charter

The Charter has been signed and ratified by four of the seven beneficiaries. Kosovo\* has not done so due to its special status, although the Charter is applicable to the law there. Albania and 'the former Yugoslav Republic of Macedonia' have not signed and ratified the Charter yet.

Only a little less than 18% of respondents across the seven beneficiaries has heard of the Charter and is familiar with its content. For the Convention, this is a little over 25%. Compared to the Convention, also a higher percentage of respondents indicate they have never heard of the Charter, almost 40%. For the Convention, this is almost 31%.

*Table 20: Overall awareness of Charter*

<b>Are you familiar with the European Charter for Regional and Minority Languages?</b>	
<b>Possible answers:</b>	<b>Percentages per answer</b>
a. I have heard of it, and am familiar with the content	17.73%
b. I have heard of it, but don't know the content	42.56%
c. No	39.71%

Again emphasising that a direct comparisons between countries cannot be made because of the differences between respondent groups in the countries, the table below shows the overall results per beneficiary for awareness of the Charter.

*Table 21: Awareness of Charter by beneficiary*

	<b>Albania</b>	<b>BiH</b>	<b>Croatia</b>	<b>Kosovo</b>	<b>FYROM</b>	<b>Montenegro</b>	<b>Serbia</b>
a	6.34%	15,84%	40.28%	14.57%	9.82%	21.15%	18.85%
b	42.25%	36,14%	38.89%	34.17%	55.80%	39.03%	51.15%
c	51.41%	48,02%	20.83%	51.26%	34.38%	39.80%	30.00%

When comparing the awareness of the Charter with that of the Convention in the different countries, some striking results appear. While overall, awareness of the Charter is lower than of the Convention, this is not the case in each of the individual countries. Respondents in Albania, Kosovo\* and Serbia are less or much less familiar with the Charter than with the Convention. Over half of the respondents has never heard of the Charter.

In Croatia, 'the former Yugoslav Republic of Macedonia' and Montenegro, however, respondents have more often heard of the Charter than of the Convention. The difference is most significant for 'the former Yugoslav Republic of Macedonia', where more than half of the respondents indicated they had never heard of the Convention, while for the Charter this is one thirds. This is extra striking because this beneficiary has not signed and ratified the Charter yet. A possible explanation could be that a public debate on the possible ratification of the Charter is taking place in 'the former Yugoslav Republic of Macedonia' is taking place, drawing media attention to it and thereby increasing awareness of the existence of the Charter. This could be a valuable issue for follow-up research, especially since it would also offer information on possible instruments that may increase awareness.

*Table 22: Comparison between beneficiaries of awareness of Convention and Charter*

	<b>Albania Convention</b>	<b>Albania Charter</b>	<b>Kosovo* Convention</b>	<b>Kosovo* Charter</b>	<b>Serbia Convention</b>	<b>Serbia Charter</b>
a	33.33%	6.34%	27.50%	14.57%	20.45%	18.85%
b	45.83%	42.25%	36.50%	34.17%	59.85%	51.15%
c	20.83%	51.41%	36.00%	51.26%	19.70%	30.00%
	<b>Croatia Convention</b>	<b>Croatia Charter</b>	<b>FYROM Convention</b>	<b>FYROM Charter</b>	<b>Montenegro Convention</b>	<b>Montenegro Charter</b>
a	37.50%	40.28%	11.88%	9.82%	19.80%	21.15%
b	39.58%	38.89%	35.64%	55.80%	38.37%	39.03%
c	22.92%	20.83%	52.48%	34.38%	42.02%	39.80%

### ***Charter and sex***

Other than for the Convention, very slightly more women than men indicated they are familiar with the Charter and know its content, although also more women than men have never heard of the Charter. Overall, awareness of the Charter is significantly lower than of the Convention among both sexes.

*Table 23: Awareness of Charter by sex*

	<b>Men</b>	<b>Women</b>	<b>Other</b>
a	16.64%	17.10%	0%
b	44.91%	41.45%	0%
c	38.45%	41.45%	100.00%

### ***Charter and minority status***

The difference in awareness of the Charter between respondents who consider themselves part of a minority group and those who do not is not significant, as opposed to the Convention. A slightly higher percentage of minority respondents has heard of the Charter compared to non-minority respondents, but slightly more of them have never heard of the Charter. In general, awareness of the Charter is lower than of the Convention among both minority and majority respondents.

Table 24: Awareness of Charter according to minority status

	<b>Respondent considers him/herself part of minority group</b>	<b>Respondent does not consider him/herself part of minority group</b>	<b>Respondent prefers not to say whether s/he is part of a minority group</b>
a	15,79%	14,82%	18,87%
b	43,13%	46,46%	38,36%
c	41,08%	38,72%	42,77%

### **Charter and age**

As with the Convention, young respondents indicated they were far less familiar with the Charter than those of 28 years and older. Just under half of the younger respondents have never heard of the Charter. All age groups are less aware of the Charter than of the Convention.

Table 25: Awareness of Charter by age

	<b>0-27 years; young</b>	<b>28-64 years; adult</b>	<b>65+ years; senior</b>
a	11,18%	17,56%	13,82%
b	41,21%	44,11%	48,37%
c	47,60%	38,33%	38,21%

### **Charter and education level**

Respondents with no or only primary education have very little awareness of the Charter. Of those with no education, almost 80% have never heard of it. For the other groups, this is less striking, but in each category one third or more have never heard of the Charter. Interestingly, those with vocational training most often indicated they are aware of the Charter and of its content, more than those with a university education. For the category of vocational training, the difference in awareness of the Convention and the Charter is also the least pronounced.

Table 26: Awareness of Charter by educational level

	<b>None</b>	<b>Primary</b>	<b>Secondary</b>	<b>Vocational</b>	<b>University</b>	<b>9th Grade</b>
a	6,82%	6,42%	14,93%	27,03%	18,14%	0,00%
b	13,64%	28,44%	42,09%	40,54%	48,32%	25,00%
c	79,55%	65,14%	42,99%	32,43%	33,54%	75,00%

### **Charter and municipal officers**

As with the Convention, municipal officers are more aware of the Charter than non-municipal officers, although the difference is less pronounced for the Charter. Both categories are less aware of the Charter than of the Convention.

Table 27: Awareness of Charter among municipal officers and those not employed by municipalities

	<b>Employed by municipality</b>	<b>Not employed by municipality</b>
a	18,01%	15,92%
b	46,68%	39,72%
c	35,31%	44,37%

### ***Charter and involvement with minority protection policies***

A significant difference in awareness of the Charter exists between respondents who are involved in minority protection policies and those who are not. Of the former, 30% is familiar with the Charter and its content, while less than 11% of the latter is. Among both categories, awareness of the Charter is considerably lower than of the Convention.

Table 28: Awareness of Charter among those involved in minority issues and those who are not

	<b>Working on minority policies/protection activities</b>	<b>Not working on minority policies/protection activities</b>
a	30,05%	10,55%
b	42,79%	41,06%
c	27,16%	48,39%

### ***Trends in awareness of the Charter***

Overall, awareness of the Charter is even lower than of the Convention; 30% of the respondents indicate they have heard of the Charter and are familiar with its content. The difference in awareness is most pronounced between those who are not involved in minority protection policies and those who are, and between those with no or only primary education and those with secondary education or higher. The latter categories are significantly more aware of the Charter than the former.

While for all categories, such as sex, age, education level, minority status, employment by the municipality and involvement in minority protection policies, awareness of the Charter is lower than of the Convention, this is not the case when respondents are categorised according to beneficiary. Strikingly, respondents in Croatia, 'the former Yugoslav Republic of Macedonia' and Montenegro are more aware of the Charter than they are of the Convention. This is especially striking for 'the former Yugoslav Republic of Macedonia', since this beneficiary has not signed and ratified the Charter yet.

### **3.d. Awareness of national legislation, policies and strategies**

A little over 21% of respondents say they are familiar with national legislation, policies and strategies, while a little over 35% says they are not. The Convention seems to be best known among respondents, followed by national legislation, policies and strategies. The Charter is least well known.

Table 29: Overall familiarity of national provisions

<b>Are you familiar with national legislation, policies and strategies for the protection of national minorities?</b>	
<b>Possible answers:</b>	<b>Percentages per answer</b>
a. yes	21.29%
b. a little	43.37%
c. no	35.34%

Respondents in Albania, Kosovo\* and Serbia answered in line with the overall result; the Convention is best known to them, followed by national legislation, policies and strategies, while the Charter is least known among them. Respondents in Croatia have practically the same level of awareness of the Charter and of national legislation, policies and strategies. The Convention is least known among Croatian respondents. Respondents in 'the former Yugoslav Republic of Macedonia' are an exception; among them, national legislation, policies and strategies are best known, followed by the Charter. The Convention is least known among them. There are however great differences between municipalities within this beneficiary, as is described in the national report.

Table 30: Familiarity of national provisions by beneficiary

	<b>Albania</b>	<b>BiH</b>	<b>Croatia</b>	<b>Kosovo*</b>	<b>FYROM</b>	<b>Montenegro</b>	<b>Serbia</b>
a	7.80%	17.82%	40.14%	25.50%	19.31%	17,81%	19.31%
b	46.10%	49.50%	40.85%	34.00%	46.04%	32,19%	43.63%
c	46.10%	32.67%	19.01%	40.50%	34.65%	50,00%	37.07%

### ***National legislation, policies and strategies and sex***

Other than for the Convention, there seems to be no difference between men and women regarding awareness of national legislation, policies and strategies. Women are least familiar with the Charter, while they are almost as familiar with the Convention as with national legislation, policies and strategies. For men, there is a significant difference; they are by far most aware of the Convention, followed by national legislation, policies and strategies. Men are also least aware of the Charter.

Table 31: Familiarity of national provisions by sex

	<b>Men</b>	<b>Women</b>	<b>Other</b>
a	20,06%	19,88%	0.00%
b	43,57%	43,27%	100.00%
c	36,36%	36,85%	0.00%

### ***National legislation, policies and strategies and minority status***

Respondents who consider themselves part of a minority group are less aware of national legislation, policies and strategies than those who do not. Both minority and majority respondents are most aware of the content of the Convention, followed by national legislation, policies and strategies, and they are least aware of the content of the Charter.

Table 32: Familiarity of national provisions by minority status

	<b>Respondent considers him/herself part of minority group</b>	<b>Respondent does not consider him/herself part of minority group</b>	<b>Respondent prefers not to say whether s/he is part of a minority group</b>
a	17,82%	21,10%	22,50%
b	44,77%	46,15%	28,75%
c	37,41%	32,75%	48,75%

### ***National legislation, policies and strategies and age***

Again, young respondents are significantly less aware of national legislation, policies and strategies than the older age categories. For all age categories, the result is in line with the overall picture; the Convention is best known, followed by national legislation, policies and strategies, and the Charter is least well-known.

Table 33: Familiarity of national provisions by age

	<b>0-27 years; young</b>	<b>28-64 years; adult</b>	<b>65+ years; senior</b>
a	11,82%	21,78%	26,09%
b	44,41%	43,24%	43,48%
c	43,77%	34,98%	30,43%

### ***National legislation, policies and strategies and education level***

Respondents with no or only primary education have an even lower awareness of national legislation, policies and strategies, than of the Convention and Charter, although the difference between the three is not significant. For awareness of national legislation, policies and strategies, the most significant difference also seems to exist between respondents with none or only primary education and the other education categories.

Table 34: Familiarity of national provisions by educational level

	<b>None</b>	<b>Primary</b>	<b>Secondary</b>	<b>Vocational</b>	<b>University</b>	<b>9th grade</b>
a	4,65%	11,71%	18,02%	27,78%	21,70%	0,00%
b	18,60%	28,83%	39,64%	41,67%	48,25%	25,00%
c	76,74%	59,46%	42,04%	30,56%	30,05%	75,00%

### ***National legislation, policies and strategies and municipal officers***

As with the Convention and the Charter, municipal officers tend to be more aware of national legislation, policies and strategies than non-municipal officers. Both categories are most aware of the Convention, followed by national legislation, policies and strategies, and they are least aware of the Charter.



Table 35: Familiarity of national provisions among municipal officers and those not employed by municipalities

	<b>Employed by municipality</b>	<b>Not employed by municipality</b>
a	23,57%	17,82%
b	40,90%	43,14%
c	35,53%	39,04%

### ***National legislation, policies and strategies and involvement with minority protection policies***

Involvement with minority protection policies seems to be the most determining factor for awareness of national legislation, policies and strategies, as it was for the Convention and the Charter. The difference between both categories is very significant. Both categories are relatively most aware of the Convention, followed by national legislation, policies and strategies, and least aware of the Charter. The fact that almost 28% of those actively involved in minority protection is not familiar with national legislation, policies and strategies is cause for concern. Authorities at national, regional and local level might take action to increase awareness among this group.

Table 36: Familiarity of national provisions among those involved in minority issues and those not involved.

	<b>Working on minority policies/protection activities</b>	<b>Not working on minority policies/protection activities</b>
a	35,07%	12,57%
b	37,33%	43,71%
c	27,60%	43,71%

### ***Trends in awareness of national legislation, policies and strategies***

Overall, respondents seem to be most aware of the Convention, followed by national legislation, policies and strategies, and least aware of the Charter. For respondents in 'The former Yugoslav Republic of Macedonia', this is not the case however. They are most aware of national legislation, policies and strategies, followed by the Charter, and least aware of the Convention. There are however great differences between municipalities within the beneficiary, as is described in the national report.

The most significant differences in awareness of national legislation, policies and strategies exist between different age groups, with young respondents far less aware than older age categories, and education levels, with respondents with no or primary education far less aware than those with secondary, vocational or university education, while the most determining factor for awareness of national legislation, policies and strategies seems to be involvement in minority protection policies.

### **3.e. Opinion on priority and implementation of rights**

Respondents were asked to give 11 rights taken from the Convention and the Charter two rankings on a five-point scale. First, they were asked to say how much priority they attach to

a certain right, and then to give their opinion on the measure to which this right is implemented in their municipality.<sup>5</sup>

*Table 37: Ranking of importance of rights*

<b>Question</b>	<b>Average score</b>
Right of equality before the law	4.4
Right to be protected from threats, discrimination, hostility or violence	4.3
Prohibition of all forms of distinction, exclusion, restriction or preference relating to the use of regional minority languages	4.1
Right to be treated or not treated as such and such a choice may not result in any disadvantage	4.1
Obligation to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form	4.1
Right to have opportunities to learn their language and receive instruction in their language, in state and their own private schools	4.0
Right to use regional minority languages in criminal and civil proceedings and administrative procedures	4.0
Right of people to teach and study in regional minority languages	3.9
Obligation to facilitate the use of Regional Minority Languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions	3.8
Obligation to publicise official documents in regional minority languages and facilitate the use of these languages in local assemblies	3.8
Right to display signs, local names, street names, etc. visible in public in their own minority language	3.7

On average, the difference in importance attached to different rights is not significant. All rights score somewhere between 3.7 and 4.4 on a five-point scale, meaning they are deemed 'important' by respondents. The right of national minorities to equality before the law scored highest. Interestingly, the obligation of signatory states to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same

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<sup>5</sup> The table in this section does not include data from Bosnia and Herzegovina.

language is used in identical or similar form, is deemed one of the most important passages in the Charter by respondents.

After completing the questions about the 11 different rights and obligations in the Convention and Charter, respondents were asked in an open question which rights they felt were most crucial for persons belonging to national minorities for the preservation of their identity. In the table below, an overview is given of the top three rights most often mentioned in each beneficiary, in descending order.

*Table 38: Most crucial rights per beneficiary*

<b>Albania</b>	1. Language
	2. Tradition and Culture
	3. Education
<b>BiH</b>	1. Language
	2. Culture
	3. Tradition
<b>Croatia</b>	1. Language
	2. Education
	3. Culture
<b>Kosovo*</b>	1. Language
	2. Education
	3. Culture
<b>FYROM</b>	1. Education
	2. Equality before Law
	3. Culture and Television
<b>Montenegro</b>	1. Language
	2. Employment
	3. Culture
<b>Serbia</b>	1. Language
	2. Education
	3. N/A

In all beneficiaries except for 'the former Yugoslav Republic of Macedonia', language is deemed most important for the preservation of identity. Culture is mentioned in six out of seven beneficiaries, and after that education is the most often mentioned right, it is in the top three of four of the seven beneficiaries.

To assess whether there are differences according to sex, age and education level in the right considered most crucial for preservation of identity, the answers to this question were analysed more in-depth.

While men deem language the most crucial right, women most often gave education as the most crucial right for preservation of identity.

Table 39: Most crucial right among men and women

<b>Men<sup>6</sup></b>	Language
<b>Women<sup>7</sup></b>	Education

Young and senior respondents most often said language, while adults most often said education is most crucial for preservation of identity in their opinion.

Table 40: Most crucial right by age

<b>0-27 young<sup>8</sup></b>	Language
<b>28-64 adult<sup>9</sup></b>	Education
<b>65+ senior</b>	Language

Those with no education are the only category that did not state either language or education as the most crucial right for preservation of identity. In their opinion, employment is most crucial. Considering the very high levels of unemployment among this group, this is not surprising.

Table 41: Most crucial right by educational level

<b>None</b>	Employment and language
<b>Primary<sup>10</sup></b>	Language and culture/tradition
<b>Secondary<sup>11</sup></b>	Language
<b>Vocational</b>	Education and language
<b>University<sup>12</sup></b>	Education

<sup>6</sup> The majority of men listed “language” as the most important right. However, in “the Former Yugoslav Republic of Macedonia”, the majority of men stated “education” as the most important right.

<sup>7</sup> The majority of women listed “education” as the most important right. However, in Albania and Montenegro the majority of women listed “language” and, in Bosnia and Herzegovina, the majority of women answered “culture”.

<sup>8</sup> The majority of young respondents listed “language” as the most important right. However, in Bosnia and Herzegovina and in Montenegro the majority of young respondents listed “culture”.

<sup>9</sup> The majority of adult respondents listed “education” as the most important right. However, in certain beneficiaries this was coupled with “culture”, “language” and/or “tradition”.

<sup>10</sup> In Kosovo\* and Montenegro, the majority of respondents(also) mentioned “employment”.

<sup>11</sup> The majority of respondents with secondary education listed “language” as the most important right. However, in Albania, the majority of secondary school educated respondents answered “tradition and culture”.

<sup>12</sup> The majority of university educated respondents listed “education” as the most important right. However, in Bosnia and Herzegovina, the majority of university educated respondents answered “language and culture”, and in Montenegro, the majority answered “language”.

### 3.f. Opinion on barriers preventing implementation

Respondents were also asked what in their opinion the main barriers are that prevent implementation of minority rights in their municipality. They could choose between seven options, and/or name a barrier themselves. The options were:

- lack of awareness of rights among minority persons
- lack of interest in rights among minority persons
- lack of commitment from municipal authorities
- lack of effective action from municipal authorities
- lack of funding for minority protection measures
- lack of organisations and authorities to implement minority protection measures
- barriers at national level

In the table below, an overview is given of the top three barriers most often mentioned in each beneficiary, in descending order.

*Table 42: Main barriers preventing minority rights per beneficiary*

<b>Albania</b>	1. Lack of awareness of rights by persons belonging to minority communities
	2. Lack of financing for measures for the protection of non-majority communities
	3. Lack of commitment from municipal authorities
<b>BiH</b>	1. Lack of awareness of rights among minority persons
	2. Lack of funding for minority protection measures
	3. Lack of interest in rights among minority persons
<b>Croatia</b>	1. Lack of awareness of rights by persons belonging to minority communities.
	2. Lack of interest by non-majority communities
	3. Lack of engagement by local authorities
<b>Kosovo*</b>	1. Lack of awareness of rights by persons belonging to minority communities.
	2. Lack of financing for measures for the protection of non-majority communities
	3. Lack of interest by non-majority communities / Lack of engagement by local authorities

<b>FYROM</b>	1. lack of awareness of rights among minority persons
	2. Lack of funding for minority protection measures
	3. lack of commitment from municipal authorities
<b>Montenegro</b>	1. lack of awareness of rights among minority persons
	2. lack of funding for minority protection measures
	3. lack of interest in rights among minority persons
<b>Serbia</b>	1. Lack of awareness of rights among minority persons
	2. Lack of funding for minority protection measures
	3. Lack of interest in rights among minority persons

Respondents in all beneficiaries named lack of awareness of rights among minority persons as the most important barrier. In five of the seven beneficiaries, respondents also thought that a lack of interest in rights among minority persons hampers implementation. Two other barriers that made it into the top three in multiple countries were lack of funding for minority protection measures and lack of commitment from municipal authorities.

To assess whether there are differences according to sex, age and education level in the right considered most crucial for preservation of identity, the answers to this question were analysed more in-depth.

In most beneficiaries, both women and men mentioned lack of awareness of rights as the most important barrier. Only in Albania did the men most often choose lack of effective action from the municipality as the main barrier.

*Table 43: Main barriers preventing minority rights according to men and women*

<b>Men<sup>13</sup></b>	Lack of awareness of rights among minority persons
<b>Women<sup>14</sup></b>	Lack of awareness of rights among minority persons

<sup>13</sup> The majority of men listed “lack of awareness of rights among minority persons” as the greatest barrier. However, in Albania, the majority of men stated “lack of effective action from municipality” and in Bosnia and Herzegovina “lack of interest in rights among minority persons” as the greatest barrier.

<sup>14</sup> The majority of women listed “lack of awareness of rights among minority persons” as the greatest barrier. However, in Montenegro, the majority of women stated “lack of funding for minority protection measures” as the greatest barrier.



While adults in all beneficiaries were of the opinion that lack of awareness of rights was the most important barrier (in Albania lack of funding was mentioned as often as lack of awareness by adults), the opinions of young persons and seniors differed between countries. Young respondents in Serbia named lack of funding most often, and those from Albania named both lack of interest among minority persons and lack of commitment of the municipality most often, in equal measure. In all other beneficiaries, young respondents cited lack of awareness of rights among minority persons most often as the most important barriers for the implementation of minority rights. Seniors from four of the seven beneficiaries agreed with the adults that lack of awareness is the most important barrier, while senior respondents from Kosovo\* named the lack of organisations and authorities to implement measures most often, those from Croatia mentioned barriers at national level most often, and those from 'the former Yugoslav Republic of Macedonia' cited a lack of commitment from the municipality as the most important barrier.

*Table 44: Main barriers preventing minority rights by age group*

<b>0-27 years; young<sup>15</sup></b>	Lack of awareness of rights among minority persons; Lack of funding for minority protection measures
<b>28-64 years; adult<sup>16</sup></b>	Lack of awareness of rights among minority persons
<b>65+ years; senior</b>	Lack of organisations and authorities to implement minority protection measures; barriers at national level; lack of awareness of rights among minority persons; lack of commitment from municipal authorities

When the answers are segregated by education level, the barriers cited most often vary even more than between age groups. In four beneficiaries, those with no education think lack of awareness of rights is the most important barrier. Respondents with no education from Kosovo\* however name a lack of organisations and authorities to implement measures most often, those from Serbia mention a lack of funding for measures most often and those from Albania cite a lack of commitment from the municipality most often as the most important barrier.

Respondents with primary education in Serbia mention lack of interest among minority persons most often, those in Albania a lack of commitment from the municipality and those from 'the former Yugoslav Republic of Macedonia' a lack of effective action from municipal

<sup>15</sup> The majority of young people listed lack of awareness of rights as the greatest barrier. However, in Serbia, the majority of young people stated "lack of funding for minority protection measures" and in Bosnia and Herzegovina "lack of interest in rights among minority persons" as the greatest barrier.

<sup>16</sup> The majority of adult people listed "lack of awareness of rights" as the greatest barrier. However, in Albania, the majority of adults listed both "lack of awareness" as well as "lack of funding for minority protection measures" and in Bosnia and Herzegovina "lack of funding" as the greatest barriers.

authorities. In all other countries, lack of awareness of rights among minority persons is named most often by respondents with primary education as the main barrier for the implementation of minority rights.

Respondents with secondary education think that lack of awareness of rights among minority persons is the main barrier, except in Albania. There a lack of commitment from the municipality is named most often as the most important barrier by this group.

In Kosovo\* as well as Croatia, a lack of effective action from municipal authorities is cited most often as the main barrier by respondents with vocational training. In Albania, this group mentioned barriers at national level most often, while in all other countries a lack of awareness of rights among minority persons was most often cited as the main barrier.

Respondents with a university education from all beneficiaries were in agreement; everywhere, they mentioned lack of awareness of rights among minority persons most often, although in Albania lack of funding for measures was named equally often as the main barrier for implementation of minority rights.

*Table 45: Main barriers preventing minority rights by educational level*

<b>None</b>	Lack of awareness of rights among minority persons; lack of organisations and authorities to implement minority protection measures; lack of funding for minority protection measures; lack of commitment from municipal authorities
<b>Primary</b>	Lack of awareness of rights among minority persons; lack of interest in rights among minority persons; lack of commitment from municipal authorities; lack of funding for minority protection measures
<b>Secondary</b>	Lack of awareness of rights among minority persons; lack of commitment from municipal authorities; lack of interest in rights among minority persons; lack of funding for minority protection measures
<b>Vocational</b>	Lack of effective action from municipal authorities; lack of awareness of rights among minority persons; barriers at national level; lack of interest in rights among minority persons
<b>University</b>	Lack of awareness of rights among minority persons; lack of funding;

In conclusion, it can be said that lack of awareness of rights among minority persons was by far most often mentioned as the main barrier to implementation of minority rights. Particularly in Albania, a number of other barriers such as lack of funding for measures and lack of commitment from the municipality were mentioned as well by different groups of respondents, but no significant trend can be detected there.

### 3.g. Perceived differences between minority groups and sexes

Over half the respondents are of the opinion that different minority groups in their municipality enjoy the same measure of protection, while a little over 23% thinks that this is not the case.

*Table 46: Equality of protection between minority groups*

<b>According to you, are different minority groups in your municipality enjoying the same measure of protection?</b>	
<b>Possible answers:</b>	<b>Percentages per answer</b>
a. yes	56.29%
b. no	23.29%
c. don't know	20.42%

Over 60% of respondents think that women and men from minority groups enjoy the same measure of protection. Around 20% thinks they do not.

*Table 47: Equality of protection between men and women*

<b>According to you, are men and women belonging to minority groups in your municipality enjoying the same measure of protection?</b>	
	<b>overall</b>
a. yes	60,38%
b. no	20,43%
c. don't know	19,18%

### 3.h. Opinion on responsibility and effectiveness in implementation

Respondents were finally asked what actors they think are most responsible for taking minority protection measures, and how effective they think these actors are in doing this. Respondents were given a list of six actors, and asked to rank their responsibility on a five-point scale. The actors are:

- international community
- national authorities
- regional authorities (where applicable)
- local authorities
- civil society
- minority persons themselves

In the table below, the three actors that received the highest ranking are conveyed per beneficiary, in descending order.

The international community is felt to be most responsible for taking minority protection measures by respondents in Albania as well as Bosnia and Herzegovina, while in the other beneficiaries the international community did not make it to the top three most responsible. Authorities at different levels received high scores in all countries, although the level differs per beneficiary. This might be related to the different institutional frameworks of the beneficiaries. Strikingly, minority persons themselves are deemed highly responsible for taking minority protection measures in five out of seven countries. In 'the former Yugoslav Republic of Macedonia', respondents even deem minority persons themselves most responsible compared to other actors.

*Table 48: Opinion by beneficiary on which actors should be more **responsible** in implementing minority rights*

<b>Albania</b>	1. International community
	2. Persons belonging to non-majority communities
	3. Regional authorities
<b>BiH</b>	1. International community
	2. National authorities
	3. Local authorities
<b>Croatia</b>	1. Local authorities
	2. National authorities
	3. Persons belonging to non-majority communities
<b>Kosovo*</b>	1. National authorities
	2. Regional authorities
	3. Persons belonging to non-majority communities
<b>FYROM</b>	1. Minority persons themselves
	2. National authorities
	3. Local authorities
<b>Montenegro<sup>17</sup></b>	1. Local authorities
	2. National authorities
	3. Civil society
<b>Serbia</b>	1. National authorities
	2. Minority persons themselves

The table below gives the top three highest scoring actors according to the measure to which respondents deem them effective in taking minority protection measures, per beneficiary in descending order.

When comparing the actors deemed most responsible by respondents to the actors deemed most effective, some disparities can be found. The international community is in the top three of most effective actors in six out of seven beneficiaries, while only respondents in Albania and Bosnia and Herzegovina named it as most responsible. In the other four beneficiaries, the international community is not deemed highly responsible, but is

<sup>17</sup> For Montenegro only the municipality of Tivat replied.

considered relatively highly effective. Montenegro is the only beneficiary where the international community does not fall into the top three of most effective actors according to respondents.

Another interesting finding is that while national authorities are deemed relatively highly responsible for taking minority protection measures in Bosnia and Herzegovina and in Serbia, they are not deemed highly effective in doing so. National authorities did not make it into the top three of most effective actors in either of these beneficiaries.

Minority persons themselves are deemed relatively highly effective in taking minority protection measures in five out of seven beneficiaries. In Serbia, they are even deemed most effective of all the actors. Only in Croatia and Kosovo\* do minority persons themselves not feature in the top three most effective actors.

*Table 49: Opinion by beneficiary on which actors would be more **effective** in implementing minority rights*

<b>Albania</b>	1. International community
	2. Persons belonging to non-majority communities
	3. Local authorities
<b>BiH</b>	1. International community
	2. Local authorities
	3. Minority persons themselves
<b>Croatia</b>	1. International organizations
	2. Local authorities
	3. National organisations
<b>Kosovo*</b>	1. National authorities
	2. Local authorities
	3. International organizations
<b>FYROM</b>	1. International community
	2. Minority persons themselves
	3. National authorities
<b>Montenegro</b>	1. Local authorities
	2. National authorities
	3. Civil society & minority persons themselves
<b>Serbia</b>	1. Minority persons themselves
	2. Local authorities
	3. International community

## 4. Trends and conclusions

This awareness assessment was carried out in the 36 municipalities across seven beneficiaries in South East Europe, selected by the Council of Europe to carry out a local project for minority protection. With a comprehensive questionnaire, mainly municipal officers and minority persons in these municipalities were questioned about their awareness

of minority rights. Since the municipalities were selected on the basis of their ability to carry out the local project rather than on their representativeness of citizens in general or minority groups, the results of the assessments cannot be compared between beneficiaries or even between municipalities. However, general trends can be identified.

### **Methodological matters**

The interviews with respondents took place in January and February 2015. Respondents were approached through municipal networks, NGOs, academic networks, door to door surveys, in meeting places and through snowball sampling. A number of difficulties were encountered in the course of the field work that limited the number of respondents. The timing was not ideal, with Christmas holidays and winter weather that made it difficult to reach certain villages. The questionnaire was lengthy, and too difficult for lower educated respondents. For future research, the methodology might be adapted to different, more narrowly defined target groups, especially taking account different education levels. Target groups with no or very little education might be better reached with qualitative research methods.

### **Respondents**

In total, 1,302 respondents were interviewed, which means the minimum target of 1,078 was more than reached. The group of respondents as a whole is gender balanced. Adults form the majority of respondents, as opposed to young people and seniors. This is not surprising, considering the target groups of municipal officers, and minority persons involved in minority protection. The municipal officers were all likely to be in the age group of 28 to 65 years old. Young persons were mainly to be found in the fourth target group of minority persons not involved in minority protection. As regards education level, the respondents were higher educated than the population in general. This was also connected with the target groups of municipal officers.

### **Trends awareness**

Awareness of minority rights may be called low in all target groups. In comparison, respondents seem to be most aware of the Convention, followed by national legislation, policies and strategies. They are least aware of the Charter. Women are much less aware of the Convention and the Charter than men, but the difference is smaller for national legislation, policies and strategies.

When comparing awareness of Convention, Charter and national legislation, policies and strategies in the different beneficiaries, the most striking result is found in 'the former Yugoslav Republic of Macedonia'. This beneficiary has not signed and ratified the Charter, but nonetheless the Charter is relatively well known by respondents there. Different from other beneficiaries, Macedonian respondents are most aware of national legislation, policies and strategies, followed by the Charter. The Convention is least well known among them. It might be useful to further research the reasons why the Charter is relatively well known in 'the former Yugoslav Republic of Macedonia', as this could offer ideas on methods to raise awareness.



A more pronounced difference exists between respondents of different education levels. Those with no or only primary education have very little awareness of the Convention and national legislation, and even less of the Charter. Respondents with vocational or university education are relatively far more aware of minority rights, but even within this group, no more than one third has heard of the Convention and is familiar with its content.

Young respondents under the age of 28 are far less aware of minority rights than adults and seniors. Only a little under 18% of them has heard of the Convention and is familiar with its content. For the Charter and national legislation, policies and strategies, this percentage is even lower, around 11%.

The most pronounced difference in awareness is between respondents who are involved in minority protection policies, and those who are not. Of the respondents who are not involved in minority policies, a little under 21% is aware of the Convention and its content, 10% is aware of the Charter and its content and 12% is aware of national legislation, policies and strategies. Respondents who are involved in minority protection policies are far more aware, but nonetheless the percentage of them that has never heard of the rights at international and national level is worrisome. Over 18% has never heard of the Convention, 27% has never heard of the Charter and also 27% is not familiar with national legislation, policies and strategies. It might be useful to aim activities to raise awareness of minority rights specifically at persons involved in minority protection policies, especially because this may have an important spill-over effect on awareness of rights among minority groups in general.

### **Priority**

Asked to rank 11 rights taken from the Convention and the Charter according to importance, the respondents deemed all rights moderately to very important without much difference. Equality before the law was deemed the most important right, while the right to display signs, local names, street names, etc. visible in public in their minority language is deemed the least important right of the 11 rights, but as said, the difference is minimal.

When asked in an open question what right the respondents deemed most crucial for the preservation of identity of minority groups, language, culture and education were named most often. Men tended to cite language most often, while women cited education most often. The only exception were respondents with no education. To them, employment is the most crucial right for preservation of identity.

### **Barriers**

Respondents cited lack of awareness of rights among minority persons by far most often as the main barrier for the implementation of minority rights. Other barriers mentioned were lack of funding for measures, lack of commitment of municipal authorities, lack of interest in rights among minority persons and barriers at national level.

### **Actors**

In most beneficiaries, authorities at national, regional and/or local level were among the actors deemed most responsible for taking minority protection measures. Respondents in Albania and Bosnia and Herzegovina named the international community as most

responsible, and those in 'the former Yugoslav Republic of Macedonia' pointed to minority persons themselves as most responsible.

Respondents in all beneficiaries except Montenegro consider the international community one of the most effective actors in taking minority protection measures. Minority persons themselves are also deemed relatively highly effective, in five of the seven beneficiaries. National authorities on the other hand were mentioned in only three of the seven beneficiaries as one of the most effective actors, even though they are considered one of the most responsible actors in six out of seven beneficiaries.

Follow-up (qualitative) research might possibly be done into the perceived responsibility and effectiveness of minority persons themselves in taking minority protection measures. It may be useful to know why minority persons are deemed highly responsible, especially in 'the former Yugoslav Republic of Macedonia', but also in four other beneficiaries, and what these responsibilities entail according to respondents. Also, it might be useful to get insight into the measures that are now taken by minority persons themselves, because of which they are deemed one of the most effective actors in five beneficiaries.

### **Follow-up**

Considering the results of this awareness assessment, awareness raising activities would seem to be most effective if aimed at a number of specific target groups. First and foremost, raising awareness among persons involved in minority protection policies, especially of the Charter and of national legislation might be effective. Other target groups could be young persons, women and persons with little or no education.

The results also give rise to questions that might be explored in follow-up research. This research might benefit from choosing more narrowly defined target groups, and adapting the methodology and questions asked to the specific characteristics of these groups. Illiterate or very low educated persons were difficult to reach with this, more generic, methodology, and had trouble understanding the questions. A qualitative approach, in which the questions can be translated in dialogue to reflect the daily life of this group, might yield better results.

Another avenue for follow-up research could be the manner in which awareness is gained. Especially the relatively high awareness of the Charter in 'the former Yugoslav Republic of Macedonia' is interesting in this sense.

As described above, the fact that minority persons themselves are deemed highly responsible as well as relatively highly effective in taking minority protection measures in multiple beneficiaries could be a useful topic for (qualitative) follow-up research. This could offer information on the view that people have of minority persons and their responsibilities, as well as on the ways in which minority persons themselves help implement minority protection measures already.

A final avenue for further research could be the differences between different minority groups. Although the results of this awareness assessment raise the impression that there is a difference in awareness between minorities from other former Yugoslav beneficiaries or

Albania, minorities with a kin-state and minorities without a kin-state, this could not be safely be concluded here because the methodology and questionnaire was not aimed at segregating different minority groups. With a methodology suited to answer this question, differences in awareness and enjoyment of minority rights by different groups could be explored in follow-up research.

## 5. Annexes

### Annex 5.a: Research Team

#### Biographies of the international experts

##### Team Leader/project coordinator:

**Rosa Balfour** is Director of the *Europe in the World* Programme. Within the programme she is also coordinator of the Balkans' Forum. Rosa Balfour has researched and published widely on issues relating to European foreign policy and external action, relations with the Mediterranean region, Eastern Europe and the Balkans, EU enlargement, and on the role of human rights and democracy in international relations. Her book on Human Rights and Democracy in EU Foreign Policy was published by Routledge in December 2011. Prior to joining the EPC in 2007, she was a Senior Research Fellow at the Centre for Studies in International Politics (CeSPI) in Rome, where she dealt with EU foreign policy and EU integration. She holds an MA from Cambridge University, an MSc in European Studies and PhD in International Relations both from the London School of Economics and Political Science. Rosa Balfour speaks English, French and Italian.

Area of expertise: EU enlargement, human rights promotion, European foreign policy, European Neighbourhood Policy, EU relations with Eastern Europe, the Mediterranean and the Balkans.

##### Research/report expert:

**Marije Cornelissen** is a former Member of the European Parliament (2009-2014). She had a seat on the committee on foreign affairs (AFET), the committee on social affairs and employment (EMPL) and the committee on women's rights and gender equality (FEMM). She was spokesperson on enlargement and part of the Interparliamentary Delegations with Albania, Montenegro, Bosnia and Herzegovina and Kosovo\*, with Croatia and with (FYRO) Macedonia, and vice-chair of the Inter-parliamentary Delegation with Serbia. As such, she has a large network among authorities and civil society organisations in the Western Balkans, with a special emphasis on civil rights, minority rights, LGBT rights and women's rights. Before Marije Cornelissen was elected, she chaired a municipal council in Amsterdam and worked as the director of a Dutch anti-discrimination bureau. In that capacity, she wrote among others a publication of good practices in combating discrimination at local level that has been translated into 11 EU languages. Throughout her career, she has trained local chapters of political parties in capacity-building and developing work programmes and strategies, both in the Netherlands and in Eastern Europe and the Western Balkans. Marije Cornelissen holds a degree in international political science and possesses excellent writing

skills. She currently works as freelance consultant. She speaks English, Dutch, French and Frisian.

Area of expertise: EU Enlargement, EU foreign policy, diversity, anti-discrimination, gender equality, LGBT and minority rights, social affairs, local politics, project management, identification of good practice

#### Research/report support expert:

**Ivana Stanojev** is Member of the research team “Research study on teaching Serbian as non-mother tongue to Albanian pupils in elementary schools in South Serbia”, Government of Republic of Serbia, Coordination Body for Municipalities of Presevo, Bujanovac and Medvedja, For this project, she is drafting and editing case studies on minority education policies in Macedonia, Slovenia, Croatia and Greece (with specific focus on teaching state language in minority schools); field visits to South Serbia to conduct interviews and focus groups with stakeholders (teachers, school principals, pupils, parents, international community); quantitative and qualitative data analysis of interviews with principles and surveys with pupils; active participation in final editing of the study. Previously, she worked as a researcher and lead project coordinator of the project “South Serbia in Focus: Developing new image of minorities in the media, Center for Nonviolent Resistance and Government of Republic of Serbia, Coordination Body for Municipalities of Presevo, Bujanovac and Medvedja”. She was also Election observation consultant for the European Center for Minority Issues Kosovo and Project Manager for the Government of Republic of Serbia, Coordination Body for Municipalities of Presevo, Bujanovac and Medvedja, She has an extensive education on Human Rights and Minorities and speaks English, Serbian, regional languages, Slovenian, Italian and a bit of Russian.

### **Biographies of the backstopping team**

#### Contact persons:

**Katinka Koke** is a Junior Project Manager and joined the Development Office in July 2012 as a seminar assistant for the Intensive Seminar on the EU. Born in Germany, she studied Comparative and European Law in Germany and France. She holds a LL.B from the Hanse Law School and an MA (EU International Relations and Diplomacy Studies) from the College of Europe from where she graduated in 2012. Previously, she worked in the European Parliament, the German Embassy in Paris and the French regional government in Montpellier. Katinka speaks English, French, German and some Dutch and Spanish. In the Development Office, she is managing and implementing projects in both the European Neighbourhood Policy area and the Western Balkans.

#### Language and Content Assistant:

**Katherine Miccinilli** holds an MA in Human Rights and a BA in History, both from University College London (UK). Her field of interest and expertise is that of trafficking in human beings, closely linked to that of migration, smuggling and gender equality, having undertaken a dissertation on the topic and a traineeship in DG Home Affairs of the European Commission. She joined the College of Europe Development Office in September 2013 as an Assistant in EU Affairs and she assists in the management of projects including by drafting reports and project proposals. She has a sound knowledge of the English language and,

throughout her professional experience, has been proofreading and editing a variety of documents. Katherine Miccinilli has an international profile and, in addition to the European Commission and the College of Europe, she has also worked in Italy in the field of training and professional development for two UN agencies (IFAD and FAO). She is Italian and British and speaks English, Italian and French.

Project Assistant:

**Pascale Claeys** holds a Master's Degree in Expedition (International Transport) and has more than twenty years of professional experience working for a Maritime Company in Zeebrugge, organising maritime transports from Antwerp to Casablanca (Morocco) and organising ship calls to the port of Zeebrugge. After a short period working for a Stone Producer and a Steel Trade Company in Bruges, she joined the College of Europe Development Office as a Project Assistant in December 2012. She assists project managers in the organisation of training courses at the international level for professionals, post-graduate students and academics from all over the world. Specifically, she has been managing the logistics of seminars within EU funded projects, such as 'ENP Regional project: Preparing Staff for EU-ENP related jobs', or implemented in collaboration with the Regional School of Public Administration (ReSPA), the Azerbaijan Diplomatic Academy, the Ministry of Foreign Affairs of Algeria and the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA). Pascale Claeys speaks Dutch, English, French and has notions of German and Spanish.

## **Biographies of the national experts**

Albania:

**Erka Çaro** holds a Ph.D. in Spatial Sciences from the University of Groningen (NL) Population Research Center (Dissertation title: 'From the Village to the City. Adjustment process of internal migrants in Albania'). She also holds a MSc. in Population Studies, a General Diploma in Demography and a B.A. Human Geography. Erka is working as University Lecturer at the University of Tirana, Faculty of History and Philology, Department of Geography since October 2014 and Researcher and lecturer at the Department of Social Sciences and Philosophy, Faculty of Social Sciences, University of Jyväskylä Finland since September 2014. She is also Part Time Lecturer at the University of New York Tirana, Faculty of Social Sciences, Department of Humanities and Social Sciences since October 2012. Previously, she worked as Researcher and lecturer at the Department of Social Sciences and Philosophy, Faculty of Social Sciences, University of Jyväskylä Finland from August 2012 - August 2013 and as Postdoctoral Research Associate, International Business and Management, Faculty of Economics and Business, University of Groningen, Groningen, the Netherlands from February 2011- July 2012.

Erka was involved in numerous publications of books, articles and papers in the last years. She speaks Albanian, English and Italian and has some knowledge in Spanish and Dutch.

Bosnia and Herzegovina:

**Azra Kuci** is a qualified lawyer specialised in international humanitarian law and human rights. She gained knowledge of human rights issues at the Geneva Academy of international humanitarian law and human rights and developed this knowledge further when working in

Bosnia and Herzegovina. In her latest position as Legal Advisor for TRIAL, she worked with female victims of war, helping them to articulate their requests into legal arguments. She has also monitored human rights situation in Bosnia and Herzegovina and drafted reports to the relevant EU institutions. Previously, as Legal Advisor to the EU Mission in BiH she gained experience in liaising with international organizations, embassies, and law enforcement officials and developed the ability to coordinate work across sectors and engage constructively with various stakeholders/organizations involved in international criminal justice. She drafted correspondence with external offices including NGOs and government agencies, and organized seminars and training programs for judges and prosecutors. As Legal Officer at the Prosecutor's Office of BiH on war crimes cases, she drafted legal briefs and indictments, evaluated evidence, and assisted the Prosecutor in war crimes/crimes against humanity cases. She regularly interviewed witnesses, including victims. Azra developed strong analytical and research skills and ability to work independently or with minimal supervision while performing several consultancies for the American Bar Association, the Preventing Sexual Violence Initiative of UK Government, and Justice Rapid Response on issues related to the rule of law, SGBV in conflicts, humanitarian assistance, and the rapid deployment of criminal justice professionals to assist in cases where human rights violations may have occurred. (Phase 1)

**Irina Terzic** holds a Master of Laws in Human Rights in Criminal Justice from the University of Limerick, Ireland and a Bachelor Degree in Law from the University of Sarajevo, BiH, Faculty of Law in Sarajevo, Bosnia and Herzegovina. During her studies Irina focused on Comparative International Protection of Human Rights, Law of the European Convention of Human Rights, Criminal Justice Processes and Sentencing, Comparative Legal Research Skills, Dissertation Methodology (Core), European Criminal Law, Comparative Criminal Justice, Policing and Human Rights. Moreover, Irina wrote her Master thesis on "Scope and limitations of the European Convention on Human Rights". Irina used to work as Data Entry Clerk and as Intern at UNDP, Justice and Security Sectorat in Sarajevo, BiH in 2014. Previously, she worked as Research Assistant at the Codification Division, Office of Legal Affairs, United Nations, New York and as an Intern at the Notary Public's Office Ibrulj Benjamin in BiH. One of her publications is on "Discrimination of Religious Minorities in Bosnia and Herzegovina", Volumes of Public Law no. 18, Sarajevo 2014. In addition to her mother tongue, Irina is fluent in English and has some knowledge of French and Spanish. (Phase 1)

**Emina Cerimovic** is a Bosnian-Herzegovinian lawyer with an LLM degree in Human Rights from Central European University, Budapest, Hungary. She has working experience on the rights of persons with disabilities, refugees, asylum seekers, migrants, and ethnic minorities in Serbia, Croatia, and Bosnia. She worked on a number of research studies with the OSCE Mission to Bosnia and Herzegovina, the Center for Social Research Analitika, Open Society Foundations, and is currently employed with Human Rights Watch, New York. She is fluent in Bosnian-Croatian-Serbian, English, and Swedish. (Phase 2)

#### Croatia:

**Mirjana Mikić Zeitoun** is Programme Coordinator and Minorities Consultant for the Council of Europe while working for the Centre for Peace Studies in Zagreb, Croatia.



Previously, she worked as Team leader and Programme coordinator and as Project coordinator, part time, Lecturer, Peace Studies: Ethnic Identity in the same centre.

She has a M.A. in Sociology and Ethnology of the Faculty of Philosophy of the University of Zagreb and completed Peace studies – education on peace and conflict transformation in the Centre for Peace Studies in Zagreb. Her main projects were in the field of Deliberative polling, Promoting Human Rights in the Areas of Special State Concern in Croatia, Human Rights Platform Coordination Network, Empowering of Refugees and Returnees, Minorities for Minorities: Good Practice Examples from the Western Balkans and Reducing of poverty of especially vulnerable groups in the Croatian Society. Mirjana has published numerous publications in the field of minority rights.

#### Montenegro

**Nedjeljka Sindik** has a University degree in the field of social sciences; professional experience of 15 years in the area of social inclusion. Moreover, she has over 15 years of experience working with minority communities in Montenegro and region. She has organised training on preparation of an Alternative report on the Framework Convention for the Protection of National Minorities implementation in cooperation with Secretariat for the Convention for Montenegrin civil society organizations with NGO Ask in 2002. She participated in Government Team as NGO expert consultant in preparation of First State Report on the Framework Convention for the Protection of National Minorities in Montenegro and coordinated the development of First Alternative report on implementation European Charter on Regional or minorities languages in 2007. She has 10 years of experience in minority related researches (qualitative and quantitative) and a good command of English.

#### Serbia:

**Igor Bandovic** has been a Senior Program Manager for the European Fund for the Balkans since 2008. His areas of work in the Fund include the management of policy development initiatives aiming at bringing the Western Balkans closer to the European Union. In his capacity, he was managing the Gallup's "Balkan Monitor", regional public opinion survey which was conducted through partnership with Gallup Europe (2009-2011). Before joining the EFB, Igor Bandovic worked for the different international organisations, including the International Organisation for Migration and the United Nations Development Programme as a researcher and trainer in the areas of human rights protection. From 2002 to 2006, Igor worked for the Belgrade Centre for Human Rights where his research priorities were human rights education, civil society, transitional justice, war crimes and nationalism. He was conducting research and analysing public attitudes towards the ICTY and national war crimes trials (2003-2005). His recent publications include a research paper on "The Role of Civil Society Organisations in Influencing the Policy-Making Process in the Western Balkans – Perspectives and Obstacles", a research report on "The Role of Human and Minority Rights in the Process of Reconstruction and Consolidation for State and Nation Building - the Case of Serbia", and a research paper on "The Role of Non-governmental Organisations and their Impact on Good Governance in Serbia".

“The former Yugoslav Republic of Macedonia”:

**Simonida Kacarska** is Research coordinator and Chairperson of the Assembly European Policy Institute, Skopje. She is also a National consultant for the Council of Europe in order to support the selected local municipalities in relation to promotion of national minority rights and in developing projects for promoting national minority rights in line with Council of Europe Instruments. Previously, she worked as Associate in the Unit for Justice, Freedom and Security, Sector for Integration of the Secretariat for European Affairs, Government of the former Yugoslav Republic of Macedonia. Simonida holds a PhD from the School of Politics and International Studies at the University of Leeds and wrote her dissertation on “National Minority policies in the EU accession process - the cases of Croatia and Macedonia”. She also holds a Master of Arts in European Politics (with Distinction) and a Bachelor of Arts (Magna Cum Laude) in Political Science, International Relations and European studies (with honours). Her mother tongue is Macedonian, but she is fluent in English, German, Serbian/Croatian and Bulgarian.

Some of her publications include:

- *The Framework Convention for Protection of National Minorities in the EU accession process – the case of the Republic of Macedonia*, Interdisciplinary Studies on Central and Eastern Europe, Peter Lang Publishers, 2013.
- *Minority policies in the EU accession process- the case of the Republic of Macedonia*, *Journal on Ethnopolitics and Minority Issues in Europe* No.2/2012.

Kosovo<sup>\*18</sup>:

**Lura Pollozhani** started pursuing her interests in minority rights while doing her Master degree at London School of Economics and Political Science (LSE). Then she went on to work at the European Centre for Minority Issues (ECMI) Kosovo where she worked on the development of indicators for measuring the Law on the Protection and Promotion of the Rights of Communities and their Members in Kosovo. In addition, under Ms Pollozhani's management ECMI Kosovo conducted a comprehensive baseline study on the vulnerability of minority women to gender based violence. The methodology of the baseline study included a household survey, interviews and Focus Group Discussions. Ms Pollozhani has experience in research and in project development and implementation thus is acutely aware of all the different factors and stakeholders that must be taken into account when referring to minority rights and their protection.

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<sup>18</sup> \*“This designation is without prejudice to positions on status and is in line with UNSCR 1244 and the ICJ opinion on the Kosovo Declaration of Independence”

## Annex 5.b. Questionnaire

### Awareness Assessment Questionnaire

NB: The information obtained through this questionnaire will be treated confidentially and anonymously

*Throughout the questionnaire, the term 'country' is used. For different respondents, this term might have different definitions though. Some respondents in Northern Kosovo might for instance consider their country Serbia. In their translation, the National Experts can substitute 'your country' for the actual name of the country, to make clear what is meant, and indicate any such issues in the report on their findings.*

#### Section I: Personal information

##### Gender

1. What is your gender?

- ☐ male
- ☐ female
- ☐ other

##### Nationality

2. What is your nationality, or which are your nationalities?

- ☐ ....
- ☐ prefer not to say

##### Minority status

3. Which (minority or majority/ethnic) group do you consider yourself part of?

- ☐ ....
- ☐ prefer not to say

4. Do you consider yourself part of a minority group in [your country]?

- ☐ yes
- ☐ no
- ☐ prefer not to say

*Considering the specific situation in especially Bosnia and Herzegovina and in Kosovo, question three asks in general what group respondents consider themselves part of, whether minority or majority. In some parts of the country, the minority could be the majority and vice versa. The National Experts will be free to adapt the term (ethnic, majority, minority) in order to take account of their country's specific situation.*

##### Minority language

5. Is your mother tongue considered a minority language in [your country]?

- ☐ yes
- ☐ no (go to question 7)

6. Do you speak and understand the official language(s) of [your country]?

- ☐ yes
- ☐ no
- ☐ a little

*In some countries, there is more than one official language, and the questions 5 and 6 may need to be specified, mentioning the languages. For instance in Kosovo, question 6 might ask:*

6.a. Do you speak and understand Albanian?

- ☐ yes
- ☐ no
- ☐ a little

6.b. Do you speak and understand Serbian?

- ☐ yes
- ☐ no
- ☐ a little

*The National Experts will make these distinctions in their translation of the questionnaire, and explain their choices in the national report on their findings.*

### **Age**

7. In what age category do you fall?

- ☐ 0 to 27 years old (young)
- ☐ 28 to 64 years old (adult)
- ☐ 65 years or older (senior)

### **Education**

8. What is the highest school type you have completed?

- ☐ none
- ☐ primary school
- ☐ secondary school
- ☐ vocational training
- ☐ university/college

### **Involvement with municipality**

9. Are you employed by your municipality?

- ☐ yes
- ☐ no (go to question 11)

10. If so, in what capacity?

- ☐ ....
- ☐ prefer not to say

11. Do you work on minority policies or are you involved in minority protection activities as a professional or volunteer in another way?

- ☐ yes
- ☐ no (go to question 13)

12. Do you work on or are you involved in the local project in your municipality, funded by the Council of Europe, in the context of the project "Promoting Human Rights and Minority Protection in South East Europe"?

- ☐ yes
- ☐ no

## Section II: Content questions

### Awareness of Convention

13. Are you familiar with the Framework Convention for the Protection of National Minorities?

- ☐ I have heard of it, and am familiar with the content
- ☐ I have heard of it, but don't know the content
- ☐ no

14. Is this Convention applicable to the law in [your country]?

- ☐ yes
- ☐ no
- ☐ don't know

*To make the question more understandable for respondents, and to take account of the specific situation in Kosovo, the term 'applicable' is used instead of 'signed and ratified'.*

15. Are the following statements about the Convention true or false?

NB The options for answering are true, false or don't know. If you don't know, please choose this answer instead of guessing between true and false.

a. Persons belonging to national minorities have the right to equality before the law.  
true / false / don't know

b. The state has to protect national minorities from threats, discrimination, hostility and violence.  
true / false / don't know

c. The state has to promote tolerance, intercultural dialogue, mutual respect, understanding and cooperation among all persons living on their territory.  
true / false / don't know

d. The state has to provide opportunities for national minorities to learn their language and receive instruction in their language, in state and their own private schools.

true / false / don't know

e. The state has to ensure the right to display signs, local names, street names, etc. visible in public in their own minority language.

true / false / don't know

### **Awareness of Charter**

16. Are you familiar with the European Charter for Regional or Minority Languages?

- ☐ I have heard of it, and am familiar with the content
- ☐ I have heard of it, but don't know the content
- ☐ no

17. Is this Charter applicable to the law in [your country]?

- ☐ yes
- ☐ no
- ☐ don't know

18. Are the following statements about the Charter true or false, or don't know?

*NB The options for answering are true, false or don't know. If you don't know, please choose this answer instead of guessing between true and false.*

a. States have to encourage the use of Regional Minority Languages in criminal and civil proceedings as well as in administrative procedures (meaning in court cases, when people have to appear before a judge)

true / false / don't know

b. Users of Regional Minority Languages may submit oral or written applications to administrative authorities and public services, and receive a reply from them in these languages (meaning in all communication with the municipality and country authorities).

true / false / don't know

c. The State has to create at least one radio station and one television channel and encourage the creation of at least one newspaper on a regular basis in Regional Minority Languages.

true / false / don't know

d. The State has to facilitate the use of Regional Minority Languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions.

true / false / don't know

e. The State has to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form.  
true / false / don't know

*All statements in questions 15 and 18 are true. The person taking the questionnaire can tell respondents this after the questionnaire is completed, to avoid any confusion and promote awareness of rights.*

### **Awareness of international and national mechanisms for the protection of national minorities**

19. Are you familiar with the international bodies for the protection of minorities, such as the expert monitoring bodies and the Committee of Experts?

- ☐ I have heard of them, and know what they do
- ☐ I have heard of them, but don't know what they do
- ☐ no

20. Do you know where these international bodies are based?

- ☐ yes, in .... (open question)
- ☐ no

21. Are you familiar with the national bodies for the protection of minorities, such as the secretariats of the Framework Convention for the Protection of National Minorities [and the European Charter for Regional or Minority Languages]?

- ☐ I have heard of them, and know what they do
- ☐ I have heard of them, but don't know what they do
- ☐ no

22. Are you familiar with the obligation of the State to send periodical 'state reports' to the Council of Europe on the measures they have taken to implement the Convention [and Charter]?

- ☐ yes
- ☐ a little
- ☐ no

*'Charter' should not be included for Albania and Macedonia*

23. Are you familiar with national legislation, policies and strategies for the protection of national minorities?

- ☐ yes
- ☐ a little
- ☐ no

### **Importance of rights in the Convention, and problems experienced**

*Rank how important you deem the rights and obligations listed below. Please note that grading is from 1 to 5, according to the following values: 1 = not at all, 2 = slightly important, 3 = moderately important, 4 = important, 5 = very important.*



24.a. How important do you deem the right for persons belonging to a national minority to be treated or not treated as such and such a choice may not result in any disadvantage? (meaning that everyone can choose for themselves to be treated as part of the minority or part of the majority, and in both cases they shouldn't have any disadvantages because of that choice)

1      2      3      4      5

24.b. To what extent do you think this right is respected in your municipality?

1      2      3      4      5

25.a. How important do you deem the right for national minorities to have the right to equality before the law? (meaning they should not have less rights than everyone else in the country)

1      2      3      4      5

25.b. To what extent do you think this right is respected in your municipality?

1      2      3      4      5

26.a. How important do you deem the right for national minorities to be protected from threats, discrimination, hostility or violence?

1      2      3      4      5

26.b. To what extent do you think this right is respected in your municipality?

1      2      3      4      5

27.a. How important do you deem the right for national minorities to have opportunities to learn their language and receive instruction in their language, in state and their own private schools?

1      2      3      4      5

27.b. To what extent do you think this right is respected in your municipality?

1      2      3      4      5

28.a. How important do you deem the right for national minorities to display signs, local names, street names, etc. visible in public in their own minority language?

1      2      3      4      5

28.b. To what extent do you think this right is respected in your municipality?

1      2      3      4      5

29.a. How important do you deem the right of people to teach and study in regional minority languages?

1      2      3      4      5

29.b. To what extent do you think this right is respected in your municipality?

1      2      3      4      5

30.a. How important do you deem the prohibition of all forms of distinction, exclusion, restriction or preference relating to the use of regional minority languages?

1      2      3      4      5

30.b. To what extent do you think this right is respected in your municipality?

1      2      3      4      5

31.a. How important do you deem the right to use regional minority languages in criminal and civil proceedings and administrative procedures? (meaning in court cases, when people have to appear before a judge).

1      2      3      4      5

31.b. To what extent do you think this right is respected in your municipality?

1      2      3      4      5

32.a. How important do you deem the obligation to publicise official documents in regional minority languages and facilitate the use of these languages in local assemblies?

1      2      3      4      5

32.b. To what extent do you think this obligation is fulfilled in your municipality?

1      2      3      4      5

33.a. How important do you deem the obligation to facilitate the use of Regional Minority Languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions?

1      2      3      4      5

33.b. To what extent do you think this obligation is fulfilled in your municipality?

1      2      3      4      5

34.a. How important do you deem the obligation to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form?

1      2      3      4      5

34.b. To what extent do you think this obligation is fulfilled in your municipality?

1      2      3      4      5

35. Which rights do you think are most crucial for the persons belonging to national minorities for the preservation of their identity? Name at least one and at most three rights.

1. ...
2. ...
3. ...

36. What do you think are the main barriers in your municipality that prevent implementation of minority rights? Choose up to three of the following:

- ☐ lack of awareness of rights among minority persons
- ☐ lack of interest in rights among minority persons
- ☐ lack of commitment from municipal authorities
- ☐ lack of effective action from municipal authorities
- ☐ lack of funding for minority protection measures
- ☐ lack of organisations and authorities to implement minority protection measures
- ☐ barriers at national level
- ☐ other, namely: ...

### Section III: Other

#### **Differences between minority groups**

37. According to you, are different minority groups in your municipality enjoying the same measure of protection?

- ☐ yes
- ☐ no
- ☐ don't know

### Minority rights and gender

38. According to you, are men and women belonging to minority groups in your municipality enjoying the same measure of protection?

- ☐ yes (continue to question 40)
- ☐ no
- ☐ don't know

39. If the answer is no, which group enjoys the highest measure of protection?

- ☐ men
- ☐ women
- ☐ don't know/prefer not to say

### Responsibility for solving problems and trust in authorities at different levels

40. According to you, in what measure are the following authorities or groups responsible for taking minority protection measures?

- |                                                               |   |   |   |   |   |
|---------------------------------------------------------------|---|---|---|---|---|
| <input type="radio"/> international community                 | 1 | 2 | 3 | 4 | 5 |
| <input type="radio"/> national authorities                    | 1 | 2 | 3 | 4 | 5 |
| <input type="radio"/> regional authorities (where applicable) | 1 | 2 | 3 | 4 | 5 |
| <input type="radio"/> local authorities                       | 1 | 2 | 3 | 4 | 5 |
| <input type="radio"/> civil society                           | 1 | 2 | 3 | 4 | 5 |
| <input type="radio"/> minority persons themselves             | 1 | 2 | 3 | 4 | 5 |

*The ranking will indicate:*

*1 not at all responsible*

*2 slightly responsible*

*3 moderately responsible*

*4 responsible*

*5 fully responsible*

41. According to you, in what measure are groups or authorities effective in protecting minorities and ensuring their rights?

- |                                                               |   |   |   |   |   |
|---------------------------------------------------------------|---|---|---|---|---|
| <input type="radio"/> international community                 | 1 | 2 | 3 | 4 | 5 |
| <input type="radio"/> national authorities                    | 1 | 2 | 3 | 4 | 5 |
| <input type="radio"/> regional authorities (where applicable) | 1 | 2 | 3 | 4 | 5 |
| <input type="radio"/> local authorities                       | 1 | 2 | 3 | 4 | 5 |
| <input type="radio"/> civil society                           | 1 | 2 | 3 | 4 | 5 |
| <input type="radio"/> minority persons themselves             | 1 | 2 | 3 | 4 | 5 |

*The ranking will indicate:*

*1 not at all effective*

*2 slightly effective*

*3 moderately effective*

*4 effective*

*5 fully effective*

### Questions on the topic of the local project

In the context of the project "Promoting Human Rights and Minority Protection in South East Europe", coordinated and funded by the Council of Europe, your municipality is planning to carry out a project in the coming year aimed at [.....]

42. How important do you find [the topic that the local project aims at]?

1      2      3      4      5

*The ranking will indicate:*

*1 not at all*

*2 slightly important*

*3 moderately important*

*4 important*

*5 very important*

43. According to you, is [the problem to be solved by the local project] a priority, compared to other problems minority groups experience?

1      2      3      4      5

*The ranking will indicate:*

*1 not at all a priority*

*2 slightly a priority*

*3 moderately a priority*

*4 a priority*

*5 a high priority*

44. From what you know about your municipality, do you think this local project will be a success?

- ☐ yes
- ☐ no
- ☐ maybe

### Final remarks

45. Do you have any final remarks on the topics of this questionnaire?

**Albania**

## **“Promoting Human Rights and Minority Protection in South East Europe”**

### **NATIONAL REPORT **ALBANIA** FOR THE COLLEGE OF EUROPE**



Brugge

College of Europe  
Collège d'Europe



Natolin

Prepared by: **Erka Çaro**

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## Baseline situation: facts and figures

### National Level: Statistical information about minorities in the country

Currently Albania acknowledge two groups of minorities, those who are considered national ethnic and those who are considered cultural and lingual minorities. Albania has three national recognised minorities (Greeks, Slavic – Macedonians and Montenegrins) and two “linguistic minorities” (Vlach and Roma), where the latter have as single specific the language in relation to the autochthon part of the Albanian population. The most recognised minority groups are the Greeks, which are represented by a non-governmental local association that is called “Omonia” (UK Home Office 2015).

In the official statistics in Albania, 98 percent of the population is Albanian and only two percent consist of Greek, Macedonian, Montenegrin recognised as national Minorities and Roma, Aromanian recognised as ethnic-linguistic Minorities by the Albanian State. In Albania there exists also the Egyptian (called also Gypsy) minority, which is considered by the Albanian authorities as a community, not as a minority group. This issue will be addressed in detail below. Another minority group exists in Albania and this is the Bosnian minority, but the government of Albania does not even mention it in its statistics and international reports as well (Council of Europe 2001).

Table 1. General population registration data of ethnic minorities<sup>19</sup>

Years of Inhabitants Registration	Total Population	Non-Albanian minorities	% of Non-Albanian minorities <sup>20</sup>
1950	1,218,945	35,201	2.9%
1955	1,391,499	47,227	3.4%
1960	1,626,315	44,570	2.7%
1969	2,068,155	0	0%
1979	2,590,600	54,687	2.1%
1989	3,182,417	64,816	2.01%
2011	52,700 <sup>21</sup>	0	0%

Table 2. The percentage of the national minorities out of the general population of Albania<sup>22</sup>

Year	Minority diminish	Minority increase <sup>23</sup>
1960-1989	2.7%	45% <sup>24</sup>
1989-2011	1.9%	0%

<sup>19</sup>INSTAT as cited in Xhaxho 2007, p.29. Retrieved on 05 June 2015 from <http://lup.lub.lu.se/luur/download?func=downloadFile&recordId=1555225&fileId=1563588>

<sup>20</sup>In the census of 2001 there was no question on minorities. Comparing 1989 and 2011 is not possible because the methodology of the measurement is different.

<sup>21</sup>Count for 1.9% of the total population in Albania

<sup>22</sup>Open data Albania. Retrieved on 10<sup>th</sup> June 2015 from <http://open.data.al/en/lajme/lajm/lang/en/id/673/Minorities-in-Albania>

<sup>23</sup>National minorities have an official growth rate of about half of that of the total population

<sup>24</sup>While the total population between 1960 and 1989 increased by 97 percent.

Table 3. The minorities in Albania in absolute numbers, according to the 2011 census<sup>25</sup>

Ethnic and cultural affiliation	Resident population	Percentage of resident population
Albanian	2,312,356	82,58%
Greek <sup>26</sup>	24,243	0,87%
Macedonian	5,512	0,20%
Montenegrin	366	0,01%
Aromanian	8,266	0,30%
Roma <sup>27</sup>	8,301	0,30%
Egyptian	3,368	0,12%
Other	2,644	0,09%
not to answer	390,938	13,96%
Not relevant/not stated	44,144	1,58%
<b>Total</b>	<b>2,800,138</b>	<b>100%</b>

### ***Social, economic and political position of minorities in the country***

The Roma communities are among the most politically, economically and socially neglected groups in Albania. Poverty and social exclusion from the formal labour market have led the Roma and Egyptians to the informal market, where they are mainly involved in the collection of scrap metals, trade in second-hand clothes, casual jobs, construction and begging.<sup>28</sup> Among Roma minorities the housing situation remains worrying and the living conditions of the Roma inhabitants without access to running water and lack of roads are a matter of deep concern. Other significant problems are infrastructure and housing issues, high rate of unregistered births and the non-registration itself that remain high among the Roma community, low level of knowledge of the Albanian language from the Roma community, lack of education, high unemployment rates. Roma minorities in general have large families and live in rural areas or in the remote areas of cities. The characteristic of the Roma minority is its nomadic life and they are engaged in trading. According to seasons, they move from one region to another. This way of living during the dictatorial period created problems for the communist regime in power, because it could leave these people out of control. For these reasons, beginning from the 1960s, the authorities of that time started to concentrate the Roma people in agricultural enterprises in rural areas, forcing them to be employed, while in the cities they have been working mostly in parks maintaining enterprise or in public services. The Roma of Albania, like the Roma across the world, are involved mostly in handicrafts (UK Home Office 2014; World Directory of Minorities and Indigenous People 2015; Amaro Drom 2015; AHC 2003). The United Nations Development Program (UNDP), Center for Economic and Social Studies (CESS) in its report, "A Needs Assessment Study on Roma and Egyptian Communities in Albania", on 29 February 2012, stressed that Roma and Egyptian minorities at present, are the poorest groups in the Albania.

The majority of the Greek minority is circular migrant to Greece; they are mainly engaged in small businesses, such as construction of hotels or restaurants, especially on the southern coastline of Albania. (Xhaxho, 2007). The Greek minority has quite significant economic, political and social value

<sup>25</sup>INSTAT 2011 census .Retrieved from [http://www.instat.gov.al/media/177354/main\\_results\\_population\\_and\\_housing\\_census\\_2011.pdf](http://www.instat.gov.al/media/177354/main_results_population_and_housing_census_2011.pdf)

<sup>26</sup>The Greek government estimates 300,000 Greeks in the country. Retrieved from [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/375421/CIG\\_Albania\\_Minority\\_ethnic\\_groups.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/375421/CIG_Albania_Minority_ethnic_groups.pdf)

<sup>27</sup>Ibid. 'Roma in Albania are recognized as an ethnic-linguistic minority. Official sources say that there are about 1,300 Roma in Albania, however other sources estimate that there are up to 120,000 Roma in Albania

<sup>28</sup>Retrieved from <http://www.errc.org/cikk.php?cikk=3622> Date accessed 05 June 2015

(Vicker & Pettifer, 1999). A total of five<sup>29</sup> deputies of Greek descent, who belong to different parties are now represented in the Albanian Parliament (Papantoniou 2013).

The Macedonian minority is engaged mainly in agriculture, live-stock and fishing. Persons belonging to the Greek and Macedonian minorities residing outside the former “minority zones”, whose ethnicity was not entered or was entered incorrectly in their birth certificates, and persons belonging to other minorities, in particular the “ethno-linguistic” ones whose ethnicity was never recorded, have not been granted the right to declare freely their ethnic origin. Minority language is allowed and taught on all stages of education and they can choose more than one text (Lame, 2014).

The Albanian Government decided in May 2011 to abolish the practice, carried over from the communist regime, of mandatory recording of birth certificates of the ethnicity of persons belonging to the Greek and Macedonian national minorities, based on the parents’ birth certificates rather than on a free declaration by the persons concerned. This practice, which was restricted only to the Greek and Macedonian minorities and practised only in the former “minority zones”,<sup>30</sup> constituted discrimination among persons belonging to different national minorities (Lame 2014).

The ethnicity of persons belonging to the Vlach/Aromanian minority and to the Roma minority, who, according to the terminology of the State Report, are defined as “ethno-linguistic” minorities, had not been recorded in birth certificates or otherwise by the authorities. This resulted in the impossibility for persons belonging to these minorities to exercise rights granted to the other ethnic groups, recognised as national minorities. The Aromanian minority initially emerged as a livestock nomadic population, and later through a gradual stabilisation; it has been engaged in other economic activities, for instance in agriculture (COE 2012).

Egyptians and Bosniaks, who have expressed their wish to be recognised as persons belonging to a national minority and to benefit from the protection of Framework Convention for the Protection of National Minorities, have not been examined by Albanian authorities and their existence as distinct groups with specific identities has not been acknowledged. The Egyptian minority mainly settled in the south and centre of the country. Even though, nowadays they also live in the north, especially in Shkodra. A small part of the members of the Gypsy community lives in the rural areas, as the majority is located in the districts, in neighbourhoods with characteristic names, and thus historically known by everyone, as the Gypsy neighbourhoods. Unlike the Roma minority (with whom they are often mistaken) they did not preserve their language. Therefore, Egyptians speak Albanian language. They are distinguished as good artisans, especially as shoemakers, tinsmiths, blacksmiths etc. Traditionally they are known as folk instrument players. There are no statistical data regarding the Bosnian minority, as far as it is not recognised as such by the Albanian government. They are believed to be well integrated into the Albanian society but still preserving their language and traditions (COE 2008; Xhaxho 2007).

The Montenegrin minority, as of the 1990s, had the possibility to travel freely to former Yugoslavia, which consequently intensified the commercial relations and positively affected the welfare of this community. Besides, from the trade exchanges with Montenegro, the actual inhabitants of the villages earn their living through agriculture.

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<sup>29</sup>Luiza Xhuvani one of the Greek deputies left parliament couple of months ago for personal reasons

<sup>30</sup>“Minority zones” are particular districts (Gjirokastër, Sarandë and Delvinë for persons belonging to the Greek minority, and districts of Korçë (municipality of Liqenas) and Devolli (municipality of Vernik)

Political participation of minorities is not high on the agenda in Albania, perhaps because Albania – in contrast to neighbouring countries – has not encountered any ethnic, racial or religious problem or conflict. Officially recognised are the Greek, Macedonian and Montenegrin national minorities, while the Roma and Aromanians are recognised and respected as linguistic minorities. However, in the 2009 electoral process, minority populations, notably Roma, continued to be marginalised and were subjected to election intimidation and attempted ‘vote buying’. According to the OSCE, minorities generally enjoyed respect of their rights in the run up to and during the elections. National minorities are guaranteed equal rights under the Constitution. While no reliable official data on minorities is available, it is widely believed that the Greek and the Roma communities are the largest.

In May 2014, the Council of Europe adopted a resolution calling on Albania to implement the Framework Agreement for Protection of Minority Languages and provide education in these native tongues throughout the country.

***Implementation of minority rights in the country (taken from deliverable 2)***<sup>31</sup>

In this regard, the Framework Convention for the Protection of National Minorities of the Council of Europe is an integral part of Albanian domestic legislation, following its ratification by the Parliament of Albania by law n°8496, date 03.06.1999, guaranteeing protection of minority rights in Albania.

Albania has delivered three national reports on the implementation of the Convention and on steps taken to implement recommendations made by the Advisory Committee of the Convention. Albania recognises two categories of minorities. An objective distinction is made between national minorities and ethno-linguistic, given the fact that national minorities have a kin state (i.e. Greek minority, etc.); whereas the linguistic minorities do not have one (i.e. Vlachs and/or Roma minority). This distinction is only in theory, because in practice it does not affect or discriminate against any category, because both enjoy and have access to the same rights, based on Albanian legislation. In this regard, the three national reports delivered to Council of Europe widely describe the respect of rights of both national and ethno-linguistic minorities, without distinction. On the other hand, issues of dealing with fulfilment of minority rights in the political, social, educational areas have been treated in 39 legislative acts and bylaws (Constitution, different laws and Decisions of Council of Ministers).

Albania joined the Decade of Roma Inclusion in 2008; within this framework the Government adopted a National Action Plan which focuses on education, employment and social protection, housing and infrastructure, health, social infrastructure and equal opportunities and cultural heritage

There exist pretences that minority rights are not guaranteed in the Albanian territory, mainly regarding education, property right and the possibility to access in all public administration levels.<sup>32</sup> The Advisory Committee's third opinion on Albania (adopted on 23 November 2011) underlines important steps that the country has completed to bring its legislation in accordance to the Convention.

However, there are still many issues that raise concern. The State Committee on Minorities lacks necessary independence and cannot be considered an effective consultation mechanism.

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<sup>31</sup>The minority rights in Albania are guaranteed from the Constitution of 1998; The European Council Convention on National Minority Protection is signed by the Republic of Albania on 29 June 1995.

The Law on Protection from Discrimination was adopted in 2010 and the Office of the Commissioner for Protection from Discrimination has been established; The Criminal Code was amended to make discrimination relating to gender, race, religion, nationality, language, political and religious or social beliefs an aggravating circumstance of any offence.

<sup>32</sup>Association Stability Report, EC, 2003

Amendments to the legislation governing the population census introduced fines for incorrect responses to the questionnaire, and are not compatible with the principles of free self-identification of persons belonging to national minorities, as provided for by Article 3 of the Convention. In February 2011, the first major hate crime against Roma took place in Tirana and resulted in inadequate displacement of large numbers of people to a temporary shelter. The law enforcement bodies did not take the necessary steps to protect the victims of this attack. The possibilities for learning minority languages and receiving instruction in these languages remain insufficient and support for minority cultures remains inadequate and unreliable. The housing situation of the Roma remains worrying and unemployment among persons belonging to Roma minority remains unacceptably high.

Further improvement of the national legislation could be done by adopting comprehensive legislation on national minorities to fill in the identified legal gaps and to clarify State policy towards minorities. The Advisory Committee recommends intensifying the dialogue with persons belonging to national minorities on the opportunities for teaching of and in minority languages. In order to enable effective implementation of the National Action Plan 2010-2015 for the Decade of Roma Inclusion<sup>33</sup>, sufficient resources should be made available and representatives of Roma minority should be involved in the design, implementation, monitoring and evaluation of the various measures taken by the different authorities to implement activities in the priority areas of education, employment, health, and housing in the framework of this Action Plan.

Albania has not yet signed nor ratified the European Charter for Regional and Minority Languages. The signature and ratification of the Charter is seen by the Albanian authorities as a package of reforms by the new Government to promote the rights of minorities in light of the accession to the EU.

Aware of the dynamics and global evolution on the treatment of human rights in general and minority rights in particular, the Republic of Albania is permanently engaged in improving its legal framework in this field. Actually, the Republic of Albania has ratified all the UN conventions on human rights and almost all relevant conventions of the Council of Europe. Based on Article 122 of the Constitution of the Republic of Albania, every international convention, ratified by the Parliament of Albania, becomes integral part of domestic legislation, and prevails over domestic legislation (Article 122/1 of Constitution of the Republic of Albania).

### ***Local Level: Statistical information about minorities in the municipalities***

*Table 4. Minorities in Municipality according to the last CENSUS 2011*

<b>Municipality</b>	<b>Total Population</b>	<b>Roma</b>	<b>Egypt.</b>	<b>Greek</b>	<b>Vlach</b>	<b>Monteneg.</b>	<b>Bosnian<sup>34</sup></b>
<b>Fier</b>	85,000	1640	80	0	0	0	0
<b>Dropull</b>	9,529	0	0	9,058	0	0	0
<b>Përmet<sup>35</sup></b>	13,400	0	2,000 <sup>36</sup>	0	0	0	0

<sup>33</sup>National Action Plan 2010-2015 for the Decade of Roma Inclusion. Retrieved from

<http://www.al.undp.org/content/dam/albania/docs/The%20Decade%20of%20Roma%20Inclusion%20-%20National%20Action%20Plan.pdf>

<sup>34</sup>Concerning the Bosnian minority the census has no data, when the number of persons belonging to Bosnian minority is about 10000 persons in Albania, referring to the data of the “Zambak” Association that represent the Bosnian minority in Albania. They live not only in Shijak, but even in Durrës, Kavajë, Lushnje, Elbasan, Vlorë, Fier, Tiranë, Sarandë, and Shkodër.

<sup>35</sup>The Municipality of Përmet has about 1500 teachers, 3 or 4 out of which are Egyptians.

<sup>36</sup>Total of Egyptian, Greek and Vlach

<b>Rrethina</b>	24,000	0	0	0	0	2,000 <sup>37</sup>	0
<b>Shijak</b>	7,568	0	0	0	0	0	0
<b>Total</b>	139,497	1,640	2,080	9,058	0	2,000	0

### ***Social, economic and political position of minorities in the municipalities***

**Fier:** According to the data of the municipality of Fier, the Egyptian community is almost completely integrated and does not represent any concern with regard to the minority rights. The situation differs with the Roma minority where economic and social issues are more acute influencing a number of the rights foreseen in the Convention articles. Moreover the Advisory Committee opinion on Albania finds that the unemployment rates are high, the housing situation remains worrying and the living conditions of the Roma inhabitants without access to running water and lack of roads are a matter of deep concern. According to the reports of the commune and the assessment of the municipality, in the Roma village there are a number of 120 residences in poor construction conditions, while 35 families live in cottages and 25 other families do not have a residence but continue to move in with relatives. Running water and wastewater infrastructure continue to be a problem along with road infrastructure and lighting. Living conditions of the Roma community continue to be difficult taking into account a number of factors such as the high unemployment, the lack of agricultural land as a result of the fact that Roma community did not benefit from the laws on the distribution of the agricultural land and the very low rates of the economic assistance (AHC 2003; Shytaj 2014). From the total of 330 families, 120 of them are treated through economic assistance that amounts to an average of 15 – 55 Euro/month which is not sufficient to cover the minimal necessary living conditions. Among many other problems, high rate of unregistered births and the non-registration itself that remain high among the Roma community, level of knowledge of the Albanian language from the Roma community, lack of education, 74% of the Roma community in the Roma village has not completed the nine year obligatory education (Shytaj 2014). Beside direct discrimination and prejudice Roma have lower chances of acquiring higher education and as such poor chances on the labour market (UNDP, 2006). Social Vulnerability of Roma in Albania. There are opinions, which sustain that the number of the Roma minority in Albania is greater than 100.000 people (Bexholli 2003, p.128).

**Dropull i Poshtem /Sofratike Commune:** The possibilities for learning minority language and receiving instruction in this language remain insufficient (lack of funds) (article 12, 13, 14 of the Convention). Difficulties exist in setting up Greek classes outside the area inhabited by people who traditionally and in substantial numbers belong to national minorities. Nowadays the loss of old traditions and customs in the Greek minority area has become very visible (Lame 2014).

**Përmet:** The minority phenomenon of the Egyptians in Përmet concerning housing dimension presents some problems in itself. Their homes have structural problems in all dimensions ranging from roofs to continuous water and sanitation issues. The latter is a heavily problematic aspect in Përmet Municipality. Moreover, social exclusion and discrimination towards Egyptian minority, as well as low level of citizenship participation on local government on certain issues are problematic. It is important to mention that the Municipality of Përmet on its Strategic Plan Analysis highlights the

<sup>37</sup>According to the official data of 2001 and Albanian Helsinki Committee(2000) such a minority is 2000 persons, and according to the census of 2011 such a minority is called only Montenegrin which is only 0.1% of the total population. The data gathered by the representatives of Montenegrins minority, the number of persons belonging to Serbo-Montenegrin minority is about 30,000 persons. Local authorities admitted that there are about 366 persons Montenegrins and according to representative of "Rozafa Moraça" Association, the number of Montenegrins is about 4,000 to 5,000 persons from 24,000 persons of the commune. According to them only in the villages of "Shtoj iVjeter" and "Shtoj i Ri", the Montenegrins composes 80% of population of Rrethinat commune.



social dimension problems ranging from internal migration, undeveloped professional education skills, a growing series of social pathologies and a non-inclusive society regarding disadvantaged groups. Vlachs have their own association which is entitled to certify minority affiliation (Lame 2014).

Regarding the Media, minority communities have not had access to it, since the activation was uniquely seasonal and only in breaking-news for electoral campaigns. In terms of representation in the Municipality of Përmet, the Greek minority was represented in the former legislation, but not in the current legislation. The schools where Greek language was taught are now closed due to lack of pupils and migration.

**Rrethinat Commune:** It is worth to mention the climate of tolerance and understanding, as it is stressed by the third Opinion of AC and the Resolution of Committee of Ministers of the Council of Europe. The representatives of Montenegrins in Rrethina have expressed such a situation (Sinani 2014).

**Shijak Municipality:** It is worth to mention the climate of tolerance and understanding, as it is stressed by the third Opinion of AC and the Resolution of Committee of Ministers of the Council of Europe. The representatives the Bosniaks in Shijak have expressed such a situation. Coming back to recognition of Bosniaks as national minority in order to be under the protection of the Convention, such a minority has expressed its wish in 1995. However there is no answer to their request made to the Ministry of Foreign Affairs (Sinani 2014).

***Any factors that might influence local projects for minority protection in the municipalities***

New territorial organisation. There is only one concern in Rrethina commune that is related with the new national territorial division: with this new territorial division Rrethina will be part of Shkodra municipality. Even though this might be not a real threat for the implementation of the project, it was an issue raised by the project organisation. Considering the fact that Bosniaks are not recognised as a national minority, in reality the Albanian authority has allowed learning in the Bosniak language in the villages inhabited by Bosniaks in considerable numbers.

***Baseline situation: awareness of minority rights***

***Cross-municipality analysis of the results of the awareness assessment***

***Questionnaire***

***Translation of the questionnaire into which languages and by whom***

The questionnaire for the case of Albania was translated by the National Experts of Albania and Kosovo<sup>38</sup>. The questionnaires were only translated into the Albanian official language and with no other minority language as the Minority groups mostly understand and speak Albanian. In the case of Roma, Greek and Egyptian minority groups that expressed difficulties in understanding specific word or questions researchers had assistance from minority group's activist, leaders from minority organisation and municipal officers.

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<sup>38</sup>\*This designation is without prejudice to positions on status and is in line with UNSCR 1244 and the ICJ opinion on the Kosovo Declaration of Independence.

### **Adaption of the questionnaire at national level**

There was no adaption done. In the case of Kosovo\* there were few adaptations to the questionnaires which were changed in the Albanian case.

### **Possible adaption of the questionnaire at local level**

In the case of Fier and Përmet Municipality with Roma and Egyptian minorities there have been few questions which we had to reformulate while orally asking the respondents (minorities). The question 24a was too long and difficult to understand especially for Egyptian and Roma respondents who had little or no education at all. So, the interviewer found it necessary to suit the question and make it shorter without misplacing the meaning.

## **Method**

### **Cooperation with municipality contact person and other municipal interlocutors**

The municipality officers and contact persons were very helpful throughout the process of assessment. Generally, there has been a good cooperation with the municipality officers involved with the project. The commune of Dropull i Poshtem and Përmet municipality are to be distinguished for their continuous help and assistance through the field work.

### **Comparison of methods to identify and approach target groups in the municipalities**

Assistance was provided by all the contacting persons in the municipality commune at different degrees. **Përmet** Municipality involved many minority persons employed by the municipality to assist in the process of field coordination. Foreign volunteers were involved and assisted as well as in the coordination. In **Dropull** the network of the municipality was utilised to identify and reach minorities. The municipality contact persons and other officers assisted in the assessment. In **Fier** municipality, assistance was provided by all the contacting persons in the municipality commune at different degrees. Fier Municipality involved the head of Commune Driza/Roma village who assisted in the questionnaires. Moreover, two leaders from a Roma organisation assisted in the whole process of assessment. In the case of **Rrethina** commune, the contact persons assisted in whole interview process with respondent from minority group. The minority groups that completed the questionnaires were selected based on the respective reports from each of the Municipality/commune and as well as based on the implementation of the actually project ongoing from each respective Municipality/Commune. Even in cases where minority groups were not actually involved in the actual project, was founded relevant to interview some respondents from this minority group. This process was highly facilitated even with the assistance and presence of one leader from Montenegrins community. In **Shijak** municipality the municipal officers dealing with minority rights was helpful and facilitated the identification of the minority group in the field work. Part of the interviews with municipalities were sent by email. All the interviews with minorities were done orally. The municipality contact persons and other officers assisted in the assessment. Moreover, a snowball technique and personal academic contacts were used in order to reach minorities and municipal officers.

### **Methods used to take the questionnaire**

First, direct contact, was employed, with Municipality officials and contact persons in the list of project. Subsequently, the researchers visited personally all the municipalities, Shijak municipality was visited twice because of insufficient time to collect all the questionnaires. Meetings with the contact persons were organised beforehand, through email and phone contacts with the project organisation. In some municipalities, such as Përmet and Dropull, the project organisation was very helpful and coordinated. They had already contacted the minority groups and served as gate keepers to introduce the researchers to the minority community. The network of municipalities was used to identify the target group along with some key persons from minority groups that assisted in the field

work. The municipal officers dealing with minority rights were helpful and helped us identify minority respondents. Part of the interviews with municipal officers were sent by email. All the interviews with minorities were done orally face to face. The municipality contact persons and other officers assisted in the assessment. Moreover, a snowball technique and personal academic contacts were used in order to reach minorities and municipal officers. Going to places frequented by minority groups, such as bars or meeting places, was also one of the methods used to reach minorities.

*What methods did you use to take the questionnaire for the different target groups? (Meaning were the questionnaires taken online, by email, orally, or otherwise)*

The questionnaires were done verbally face to face, for both minorities involved in minority protection and not involved in minority protection. The municipality officers were provided in advance with the questionnaire which was sent to them via email. Most of the municipality officers had already filled most of the questionnaires following the field visits. Few of them send the questionnaires by email.

*Any difficulties or other noteworthy aspects in the implementation of the awareness survey*

There was a misunderstanding between compiling the awareness assessment questionnaire and project assessment questionnaire. Municipality officers not involved with minority rights after filling in the project assessment questionnaire were not very enthusiasts about filling in the awareness assessment questionnaire. Similarly, municipality officers involved with minority rights stated the same attitude. Surprisingly, for this questionnaire we have been more successful in accessing minorities. The awareness assessment questionnaires from municipality persons were sent by email and some were filled in the presence of researchers.

### ***Personal information on the target group***

#### ***Gender***

The majority of the respondents were women (55.5%) whereas 44.4 % of the respondents were men. The highest number of women respondents was in Fier while the number of female and male respondents was equal in Shijak. The lowest number of women was in Rrethina as some women respondents refused to answer the questionnaire suggesting their husbands answered instead. In general for the officials working in municipalities and communes there was a better gender balance but still there is a tendency towards higher inclusion of women. This tendency was stronger in Shijak and Fier municipality, a bit less evident in Rrethina. Men were less willing to fill out the questionnaire. Rrethina commune has also the highest disproportion in gender balance. Women are less likely to be involved in decision making positions and as such less likely to be employed in local administration. Women from minority groups are less likely to be involved in outer activities and especially in the local project. On the contrary, men are more active in the public sphere and more likely to be involved in local projects. This is related also to cultural and traditional norms of the Northern Albania, where gender equality in general is not an option and where women are more prone to being subordinate to men.

Table 5. Number of respondents by gender

Municipalities	Female	Male	Total
Fier	26	15	41
Dropull	16	9	25
Përmet	16	14	30
Rrethina	9	13	21
Shijak	13	13	26
Total	80	64	144

### Nationality

The majority of respondents cited *Albanian* as their nationality. In Fier municipality and in Shijak municipality all the respondents cited Albanian as their nationality. The situation was striking in Dropull i Poshtem commune where 80% of the respondents had only Greek nationality while 20% declared to have Greek nationality and Albanian citizenship. A striking situation was also in Rrethina commune where 95% of the respondent said to belong to Montenegrin nationalities, and of Albanian nationality only 5%. In Përmet municipality, 60% of the respondents said to belong to Egyptian nationality and only 40% declared to have an Albanian nationality. This declarations might be related with the confusion and difficulties expressed by minorities on differentiating between their minority status and their nationality, especially in the case of Përmet and Rrethina municipality. Nationality other than Albanian currently is accepted from Albania State only if it is registered as such in the life event registers. It should be noted that there were respondents with dual nationalities, Albanian Montenegrins in Rrethina commune.

Table 6. Number of respondents by nationality

Municipality	Alb	Gre	Rom	Bos	Egyp	Mont	Mon + Al	Greek +Al	Total
Fier	41	0	0	0	0	0	0	0	41
Dropull	0	20	0	0	0	0	0	5	25
Permet	12	0	0	0	18	0	0	0	30
Rrethina	2	0	0	0	0	10	10	0	22
Shijak	26	0	0	0	0	0	0	0	26
Total	81	20	0	0	18	10	10	5	144

### Minority status

In general there was a willingness to cite their minority status. There seemed to be less willingness among the Roma and Egyptian minority and more willingness among the Greek, Bosnian and Montenegrin minorities.

Table 7. Number of respondents by minority status

Municipality	Albanian	Greek	Roma	Bosnian	Montenegrin	Egyptian	Total
Fier	14	0	26	0	0	1	41
Dropull	0	25	0	0	0	0	25
Përmet	12	0	0	0	0	18	30
Rrethina	3	0	0	0	19	0	22
Shijak	9	0	0	17	0	0	26
Total	38	25	26	17	19	19	144

The data shows that a majority of the respondents is of the Albanian (26.3%) and the Roma (18%) community, followed by 17.3% Greek.

Table 8. Number of respondents by group belonging

Municipality	Yes	not to say	No	Total
Fier	27	0	14	41
Dropull	25	0	0	25
Përmet	20	1	9	30
Rrethina	18	0	4	22
Shijak	16	0	10	26
Total	106	1	37	144

When asked whether they considered themselves part of a minority group in Albania, 73.6% of the respondents considered themselves as part of a minority group, whereas 25.7 % did not.

### Minority language

Table 9. Number of respondents speaking Albanian language

Municipality	Yes	No	A little	Total
Fier	39	0	2	41
Dropull	25	0	0	25
Përmet	27	0	0	27
Rrethina	22	0	0	22
Shijak	26	0	0	26
Total	139	4	2	141

Table 10. Number of respondents speaking minority language

Municipality	Yes	No	A little	Total
Fier (Romanian)	25	0	2	27
Dropull (Greek)	25	0	0	25
Permet (Egyptian)	0	0	0	0
Rrethina (Montenegrin)	13	0	4	27
Shijak (Bosniak)	24	0	0	24
Total	87	0	6	93

The majority of respondents, 98.5% spoke and understood very well the official language of Albania, Albanian. There were some difficulties with the Roma minority members but mainly because of their low education level. The Greek community regarded Greek as their official language but all of them spoke Albanian. Moreover all Bosniak speak and understand Albanian and Bosniak language.

Table 11. Number of respondents by age

Municipality	Young	Adult	Senior	Total
Fier	11	29	1	41
Dropull	1	23	1	25
Përmet	4	24	1	29
Rrethina	2	17	3	22
Shijak	2	19	5	26
Total	20	112	11	143

The majority of the respondents 78.3% fall under the age group 28-64, or adults: 2.7% in Përmet Municipality; 70.7% in Fier municipality; 92.0% in Dropull i Poshtem commune; 73.0% in Shijak municipality and 77.2% in Rrethina commune. There are no striking differences.

Table 12. Number of respondents by education level

Municipality	None	Primary	9 <sup>th</sup> Grade	Secondary	Vocational	University	Total
Fier	15	5	0	3	2	16	41
Dropull	0	0	0	1	2	22	25
Përmet	0	4	4	10	2	10	30
Rrethina	0	1	0	4	6	11	22
Shijak	0	0	0	8	3	15	26
Total	15	10	4	26	15	74	144

The majority of the respondents had finished university or college (51.3 %) and 18% had finished secondary school. The lowest level of education was in Fier, as a majority of the respondents (10.4% from the total) had no education at all and 3.4% had primary school. This is due to the high level of drop-outs of the Roma communities.

In **Rrethina** commune half of the respondents had a university or college degree, this was more evident in municipal officers not involved in minority protection where all but one of the respondents had a university degree. Minority persons had a lower education level compared with other target groups.

In **Shijak** municipality the majority of the respondents (57.6%) had a university or college degree, this was more evident for municipality officers.

In **Përmet** there is a lower educational level compared to other municipalities, apart from Fieri municipality. A good proportion of the respondents have secondary education. The majority of the respondents from municipality officers have universities. However, the majority of respondents from minority persons have secondary school. This of course can be explained with the lack of access to higher education that the Egyptian community has.

In **Fier** municipality the percentage of the respondents with no education is considerable and higher than in any other municipality, while having the lower educational level compared to other municipalities. This is because the Roma minorities are one of the most marginalised groups of minorities in Albania and lack of access to education is one of the most typical examples of discrimination and marginalisation.

**Dropull i Poshtem** commune has the highest level of education compared to the other municipalities. Almost 88% of the responded have a university degree. There are no respondent with no education or primary school. Dropull is a striking case compared to other communities.

Table 13. Education level of persons belonging to minority communities

Municipality	None	Prim. School	9 <sup>th</sup> Grad	Sec. School	Vocational	University	Total
Fier	15	5		3	2	16	26
Dropull	0	0	1	1	2	21	25
Përmet	0	4	4	10	0	0	18
Rrethina	0	1	0	4	6	8	19
Shijak	0	0	0	8	3	6	17
Total	15	10	5	26	13	36	105

The highest number of minorities with university diploma are from Dropull, the Greek minority and the lowest educated are Roma minorities from Fier.

Table 14. Education level of respondents who do not consider themselves part of minority community

Municipality	None	Prim. School	9 <sup>th</sup> Grad	Sec. School	Vocation	University	Total
Fier	0	0	0	0	0	14	14
Dropull	0	0	0	0	0	0	0
Permet	0	0	0	0	0	9	9
Rrethina	0	0	0	0	0	4	4
Shijak	0	0	0	0	0	10	10
Total	0	0	0	0	0	37	37

### ***Involvement with the municipality and with minority protection***

Out of one hundred and forty-four (144) respondents who answered the question, fifty (50) work for the municipality and ninety-four (94) do not work for municipality. Out of these, twenty-one(21) are involved in the protection of non-majority communities within their municipality in different capacities.

Table 15. Number of respondents per municipality not/working for the municipality

Municipality	Respondents who work for the municipality	Respondents who do not work for the municipality	Total
Fier	14	27	41
Dropull	8	17	25
Përmet	12	18	30
Rrethina	6	16	22
Shijak	10	16	26
Total	50	94	144

Table 16. Number of municipal officers who work on minority policies

Municipality	Respondents who work for the municipality and work on non-majority community protection
Fier	5
Dropull	3
Përmet	6
Rrethina	2
Shijak	5
Total	21

### ***Awareness of minority rights among the target group***

#### ***Awareness of the Framework Convention for the Protection of National Minorities (Convention)***

In general, there was a low awareness of the Convention, as 42.6% had heard of it and were familiar with its contents, whereas 33.5% of the respondents noted that they were not familiar with it. Most of the respondents were not very certain about the rights that the Convention contains. Likewise, there was a very low level of awareness of the Convention's applicability to Albanian\* law as 76.5% noted that they did not know whether the Convention was applicable, whereas only 8.3 % of respondents stated 'yes', meaning that they thought it was applicable to Albania\* law.

The awareness of the Convention is analysed more in detail below where the results are presented disaggregated by gender, age, education and municipalities. The question posed was:

### Question 13

*Are you familiar with the Framework Convention for the Protection of National Minorities?*

- a) *I have heard of it, and am familiar with the content*
- b) *I have heard of it, but don't know the content*
- c) *no*

*Table 17. Familiarity with the Convention disaggregated by gender*

<b>Question 13<sup>39</sup></b>	<b>Men</b>	<b>Women</b>
<b>I have heard of it, and am familiar with the content</b>	26 (40%)	22 (27.8%)
<b>I have heard of it, but don't know the content</b>	21 (32.8%)	45 (56.9%)
<b>No</b>	18 (28.1%)	12 (15.1%)

Awareness of the Convention seems significantly lower among women than among men. While 40% of the men indicated they were familiar with the Convention and its content or had heard of it, only 27.8% of the women did so.

*Table 18. Familiarity with the Convention disaggregated by age*

<b>Question 13<sup>40</sup></b>	<b>Young: 0-27 years</b>	<b>Adult: 28-64 years</b>	<b>Senior: 65+ years</b>
<b>I have heard of it, and am familiar with the content</b>	5(25%)	39(34.8%)	4(36.3%)
<b>I have heard of it, but don't know the content</b>	10(50%)	51(45.5%)	2(18.1%)
<b>No</b>	5(25%)	22(19.6%)	5(45.4%)

Awareness of the Convention seems significantly lower among young persons than among adults. This is not surprising, as the target groups of municipal officers and of minority persons involved in minority protection, who can be expected to be more aware of minority rights, mainly fall into the category of adults. Awareness of senior respondents on convention is somehow similar to the awareness of the adults. However, comparison with senior respondents cannot be made here, since this group is too small to draw meaningful conclusions.

*Table 19. Familiarity with the Convention disaggregated by education level*

<b>Question 13<sup>41</sup></b>	<b>None</b>	<b>Primary</b>	<b>9<sup>th</sup> grade</b>	<b>Sec. School</b>	<b>Vocational</b>	<b>University</b>
<b>Yes, and am familiar with the content</b>	0 (0%)	1 (11%)	0 (0%)	3 (11.5%)	4 (26.6%)	40 (54%)
<b>Yes, but don't know the content</b>	5 (33.3%)	3 (33.3%)	2 (50%)	12 (46.1%)	8 (53.3%)	33 (44.4%)
<b>No</b>	10 (83.3%)	5 (55.5%)	2 (50%)	11 (42.3%)	3 (20%)	1 (1.3%)

As might be expected, awareness of the Convention seems highest among respondents with a university education. 54% of them indicated they are familiar with the Convention and its content and only 1.3% have not heard of it at all. However, it is striking that after university-educated respondents, those with vocational education seem most aware compared to all others. As much as 26.6% indicated they have heard of the Convention and are also familiar with its content. Lowest

<sup>39</sup>"Are you familiar with the Framework Convention for the Protection of National Minorities?"

<sup>40</sup>Ibid.22

<sup>41</sup>Ibid.22



awareness on the convention is among those with no education at all. Almost 83.3% of them have indicated that they do not know the convention and its content.

*Table 20. Familiarity with the Convention in 5 different municipalities*

<b>Question 13<sup>42</sup></b>	<b>Fier</b>	<b>Dropull</b>	<b>Përmet</b>	<b>Rrethina</b>	<b>Shijak</b>
<b>Yes, and am familiar with the content</b>	8 (19.5%)	15(60%)	5(16.6%)	6(28.5%)	14(53.8%)
<b>Yes, but don't know the content</b>	17(41.4)	10 (40%)	10(33.3%)	15(71.4%)	11(42.3%)
<b>No</b>	16 (39%)	0 (0%)	15(%50)	0(0%)	1(3.8%)

While the percentages of respondents who were aware of the Convention and know its content were similar in the different municipalities, there is a larger discrepancy between municipalities regarding awareness of the Charter. Respondents in Dropull seem to have a significantly higher awareness than in the other municipalities, followed by Shijak, whereas respondents in Përmet have little awareness of the Convention.

*Table 21. Familiarity with the Convention for minority persons compared to non-minority persons*

<b>Question 13<sup>43</sup></b>	<b>Minority</b>	<b>non-minority</b>
<b>Yes, and am familiar with the content</b>	34(32.3%)	14(36.8%)
<b>Yes, but don't know the content</b>	41(39%)	22(57.8%)
<b>No</b>	30(28.5%)	2(5.2%)

Minority respondents seem significantly less aware of the convention than non-minority persons. The percentage of minority persons aware of the convention is 32.3% in comparison to 36.8% of non-minority. As it will be explained below the reason for not such a difference is that minority groups have a highly magnitude of divergence amongst each other as for example the majority of Greek minorities have high school and majority of Roma are with no education at all. So we expect that those persons with university including minorities are more aware about their rights.

*Table 22. Familiarity with the Convention for different minority groups*

<b>Question 13<sup>44</sup></b>	<b>Albanian</b>	<b>Greek</b>	<b>Roma</b>	<b>Bosniak</b>	<b>Montenegrin</b>	<b>Egyptian</b>
<b>Yes, and am familiar with the content</b>	14(36.8%)	15(60%)	2(7.6%)	7(41%)	5(27.7%)	5(26.3%)
<b>Yes, but don't know the content</b>	22(57.8%)	10(40%)	10(38.4%)	9(52.9%)	8(44.4%)	4(21%)
<b>No</b>	2(5.2%)	0(%)	14(53.8%)	1(5.8%)	5(27.7%)	10(52.6%)

When looking at the awareness of the Convention among different minority groups, the striking fact is that Greek minorities have overcome Albanian respondents as their percentage is 60% in comparison to Albanian 36.8%. Striking fact is that Bosniak minority are more aware about the convention than Albanians. The Roma followed by Egyptian minorities are the least aware.

<sup>42</sup>Ibid.22

<sup>43</sup>Ibid.22

<sup>44</sup>Ibid.22

Table 23. Familiarity with the Convention for all municipal officers compared to all non-municipal officers

Question 13 <sup>45</sup>	Non municipal officers	Municipal officers
Yes, and am familiar with the content	37(39.7%)	11(22%)
Yes, but don't know the content	29(31.1%)	34(68%)
No	27(29%)	5(10%)

The percentage of municipal officers who are familiar with the Convention is less than that of non-municipal officers. Municipal officers is 22.2% and non-municipal officers is 39.7%. However more municipal officers have heard of convention but do not know the content 68% in comparison to 29% of non-municipal officers. The data shows that there is a lack of awareness even from municipal officers regarding the convention.

Table 24. Familiarity with the Convention for persons involved in minority policies compared to persons not involved in minority policies

Question 13 <sup>46</sup>	Involved	not involved
Yes, and am familiar with the content	28(41.7%)	20(26.3%)
Yes, but don't know the content	25(37.3%)	38(50%)
No	14(20.8%)	18(23.6%)

As might be expected, municipal officers and minority persons who are involved in minority policies seem to be far more aware of the Convention than those who are not. 37.3% of them have heard of the Convention, and 41.7% of them are also aware of the content. Respondents were asked in a true or false section to say whether certain rights are or are not in the Convention, for which they could receive a maximum score of 5 points. The average score of respondents for this question is 3.9 points, showing that the respondents were aware of the rights that are ensured by the Convention. It must be noted that while answering the questionnaires, the respondents often answered 'true' because on a normative basis they believed that the right should be a part of the Convention, and not due to certainty that it was.

### ***Awareness of Charter the Charter for Regional or Minority Languages (Charter)***

The data show slightly a lower awareness of the Charter than of the Convention in the target municipalities, as 43.9 % of respondents noted that they were not familiar with the Charter (42.6% was not familiar with the Convention), and only 16.3% noted that they had heard of the Charter and were familiar with its content (23.7% for the Convention). Around 39.7% of people have not heard at all for the charter (33.5 for the convention).

The awareness of the Charter is analysed more in detail below where the results are presented disaggregated by gender, age, education and municipalities. The question posed was:

16. Are you familiar with the European Charter for Regional or Minority Languages (ECRML)?

- a) I have heard of it, and am familiar with the content
- b) I have heard of it, but don't know the content
- c) No

<sup>45</sup>Ibid.22

<sup>46</sup>Ibid.22

Table 25. Familiarity with the Charter disaggregated by gender

<b>Familiarity with the Charter</b>	<b>Men</b>	<b>Women</b>
<b>Yes, and am familiar with the content</b>	4(6.4%)	5(6.25%)
<b>Yes, but don't know the content</b>	22(35.4%)	38(47.5%)
<b>No</b>	36(58%)	37(46%)

While the percentage of men who are not familiar with the Charter at all is slightly higher than that of women, a higher percentage of women than of men have heard of the Charter but are not aware of its content.

Table 26. Familiarity with the Charter disaggregated by age

<b>Familiarity with the Charter</b>	<b>Young: 0-27 years</b>	<b>Adult: 28-64 years</b>	<b>Senior: 65+ years</b>
<b>Yes, and am familiar with the content</b>	1 (5%)	8 (7.2%)	0 (0%)
<b>Yes, but don't know the content</b>	12 (60%)	46 (41.4%)	2 (18%)
<b>No</b>	7 (35%)	57 (51.3%)	9 (81.8%)

As with the Convention, young respondents seem less aware of the Charter than adults. More than half of youngsters 60% of them have heard of the Charter but do not know the content, and only 5% of them have heard of the Charter and is familiar with its content, in comparison to 7.2% of adults.

Table 27. Familiarity with the Charter disaggregated by education level

<b>Familiarity with the Charter</b>	<b>None</b>	<b>Primary</b>	<b>9th grade</b>	<b>Secondary</b>	<b>Vocational</b>	<b>University</b>
<b>Yes, and am familiar with the content</b>	0 (0%)	0 (0%)	0 (0%)	1(4%)	1(6.6%)	7(9.4%)
<b>Yes, but don't know the content</b>	3(20%)	2(22.2%)	1(25%)	8(32%)	7(46.6%)	39(52.7%)
<b>No</b>	12(80%)	7(77.7%)	3(75%)	16(64%)	7(46.6%)	28(37.8%)

Respondents with a university education seem by far most aware of the Charter and of its content, as might be expected. Other than with the Convention, 80% those with no education indicate they have not heard of the Charter at all. Respondents with university degree are the only ones who seem to be more aware of the Convention than of the Charter, followed by those with vocational education. However it should be taken in consideration that the number of respondents with a university degree overcomes other education categories.

Table 28. Familiarity with the Charter in the different municipalities

<b>Familiarity with the Charter</b>	<b>Fier</b>	<b>Dropull</b>	<b>Përmet</b>	<b>Rrethina</b>	<b>Shijak</b>
<b>Yes, and am familiar with the content</b>	2(4.8%)	4(16.6%)	0(0%)	3(14.2%)	0(0%)
<b>Yes, but don't know the content</b>	16(39%)	11(47.8%)	7(23.3%)	17(80.9%)	9(34.6%)
<b>No</b>	23(56%)	9(39.1%)	23(76.6%)	1(4.7%)	17(65.3%)

Dropull has the highest score, showing a higher familiarity with European Charter and lowest awareness is among respondents from Përmet and Shijak. It is striking to note that respondents from Shijak had almost highest awareness in the convention and least awareness on the charter. Also respondents from Rrethina have more than twice score on the awareness than respondents from Fieri.

In general there is a low familiarity with the European Charter for regional or minority languages.

**Fier:** The majority of the respondents are not familiar with the European Charter for regional or minority languages. Respondents involved with minority rights are the groups most familiar with the Charter.

**Dropull:** The majority of respondents have heard of it even though do not know the content. In contrast to the above mentioned target groups, all the respondents from minorities who do not work for minority issues have neither heard of it, nor are familiar with the content. This number is an indicator for the lack of awareness especially from minorities that are not involved in minority protection or activities.

**Rrethina:** The majority of respondents have not heard of the European Charter for Regional or Minority Languages, even though they did not know the content. This shows a lack of awareness on European Charter for Regional or Minority Languages not only from minority persons but as well as from municipality officers.

**Përmet:** None of the respondents have heard and are familiar with the content. There is a high percentage of the respondents who do not know and did not hear about the charter. The municipality persons involved in minority protection have higher charter awareness.

**Shijak:** The majority of municipal officers who are involved with minority rights (80%) and those who are not involved with municipality rights (60%) have not heard of European Charter for Regional or Minority Languages but are not familiar with the content. However, just few respondents from minority have heard of it but are not familiar of the Charter as they indicated they have heard of the Charter but do not know the content.

*Table 29. Familiarity with the Charter for all minority persons compared to all non-minority persons*

<b>Familiarity with the Charter</b>	<b>Minority</b>	<b>non-minority</b>
<b>Yes, and am familiar with the content</b>	5(4.7%)	4(11.1%)
<b>Yes, but don't know the content</b>	31(29.2%)	29(80.5%)
<b>No</b>	70(66%)	3(8.3%)

As with the Convention, minority respondents seem significantly less aware of the Charter than non-minority persons. 70% of them have never heard of the Charter in comparison to 3 % of non-minority group. In both categories, awareness of the Charter is significantly lower than that of the Convention.

*Table 30. Familiarity with the Charter for regional minority languages for different minority groups*

<b>Familiarity with the Charter</b>	<b>Albanian</b>	<b>Greek</b>	<b>Roma</b>	<b>Bosniak</b>	<b>Montenegrin</b>	<b>Egyptian</b>
<b>Yes, and am familiar with the content</b>	5 (13.8%)	2 (8%)	0 (0%)	1 (5.8%)	1 (5.2%)	0 (0%)
<b>Yes, but don't know the content</b>	28 (77.7%)	12 (48%)	8 (29.6%)	1 (5.8%)	7 (36.8%)	4 (21%)
<b>No</b>	3 (8.3%)	11 (44%)	19 (70.3%)	15 (88.2%)	11 (57.8%)	14 (73.6%)

When looking at the awareness of the Charter among different minority groups, the Greek group resulted being the most aware. This result is similar to the awareness of the Convention, albeit slightly lower. Similar to the results of the question on awareness of the Convention, the Roma minority resulted being one of the minority groups least aware of the Charter followed by Egyptian. Striking is the fact that no-one amongst the Egyptian and Roma sample group interviewed answered that they were familiar with the content of the Charter. Albanian group followed by Greek are most aware group of the charter.

Table 31. Familiarity with the Charter for all municipal officers compared to all non-municipal officers

Familiarity with the Charter	Non municipal officers	Municipal officers
Yes, and am familiar with the content	6 (6.5%)	3 (6%)
Yes, but don't know the content	32 (34.7%)	28 (56%)
No	54 (58.6%)	19 (38%)

Non-municipal officers seem to be significantly less aware of the Charter than municipal officers. This may also partly explain the difference in awareness between minority and non-minority respondents, since most non-minority respondents are municipal officers. Around 58.6% of non-municipal officers said that they have not heard of the charter in comparison to 38% of the municipal officers.

Table 32. Familiarity with the Charter for all persons involved in minority policies compared to all persons not involved in minority policies

Familiarity with the Charter	Involved	not involved
Yes, and am familiar with the content	8(11.9%)	2(2.6%)
Yes, but don't know the content	29(43.2%)	31(40.7%)
No	30(44.7%)	43(56.5%)

As might be expected, the respondents involved in minority policies seem significantly more aware of the Charter than those not involved. The difference between those involved and those not involved in minority policies is much more prominent for the Charter than for the Convention. Furthermore, respondents were also not very aware of the Charter's applicability to Albanian law as 78.1% of respondents answered that they did not know whether it was applicable whereas 7.7% of respondents stated 'yes'.

The low awareness of the Charter is also ascertained by the lower average score of the respondents' responses to the true or false section asking whether certain rights are or are not in the Charter, which is 2.3, thus showing that the level of awareness of the Charter and the rights it ensures is overall quite low.

In contrast to a good awareness of the rights under the convention there was expressed, generally, a low and very low knowledge of the Charter.

**Fier (1.7):** There is a very low awareness of the rights under the Charter especially for respondents not involved with minority rights. Minority persons working on minority issues have greater awareness of rights under the Charter.

**Dropull (2.9):** In general the majority of the respondents chose the 'don't know' option, hence there is little knowledge of the charter.

**Rrethina (2.9):** In general there is a low awareness of the Charter.

**Përmet (2.6):** In general there is a low awareness of the Charter.

**Shijak (1.5):** There is a very low awareness and knowledge of the charter. The majority of the respondents chose the 'don't know' option.

### ***Awareness of mechanisms for the protection of national minorities***

The majority of respondents were not aware of the international mechanisms protecting minority rights. 55.7% of respondents noted that they did not know the monitoring bodies, and 8.7% of the 137 respondents who answered a question of where they were based noted that they did not know where they are. Of the 39.4% that stated that they did know, a majority got the answer wrong, with many noting that the seat was in Tirana. Out of all the respondents who answered this question, none gave the right answer, Strasbourg.

*Table 33. Familiarity of respondents with the international bodies for the protection of minorities (the expert monitoring bodies and the Committee of Experts)*

Municipalities	Yes, and know what they do	Yes, but don't know what they do	No	Total
Fier	2	20	17	37
Shijak	1	3	22	26
Rrethina	2	15	5	21
Përmet	0	6	24	30
Dropull	2	11	10	23
Total	7	55	78	137

*Table 34. Awareness of respondents on the place international bodies are based<sup>47</sup>*

Municipalities	Yes	No
Fieri	0	37
Shijak	0	26
Rrethina	6	14
Përmet	0	30
Dropull	6	12
Total	12	119

There is also a very low awareness of national mechanisms. Even though the questions were modified to reflect national institutions, 60.5% of the respondents noted that they did not know these institutions whereas 52.8% did not know of the periodic reports sent by Albanian state on the implementation of the Convention and Charter.

The majority of respondents are not familiar with the international bodies for the protection of minorities, such as the expert monitoring bodies and the Committee of Experts and even if they heard about them, they do not know what they do.

**Fier:** The majority of the respondents are familiar with the international bodies for the protection of minorities, such as the expert monitoring bodies and the Committee of Experts, but do not know what they do. TG1 is the most aware group.

**Dropull:** Overall the majority of the respondents have heard but do not know what they do are the international bodies for the protection of minorities, such as the expert monitoring bodies and the Committee of Experts.

**Rrethina:** Most of the respondents have heard but do not know what they do international bodies for the protection of minorities, such as the expert monitoring bodies and the Committee of Experts.

<sup>47</sup>Question 20. Do you know where these international bodies are based?

Few of them have heard and know what they do. Municipal officers involved with minorities have the highest awareness level.

**Përmet:** Most of the respondents do not know of international bodies for the protection of minorities, such as the expert monitoring bodies and the Committee of Experts. Few of them have heard but they do not know.

**Shijak:** Overall the majority of the respondents are not familiar with the international bodies for the protection of minorities, such as the expert monitoring bodies and the Committee of Experts. There was an almost complete lack of information with regards to the location of the international bodies. None of the respondent said that the international bodies were located in Strasbourg. Few of them said that they were located in Albania as diplomatic missions. Generally there was a lack of information and awareness with the national bodies for the protection of minorities, such as the secretariats of the Framework Convention for the Protection of National Minorities. Municipal officers were more familiar with them.

**Fier:** The majority of the respondents are not familiar with the national bodies for the protection of minorities, such as the secretariats of the Framework Convention for the Protection of National Minorities. Only Municipal officers involved with minorities have better familiarity with the national bodies.

**Dropull:** Overall the majority of the respondents are not familiar with the national bodies for the protection of minorities, such as the secretariats of the Framework Convention for the Protection of National Minorities. 42% have heard of them but still do not know what they do. Municipal officers who work for minority issues have the highest awareness level.

**Rrethina:** The majority of respondents are familiar with the bodies for the protection of minorities, such as the secretariats of the Framework Convention for the Protection of National Minorities, even though they do not know what they do.

**Përmet:** The majority of respondents are not familiar with national bodies for protection of minorities.

**Shijak:** Overall the majority of the respondents are not familiar with the national bodies for the protection of minorities, such as the secretariats of the Framework Convention for the Protection of National Minorities.

The majority of the respondents demonstrated no familiarity with the obligation of the State to send periodical 'state reports' to the Council of Europe on the measures they have taken to implement the Convention.

**Fier:** The majority of the respondents are little familiar with the obligation of the State to send periodical 'state reports' to the Council of Europe on the measures they have taken to implement the Convention. Municipal officers involved with minorities have the highest familiarity.

**Dropull:** The majority of respondents familiar and a little familiar with the obligation of the State to send periodical 'state reports' to the Council of Europe on the measures they have taken to implement the Convention. Respondents involved with minority issues are the most aware groups.

**Brethina:** The majority of respondents are little aware with the obligation of the State to send periodical 'state reports' to the Council of Europe on the measures they have taken to implement the Convention. Municipal officers involved with minorities have greater awareness.

**Përmet:** The majority of the respondents from minority respondents are no aware with obligation of the State to send periodical 'state reports' to the Council of Europe on the measures they have taken to implement the Convention. No one has indicated is aware.

**Shijak:** The majority of respondents are not familiar with the obligation of the State to send periodical 'state reports' to the Council of Europe on the measures they have taken to implement the Convention. Only part of municipal officers say that they are a little familiar or they know. Municipal offices involved with minorities have highest awareness.

### ***Awareness of national legislation, policies and strategies for the protection of national minorities***

More concerning is that 44.6% of the respondents were not aware of national legislation and policies whereas 47.5 % stated that they knew little. In comparison, respondents seem to be most aware of the Convention, after that of national legislation and policies, while awareness of the Charter is the lowest. These data show that the awareness of minority rights, particularly among minority members of communities is very low.

The awareness of national legislation, policies and strategies is analysed more in detail below where the results are presented disaggregated by gender, age, education and municipalities. The question posed was:

*23. Are you familiar with national legislation, policies and strategies for the protection of national minorities?*

- a) yes
- b) a little
- c) no

*Table 35. Familiarity with national legislation policies and strategies for the protection of national minorities disaggregated by gender*

<b>Question</b>	<b>Men</b>	<b>Women</b>
<b>23<sup>48</sup></b>		
<b>Yes</b>	6 (9.3%)	5 (6.4%)
<b>A little</b>	28 (46.8%)	37 (48%)
<b>No</b>	30 (43.7%)	35 (45.4%)

A significantly higher percentage of men than women seem to be familiar with national legislation, policies and strategies for the protection of national minorities.

*Table 36. Familiarity with national legislation policies and strategies for the protection of national minorities disaggregated by age*

<b>Question 23<sup>49</sup></b>	<b>Young: 0-27 years</b>	<b>Adult: 28-64 years</b>	<b>Senior: 65+ years</b>
<b>Yes</b>	0 (0%)	10 (9%)	1 (9%)
<b>A little</b>	6 (30%)	58 (52.7%)	3 (27.2%)
<b>No</b>	14 (70%)	42 (38.1%)	7 (63.6%)

<sup>48</sup>Are you familiar with national legislation, policies and strategies for the protection of national minorities?

<sup>49</sup>Ibid.32



A significantly higher percentage of adults and senior than young people is familiar with national legislation and policies. 70% of the younger group say they are not familiar with these national policies.

Table 37. Familiarity with national legislation policies and strategies for the protection of national minorities by education categories

Question 23 <sup>50</sup>	None	Primary	9th grade	Secondary	Vocational	University
<b>Yes</b>	0 (0%)	0 (0%)	0 (0%)	1 (4%)	1 (7.6%)	9 (12.1%)
<b>A little</b>	4 (26.6%)	3 (30%)	1 (25%)	6 (24%)	4 (30.7%)	49 (66.2%)
<b>No</b>	11 (73.3%)	7 (70%)	3 (77%)	18 (72%)	8 (61.5%)	16 (21.6%)

As with the Convention and the Charter, respondents with a university education are significantly more often familiar with national legislation and policies.

Table 38. Familiarity with national legislation policies and strategies for the protection of national minorities in the different municipalities

Question 23 <sup>51</sup>	Fier	Dropull	Përmet	Rrethina	Shijak
<b>Yes</b>	2 (1.9%)	5 (20%)	0 (0%)	2 (9%)	2 (7.6%)
<b>A little</b>	21 (53.8%)	9 (36%)	14 (13.3%)	18 (81%)	5 (19.2%)
<b>No</b>	16 (41%)	11 (44%)	16 (53.3%)	2 (9%)	18 (69.2%)

Respondents in Dropull seem to be significantly more aware of national legislation and policies than elsewhere; over 20% of them said yes. None of the respondents in Përmet indicated they were not familiar at all with national legislation and policies.

Table 39. Familiarity with national legislation policies and strategies for the protection of national minorities for all minority persons compared to all non-minority persons

Question 23 <sup>52</sup>	Minority	non-minority
<b>Yes</b>	4 (3.8%)	7 (18.4%)
<b>A little</b>	43 (41.7%)	24 (63.1%)
<b>No</b>	56 (54.3%)	7 (18.4%)

The percentage of non-minority respondents who are familiar with national legislation and policies is almost more than three times less than that of minority respondents. For both categories, awareness of national legislation and policies is higher than of the Charter, but lower than of the Convention.

Table 40. Familiarity with national legislation policies and strategies for the protection of national minorities for all municipal officers compared to all non-municipal officers

Question 23 <sup>53</sup>	Non municipal officers	Municipal officers
<b>Yes</b>	8 (8.6%)	4 (8%)
<b>A little</b>	38 (41.3%)	29 (58%)
<b>No</b>	46 (50%)	16 (32%)

Non-municipal officers are significantly more familiar with national legislation policies and strategies for the protection of national minorities compared to municipal officers. The reason for this is that

<sup>50</sup>Ibid.32

<sup>51</sup>Ibid.32

<sup>52</sup>Ibid.32

<sup>53</sup>Ibid.32

non municipal officials might have tried to demonstrate the contrary to the general belief that they are not aware. However this might be as well as an indicator that municipal officer having a low awareness.

*Table 41. Familiarity with national legislation policies and strategies for the protection of national minorities for persons involved in minority policies compared to persons not involved*

<b>Question 23<sup>54</sup></b>	<b>Involved</b>	<b>not involved</b>
<b>Yes</b>	9 (13.4%)	4 (5.2%)
<b>A little</b>	32 (47.7%)	35 (46%)
<b>No</b>	26 (38.8%)	37 (48.6%)

Respondents who are involved in minority policies are far more often familiar with national legislation and policies than those who are not involved in minority policies. As 13.4% of those involved said they are familiar with national legislation, and another 47.7% said they are a little familiar. It is interesting to note that they seem to be more familiar with convention than national legislation and less aware of the Charter in general. The difference between those involved and those not involved in minority policies is even more obvious than for the Charter.

As it can be noted above the lack of awareness of national laws and mechanisms was observed among the municipal officials and especially to those that are not involved in minority protection. Municipal officials were less aware of national instruments than respondents who belonged to non-majority communities, where the lack of knowledge was simply observed in certain municipalities. It is an indicative that municipal officials are not much more aware of national instruments for non-majority communities' protection, than they were of the international instruments. Even if they answered in the affirmative, this was done with some uncertainty. The results overall show a low awareness of the national instruments available for the protection of non-majority communities, more so among members of non-majority communities than municipal officials.

### ***Familiarity with national legislation, policies and strategies for the protection of national minorities by municipality***

**Fier:** The majority of the respondents are a little familiar with national legislation, policies and strategies for the protection of national minorities. Municipal officers involved with minority protections are most aware, while minority respondents not involved with minority protections had no familiarity with national legislation.

**Dropull:** The majority of respondents are not quite familiar with national legislation, policies and strategies for the protection of national minorities. Only a small percentage indicated they are a little familiar with national legislation, policies and strategies for the protection of national minorities.

**Rrethina:** The majority of respondents are not quite familiar with national legislation, policies and strategies for the protection of national minorities. Only a small percentage of minority persons indicated they know the national legislation, policies and strategies for the protection of national minorities.

**Përmet:** The majority of the respondents are just little familiar with national legislation and strategies for the protection of national minorities. Municipal officers involved with minority protections have little awareness in comparison.

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<sup>54</sup>Ibid.32

**Shijak:** The majority of respondents are not familiar with national legislation, policies and strategies for the protection of national minorities. Municipal officers involved with minority protections seem to be more aware compared to other groups.

### *Importance of rights and problems experienced*

Respondents were asked to score the priority they attach to different rights enshrined in the Convention and the Charter on a five point scale. The questions that were asked are the following:

*24a. How important do you deem the right for persons belonging to a national minority to be treated or not treated as such and such a choice may not result in any disadvantage? (meaning that everyone can choose for themselves to be treated as part of the minority or part of the majority, and in both cases they shouldn't have any disadvantages because of that choice)*

*25a. How important do you deem the right for national minorities to have the right to equality before the law? (meaning they should not have less rights than everyone else in the country)*

*26a. How important do you deem the right for national minorities to be protected from threats, discrimination, hostility or violence?*

*27a. How important do you deem the right for national minorities to have opportunities to learn their language and receive instruction in their language, in state and their own private schools?*

*28a. How important do you deem the right for national minorities to display signs, local names, street names, etc. visible in public in their own minority language?*

*29a. How important do you deem the right of people to teach and study in regional minority languages?*

*30a. How important do you deem the prohibition of all forms of distinction, exclusion, restriction or preference relating to the use of regional minority languages?*

*31a. How important do you deem the right to use regional minority languages in criminal and civil proceedings and administrative procedures? (meaning in court cases, when people have to appear before a judge).*

*32a. How important do you deem the obligation to publicise official documents in regional minority languages and facilitate the use of these languages in local assemblies?*

*33a. How important do you deem the obligation to facilitate the use of Regional Minority Languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions?*

*34a. How important do you deem the obligation to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form?*

In general, most of the rights were given a mark of 'important' or 'very important'. There is a weak correlation between the importance of rights and the extend the right is respected in the municipality for Municipal officers and there is no correlation for Roma Minorities, hence the minority groups think that this right is not respected in their municipality. Egyptian minority as well gave maximal point to the importance, even though minimal point to the extend the right is respected. The total average score is 3.39, given that 4 is the average given to the importance to the rights and 2.7 is the average given to the application of the rights.

The right to equality before the law is a very important right for all the respondents. However the majority of respondents think that right is not respected how it should in their municipality. In Fier in general this right is very important for all the respondents. Hence the minority groups think that this right is not respected in their municipality. Especially respondents that are involved with minority rights in Dropull i Poshtem who both gave a maximum importance to the right but at the

same time gave the minimum score to the extent this right are being respected. In Shijak in general this right is very important for all the respondents. For this question there is a strong correlation between the importance of the right to equality before the law and the extent this right is respected in their municipality, for all respondents. The highest priority was given to the right right for persons belonging to a national minority to be treated or not treated as such and such a choice may not result in any disadvantage (4.49 average of 5 municipalities) and the right for national minorities to have the right to equality before the law (4.78).

On the other hand, the rights which were given the lowest ranking the right for the obligation to facilitate the use of Regional Minority Languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions with an average of 3.57 and the obligation to publicise official documents in regional minority languages and facilitate the use of these languages in local assemblies (3.69).

*Table 42. The priority of rights enshrined in the Convention and the Charter and the problem experienced by municipality*

	Rrhetina	Përmet	Dropull	Shijak	Fier	Average
<b>26a</b>	4.6	3.8	4.4	4.7	4.8	<b>4.46</b>
<b>26b</b>	4.2	2.78	3.7	4.4	2.8	<b>3.57</b>
<b>27a</b>	4.05	3.6	4.8	3.5	4.02	<b>3.99</b>
<b>27b</b>	2.38	2.38	4.05	2.8	1.8	<b>2.68</b>
<b>28a</b>	2.9	3.94	4.5	2.4	3.9	<b>3.52</b>
<b>28b</b>	1.3	2.38	3.6	2.8	1.6	<b>2.33</b>
<b>29a</b>	3.4	3.95	4.8	4	4.42	<b>4.11</b>
<b>29b</b>	1.8	2.28	3.8	2.6	1.9	<b>2.47</b>
<b>30a</b>	4.1	4.2	4.4	4	4	<b>4.14</b>
<b>30b</b>	3.6	2.55	3.85	2.2	2.24	<b>2.88</b>
<b>31a</b>	4	3.33	4.2	3.4	4.3	<b>3.84</b>
<b>31b</b>	2.4	3.04	3.1	1.69	2.1	<b>2.46</b>
<b>32a</b>	3.1	2.9	4.7	3.5	4.29	<b>3.69</b>
<b>32b</b>	1.7	2.4	3.5	1.6	2.45	<b>2.33</b>
<b>33a</b>	2.8	3.2	4.25	3.5	4.1	<b>3.57</b>
<b>33b</b>	1.6	2.2	2.35	1.3	2.15	<b>1.92</b>
<b>34a</b>	4.5	4.3	4.5	4.1	4.3	<b>4.34</b>
<b>34b</b>	2.9	2.8	3.4	2.8	1.9	<b>2.76</b>

Respondents were also asked to indicate on a five-point scale how well they thought these rights were implemented in their municipality. The implementation of the rights was mostly marked lower with a 2-3 mark showing that the target municipalities should increase their efforts in the implementation of minority rights and in ensuring minority protection. Low scores especially by minority persons was given to the obligation to facilitate the use of regional minority languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions.

The week correlation between the importance of the right and the extent this obligation/right is fulfilled in the municipality show that in general minority persons were discontent with the situation and an indication that the local government should intensify efforts to improve the situation for more equal rights for minorities. Roma minorities for example in Fier were very angry with local government's officials because they have not received the economic re-compensation for at least 3months.

The rights whose implementation was considered best were the right for national minorities to have opportunities to learn their language and receive instruction in their language, in state and their own

private schools. This might be a positive indication as many municipalities are welcoming and implementing programs and projects in cooperation with civil society organizations for language preservation and cultural identity. Egyptian community as well speak in Albanian language so, they might influence well the higher average of the right application by the municipality.

### ***Most crucial rights for the preservation of identity***

The most important rights for the preservation of the identity of minority persons according to respondents answering an open question were language tradition and culture, education, equality, shelter, employment. Respondents in Shijak also noted the importance of flag and dual citizenship, whereas respondents in Fier noted the right to shelter, education, language. Language, freedom of speech, respecting nationality in documents, write nationhood in certificates are the most important rights for the Dropulli respondents. Interesting enough is the idea of a TV program in Slav language and that of school curricula that was not mentioned from the Rrethina municipality officers.

*Table 43. The most important rights for the preservation of the identity of minority persons*

<b>Right important to preservation of identity</b>	<b>Number of respondents</b>
Language	72
Tradition and culture	49
Education	27
Equality	19
Shelter	18
Employment	14
Freedom of speech	11
Dual Citizenship	11
Flag	10
No discrimination	10
Participation in decision making	10
Religion	8

For the minority persons the most important rights in order to maintain their identity the conservation of the language followed by tradition and culture, education, equality, shelter, employment, freedom of speech, dual citizenship, having their own flag, not being discriminated upon, participating in the decision making and being able to practice their religion.

*Table 44. The most often mentioned rights for the preservation of the identity of minority persons by respondents disaggregated by gender*

<b>Men</b>	<b>Language</b>
<b>Women</b>	<b>Language</b>

For both men and women preservation of the language seems to be the most important right for protecting their minority identity.

Table 45. The most often mentioned rights for the preservation of the identity of minority persons by respondents disaggregated by age

<b>Young: 0-27 years</b>	<b>Language</b>
<b>Adult: 28-64 years</b>	Education and Language
<b>Senior: 65+ years</b>	Language

Again, preservation of the language seems to be the most important right for protecting their minority identity for different age groups. For the 28-64 years old education stands as the most important right.

Table 46. The most often mentioned rights for the preservation of the identity of minority persons by respondents disaggregated by education level

<b>None</b>	<b>Employment and shelter</b>
<b>Primary</b>	Language and equality
<b>Secondary</b>	Tradition and culture
<b>Vocational</b>	Language
<b>University</b>	Language and education

The lower the education the most important rights are basics needs such as shelter and employment. With the increase in education level there is more importance given to language, equality, culture and education.

### **Main barriers to minority protection**

Respondents were asked what they thought are the main barriers to minority protection. They could choose up to three possible barriers from a list, or add a barrier if it was not mentioned in the list. The barriers presented in the list were the following:

- *lack of awareness of rights among minority persons*
- *lack of interest in rights among minority person*
- *lack of commitment from municipal authorities*
- *lack of effective action from municipal authorities*
- *lack of funding for minority protection measures*
- *lack of organizations and authorities to implement minority protection measures*
- *barriers at national level*

Table 47. Barriers to minority protection mentioned by all respondents

<b>1.</b>	<b>Lack of awareness of rights by persons belonging to minority communities (81 times)</b>
<b>2.</b>	<b>Lack of financing for measures for the protection of non-majority communities (79)</b>
<b>3.</b>	<b>Lack of commitment from municipal authorities (59)</b>
<b>4.</b>	<b>Lack of effective action from municipal authorities (55)</b>
<b>5.</b>	<b>Lack of organisations and authorities to implement minority protection measures</b>

The most mention barrier to minority protection is the lack of awareness of rights by persons belonging to minority communities, closely followed by lack of financing for measures for the protection of non-majority communities.

Table 48. Most often mentioned barriers to minority protection disaggregated by gender

<b>Men</b>	<b>Lack of effective action from municipality</b>
<b>Women</b>	<b>Lack of awareness of rights among minority persons</b>

Lack of effective action from the municipality seem to be the most often mentioned barrier to minority protection by men whereas lack of awareness of rights among minority person seem to be the most mention barrier by women.

Table 49. Most often mentioned barriers to minority protection disaggregated by age

<b>Young: 0-27 years</b>	<b>Lack of awareness of rights among minority persons</b> <b>Lack of interest rights among minority person</b> <b>Lack of commitment by municipal officers</b>
<b>Adult: 28-64 years</b>	Lack of funding for minority protection measures Lack of awareness of rights among minority persons
<b>Senior: 65+years</b>	Lack of commitment from municipal authorities

There are also differences among different age groups with regards to the perceptions on barriers to minority protection. Lack of awareness of rights among minority persons, lack of interest rights among minority person and lack of commitment by municipal officers seem to be the most important barriers expressed by the youth. Lack of funding for minority protection measures and lack of awareness of rights among minority persons were the most important barriers mentioned by the adults. Lack of commitment from municipal authorities is the biggest barrier according to the senior group.

Table 50. Most often barriers to minority protection mentioned disaggregated by educational level

<b>None</b>	<b>Lack of commitment from municipal authorities</b>
<b>Primary</b>	Lack of commitment from municipal authorities
<b>9th grade</b>	Lack of effective action from municipal
<b>Secondary</b>	Lack of commitment from municipal authorities
<b>Vocational</b>	Barriers at national level
<b>University</b>	Lack of awareness of rights among minority persons Lack of funding

Lack of commitment from municipal authorities is the barrier mentioned the most especially for persons with a lower educational level. Lack of awareness of rights among minority persons, lack of funding and barriers at national level are barriers mentioned by persons with vocational and university education.

### ***Differences between and within minority groups***

A majority of the respondents (51%) who answered this question (whether different minority groups enjoy the same measure of protection), believed that different minority groups enjoyed the same level of protection, 18.8% that different minority groups enjoyed the same level of protection believed they and 30% did not know whether or not they enjoyed the same rights.

Table 51. Awareness of respondents on whether different minority groups enjoy the same measure of protection

<b>Municipality</b>	<b>Yes</b>	<b>No</b>	<b>Don't Know</b>	<b>Total</b>
<b>Fier</b>	17	12	12	<b>41</b>
<b>Dropull</b>	21	1	2	<b>24</b>
<b>Përmet</b>	20	1	9	<b>24</b>
<b>Rrethin</b>	9	12	1	<b>22</b>
<b>Shijak</b>	6	1	19	<b>26</b>
<b>Total</b>	<b>73</b>	<b>27</b>	<b>43</b>	<b>143</b>

When asked whether they believed that women and men enjoyed the same level of protection, a majority of the respondents who answered the question thought that women and men enjoyed the same level of protection (70.6%) whereas 8.2 % of respondents, of which 70.5% women and 23.5% men answered that men enjoy more rights and only 5.8% of men said that women enjoyed more



rights. This again show the double discrimination women face, firstly because they are minority and secondly because of their gender.

Table 52. Awareness of respondents disaggregated by gender on whether different minority groups enjoy the same measure of protection.

Municipality	Yes	No	Don't know	Total
Fier	15	6	12	33
Dropull	21	1	2	23
Përmet	17	4	9	3
Rrethina	21	0	1	22
Shijak	21	0	4	25
Total	94	11	28	133

### Responsibility for solving problems

The different bodies and authorities were considered as equally responsible, on average, with the international community having higher levels of responsibility attributed. However this answer might be an indication that respondents perceive international community as highly important in preserving their rights considering negligence from other authorities.

Table 53. Three actors deemed most by respondents for taking minority protection measures in descending order

	Three main actors	Total ranking points <sup>55</sup>
1.	International Community	525
2.	Persons belonging to non-majority communities	466
3.	Regional authorities	444

On the effectiveness of measures, they were seen largely as being *moderately effective*, especially in regards to the effectiveness of measures taken by national or local authorities.

Table 54. The three actors deemed most effective by respondents, for taking minority protection measures in descending order

	Three main actors	Total ranking points <sup>56</sup>
1.	International Community	523
2.	Persons belonging to non-majority communities	462
3.	Regional authorities	440

### Topic of the local project

A majority of the respondents saw the target theme of the project as being very important (78.5%). When asked about the priority of the topic, a majority of the respondents (52.5%) considered that the problem to be solved by the municipality with the respective project was 'a high priority'.

<sup>55</sup>The ranking indicates: 1 not at all; 2 slightly important; 3 moderately important; 4 important; 5 very important. Total ranking points is calculated through the total points of all respondent given to each of the actors.

<sup>56</sup>The ranking indicates: 1 not at all; 2 slightly important; 3 moderately important; 4 important; 5 very important. Total ranking points is calculated through the total points of all respondent given to each of the actors.



Table 55. Importance of the project topic

Municipality	1	2	3	4	5 <sup>57</sup>	Total
Fier	1	6	24	20	115	166
Dropull	0	0	3	16	70	89
Përmet	0	0	6	28	100	134
Rrethina	0	0	0	4	100	104
Shijak	0	0	15	8	95	118
Total	1	6	48	76	480	611

However, in most municipalities the respondents emphasized that the most primary issue is the economic situation of the minority communities and the low levels of employment.

Table 56. Respondent's perceptions on the priority of the problem to be solved by the local project compared to other problems minority groups experience

Municipality	1	2	3	4	5	Total
Fier	5	6	15	32	95	153
Dropull	0	0	21	12	35	68
Përmet	1	0	12	60	45	118
Rrethina	0	0	3	64	20	87
Shijak	0	2	12	8	85	107
Total	6	8	63	176	280	533

A majority of the respondents (83.4%) stated that they believed the project would be successful whereas 2.8% believed that it would not be successful without further elaboration. In general the municipal officials and the minority persons were enthusiastic about the project in comparison to minority person themselves who stressed more important needs such as shelter, employment.

Table 57. Respondents perceptions on whether the project will be successful

Municipality	Yes	no	maybe	Total
Fier	25	4	10	39
Dropull	20	0	5	25
Përmet	26	0	3	29
Rrethina	22	0	0	22
Shijak	23	0	1	24
Total	116	4	19	139

## Conclusions

Overall, it can be concluded that there is a low awareness on Convention, Charter and minority rights, which is highly visible among minority groups rather than non-minority. The data show that this negative trend is more obvious among young respondents than adults and is reinforced and increased as the education level gets lower. This is a concerning issue to take in consideration, as it is expected that minorities should be more aware of their rights than other people in society, involved more in minority protection either as professional or volunteer.

The percentage of minority respondents who are familiar with national legislation and policies is almost more than three times less than that of non-minority respondents. For both categories, awareness of national legislation and policies is higher than of the Charter, but lower than of the Convention.

<sup>57</sup>The ranking indicate: 1 not at all; 2 slightly important; 3 moderately important; 4 important; 5 very important.

The majority of respondents from municipality officers have heard of the European Charter for Regional or Minority Languages, even though they are not quite familiar with the content. However, in contrast to the above mentioned target groups, the majority of respondents from minority groups have neither heard of it, nor are familiar with the content. A striking fact is that awareness on the Convention and national laws and mechanisms is lower among municipality officers than non-municipal officers. This number is an indicator for the lack of awareness especially from officials that are not involved in minority protection or activities. Moreover, there is a very low knowledge of the applicability of the Charter in Albania. In Fier, for example there is a very extremely low awareness of the rights under the Charter especially for municipality officers not involved with minority protection and minority group.

The majority of the respondents are familiar with the international bodies for the protection of minorities, such as the expert monitoring bodies and the Committee of Experts, though there is a considerable number of the respondents who do not know what they do. The situation is similar for the national bodies for the protection of minorities, such as the secretariats of the Framework Convention for the Protection of National Minorities. Moreover, the majority of the respondents are a little familiar with national legislation, policies and strategies for the protection of national minorities. In general, minority persons themselves had little awareness on their rights and in most cases gave the answer based on the on the basis of 'should', namely on normative basis, rather than the true fact.

As might be expected, municipal officers and minority persons who are involved in minority policies seem to be far more aware of the Convention, the Charter and minority rights. It is interesting to note that Greek minorities in Dropull seem to have a significantly higher awareness than the other minorities, followed by Bosniak in Shijak, whereas respondents from Roma and Egyptian minorities have little awareness of the Convention, Charter and minority rights.

The highest priority was given to the right for persons belonging to a national minority to be treated or not treated as such and such a choice may not result in any disadvantage (4.49 the average of 5 municipalities) and the right for national minorities to have the right to equality before the law (4.78). On the other hand, the rights which were given the lowest ranking were the obligation to facilitate the use of regional minority languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions with an average of 3.57 and the obligation to publicize official documents in regional minority languages and facilitate the use of these languages in local assemblies (3.69).

Regarding the education level, Roma and to some extent Egyptians minorities are one of the most marginalized groups of minorities in Albania and lack of access to education, shelter, employment and equal opportunities is one of the most typical example of discrimination and marginalization. Poor Roma and Egyptian families are faced with the highest degrees of social exclusion, have few possibilities to play a role in everyday decision making that affect their lives, less capacities for better employment and education opportunities. It should be noted the fact that from the research team's findings none of officials working in municipality of Fier is from minority group. There is only a guard and sanitary from minorities who work in municipality but there is no any municipal officers. A different picture is for all other municipalities and communes Dropull i Poshtem, Shijak, Rrethina and Përmet, which had involved minorities as municipal officers. It is important as well as for minority persons to participate in decision making and especially be involved and represents minority causes in the local power government.

In general, language tradition, culture and education were the most important rights mentioned by all the respondents, followed by equality. However there is a striking difference when comparing rights for different minorities. While for Roma and Egyptian high priorities were shelter, employment and house rehabilitation, for Greek they were mainly to be able to write Greek citizenship in certificates, respecting nationality in documents, freedom of speech, for Bosniak priorities were to be recognized as minority and preserve language and education and for Montenegrins they were language, tradition and culture. While the main barriers perceived by the respondents are lack of commitment, awareness and interest and lack of funding as well. During the field work, all these concerns regarding the most pressing issues they face were reinforced to the interviewers and national expert, even though at some point their answers in some cases were on normative basis of “should”.

The international community and minority persons are deemed the most responsible actors responsible for taking minority protection measures, while civil society and local and regional authorities as the less important actors. Again, in relation to the responsibility of actors for taking minority protection measures, international community is seen more as “savior” party for implementing and ensuring that such rights are protected for minorities. So more than a responsible actor, it is somehow assumed to be one of the actors which they believed mostly as the main hope.

Regarding the project implementation, the majority of the respondents think that the project will be a success, still there is a considerable percentage of ‘maybe’ especially from the minority groups. Some of the main arguments for their skepticism were that they were not involved somehow in this project and they were quite annoyed with the local government since they had other more important priorities and the projects do not address directly the most pressing issue of the communities. Roma minorities in Fier had at least 3 months they had not profited the social assistance accorded to them. Their primary needs were concentrated more in services sector and rehabilitation, house reconstruction, shelter and employment rather than the objectives and activities of the actual project.

In conclusion, awareness of minority rights protection and promotion in the Municipalities was generally low. However, more efforts need to be done by the local power government to address the most pressing issues of the minority groups by giving them voice and involving them in decision making. The project offers a great opportunity for all the stakeholders (municipality officers and minority persons) to increase their knowledge on minority rights and to better address and guarantee the applicability of these rights by proactive collaboration and mutual trust, fostering in this way a synergic atmosphere for protecting and ensuring national minority rights.

## ***Recommendations***

- Municipal officers and more specifically officials that are deemed responsible for the project need to take concrete actions on how to ensure the rights of the minority persons and how to make them more aware for their rights (which of course is not necessary only by trainings but by showing and doing concrete steps and real efforts).
- The municipalities need to involve minorities from minority persons in all the stages of the project implementation. Leaders of Roma minorities seem excluded from the collaboration.
- More minority persons need to be involved in decision making in the local government.
- The research team thinks there is a need to increase the awareness and knowledge level of the municipal officers especially for officials not involved with minority issues regarding minority issues and implementation of minority rights in the local, regional and national level.

This can be done by organising a workshop or engaging an expert on minority rights to build up the awareness level of the municipal officers.

- Involve in the project other minorities such as Macedonian, Aromanian that are recognised as minority groups.
- Have a clear picture or apply a survey for the heterogeneity of the minorities in each of the municipalities as there were no data for example for their number in the respective municipality e.g. Bosniak in Shijak.
- There should be another questionnaire measuring the impact of the project implementation and comparing the awareness of minority persons for their rights during and after the project final stage

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Bosnia and Herzegovina

## **“Promoting Human Rights and Minority Protection in South East Europe”**

### **NATIONAL REPORT ON BOSNIA AND HERZEGOVINA FOR THE COLLEGE OF EUROPE**



Brugge

College of Europe  
Collège d'Europe



Natolin

Prepared by: **Azra Kuci and Irina Terzic**

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## ***Baseline situation: facts and figures***

### ***National Level***

While the data from the 1991 census no longer corresponds to today's realities in Bosnia i Herzegovina (BiH), the complete and final results of the new census conducted in October 2013 have not been published yet. The only data that have been published by the BiH Agency for Statistics refer to the preliminary data on population and households in BiH on entity, cantonal and municipality level<sup>58</sup> They show a population of 3,791,662 (585,411 less than in the 1991 census) distributed as follows: 62.55% in the Federation, 35% in the Republika Srpska and 2.45% in the District Brčko. Statistical information on the ethnical composition of the population in BiH will be published when data processing is completed.<sup>59</sup>

### ***Social, economic and political position of minorities in the country***

BiH is a transitional economy country. Due to the complicated geopolitical organisation economic policy, coordination and reform is limited and excessive bureaucracy discourages foreign investments. According to the latest published data, the unemployment rate in BiH in November 2014 amounted to 43.62%<sup>60</sup> The floods that hit the country in May 2014 are estimated to have cost BiH around 15% of GDP in lost output and damages; agricultural exports also suffered due to the significant crop destruction.<sup>61</sup>

There is no specific data on minorities, but they share the same poor economic situation as the rest of the country. The Roma are the largest national minority group in BiH and are the most socially, economically and politically marginalised group.

Those who identify themselves as national minorities and those who do not identify themselves as belonging to one of the three "constituent nationalities" are still deprived of the possibility to run for certain political offices. Ethnic distribution arrangements laid down by the Entity Constitutions for the allocation of a number of other political posts also leave little room for effective participation of persons belonging to national minorities.<sup>62</sup> The government fails to implement two decisions delivered by the European Court of Human Rights, which mandate constitutional changes, in order to end discriminatory restrictions on minorities holding political office.

### ***Implementation of minority rights in the country***

In its third opinion (adopted on 7 March 2013), the Advisory Committee notes that the progress in protecting national minorities has been made at all levels of government in BiH. However, the implementation of national minority laws remains weak, especially in the fields of culture, education and participation mechanisms. Lack of coordination between different levels of authority, as well as high thresholds applied to the exercise of some rights are major obstacles for full implementation of the laws. Persons belonging to national minorities, and those who do not identify themselves as belonging to one of the three constituent peoples, are still deprived of the possibility of acceding to certain political offices at State level. Questions related to ethnicity still create dividing lines in BiH.

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<sup>58</sup>This data is published in November 2013 and is available on the web page [http://www.bhas.ba/obavijestjenja/Preliminarni\\_rezultati\\_bos.pdf](http://www.bhas.ba/obavijestjenja/Preliminarni_rezultati_bos.pdf) (accessed on 25. January 2015).

<sup>59</sup>Unofficial data on number of certain minorities in the six municipalities was acquired through the interviews with their representatives in those municipalities.

<sup>60</sup>Source: Agency for Statistics Bosnia and Herzegovina <http://www.bhas.ba/index.php>.

<sup>61</sup>World Bank Group: *South East Europe Regular Economic Report No. 7*, January 2015, Report No. 93611-ECA, p. 24.

<sup>62</sup>Council of Europe: Advisory Committee on the Framework Convention for the Protection of National Minorities, *Third Opinion on Bosnia and Herzegovina adopted on 7 March 2013*, 7 April 2014, ACFC/OP/III(2013)003, para. 10.

Divisions on ethnic lines in education are still existing, and the use of separate “national” curricula for the teaching of history, geography and religion is also detrimental to the dialogue and interaction of children. The Roma minority still undergoes high unemployment rates, exclusion from access to social insurance, education, poor health and substandard living conditions, even though there were improvements regarding their identification documents.

The Committee of Ministers recommends possibilities of self-identification, in order to allow expression of multiple affiliations and for identification with groups other than one of the constituent peoples or national minorities. It also calls for amending the Constitution and other relevant legal provisions so as to eliminate the exclusion of “Others”, including persons belonging to national minorities, from running for presidential office and for office as a member of the House of Peoples of BiH. In education, abolishing all remaining cases of “two schools under one roof” and replacing them with an integrated education can stop further segregation in education on ethnic lines. Inclusive and common core curriculum needs to be developed and introduced in all schools. Additional measures should be taken, in order to improve education of Roma children and the implementation of the Action Plans for Roma Employment, Health and Housing and address the situation of Roma living in informal settlements.

Regarding the implementation of the European Charter for Regional or Minority Languages, the opinion expressed by the Committee of Experts (adopted on 10 July 2013) is that at the present there is no infrastructure necessary to ensure an immediate implementation of the Charter. Authorities should design a mid-term strategy on the implementation of the Charter in respect of the minority languages that will also define the territories in which the languages concerned have their historical bases and where the Charter undertakings will be implemented. Recommendations by the Committee of Ministers stipulate providing appropriate forms and means for the teaching of the minority languages, establishing a scheme for financing cultural activities and facilities relating to the minority languages, making adequate provision for public broadcasters to offer programmes in the minority languages and to use traditional forms of place-names in the minority languages.

### ***Local Level***

Minority-specific international instruments applicable in BiH are the Framework Convention for the Protection of National Minorities, the European Charter for Regional or Minority Languages and the Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities.

The Parliamentary Assembly of BiH adopted the Law on the Protection of Rights of Members of National Minorities in 2003. The law protects the status, equality and rights of 17 national minorities present in BiH: Albanians, Montenegrins, Czechs, Italians, Jews, Hungarians, Macedonians, Germans, Poles, Roma, Romanians, Russians, Ruthenians, Slovaks, Slovenians, Turks and Ukrainians.

In the Republika Srpska there is also an entity level law - the Law on Protection of Persons Belonging to National Minorities. Following the 2004 Action Plan on the Education Needs of Roma and Members of Other National Minorities, the Revised Action Plan of Bosnia and Herzegovina on Roma Educational Needs was finalised and adopted by the BiH Council of Ministers in 2010.

### ***Gradiska***

The official data of the 2013 census has not been published yet. Associations have unofficial data on the number of persons belonging to their minority. According to this data, there are:

Montenegrins: around 300

Ukrainians: around 350  
Polish: 200  
Roma: 1500

There is no official record on social and economic status of minorities in Gradiska. According to the municipal official, they have the same socio-economic status, except for the Roma population, which has a weaker socio-economic status.<sup>63</sup>

According to the information received from municipal official, there were no incidents in recent histories affecting minorities. This information was confirmed on OSCE Hate Monitor web page.<sup>64</sup> There were no reported incidents against minorities in Gradiska.

There is one minority representative in the Municipal Council (belonging to the Roma minority). Representatives of the minorities were elected both in the 2008 and 2012 local elections. There is no special policy on the protection of minorities in Gradiska. They are supported financially, through financing some of the projects through the budget of the municipality.

There were no factors identified that might influence this project.

### ***Prnjavor***

The official data of the 2013 census has not been published yet. Associations have unofficial data on the number of persons belonging to their minority. According to this data, there are:

Ukrainians: around 1000  
Italians: around 900

There is no official record on the social and economic status of minorities in Prnjavor. According to the municipal official, they have the same socio-economic status, except for the Roma population, which has a weaker socio-economic status (see general part on minorities in BiH for more information).

According to the information received at the meeting from municipal officials and minority representatives, there were no incidents in recent history affecting minorities. This information was confirmed by the OSCE Hate Monitor web page<sup>65</sup> There are no reported incidents against minorities in Prnjavor.

Representatives of local government are renowned for their efforts and actions regarding promotion of rights and freedoms of persons belonging to national minorities. The Municipal Council has a reserved seat for a person belonging to a national minority. On local elections in 2008 and 2012 persons representing the interest of minorities were elected.

The Municipality of Prnjavor distributes the greatest amount of funds aimed at promotion of minorities' culture and tradition in the whole country. Unite for the protection of minority rights has been established and its main purpose is protection and promotion of minority rights, promotion of multiculturalism and establishment of good cultural and economic relationships between minorities and their kin-states. The local radio station, Radio Prnjavor, broadcasts programmes regarding

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<sup>63</sup>See the general part on minorities in Bosnia and Herzegovina for more information.

<sup>64</sup>See: <http://hatemonitor.oscebih.org/Default.aspx?pageid=10&lang=EN>

<sup>65</sup>See: <http://hatemonitor.oscebih.org/Default.aspx?pageid=10&lang=EN>

minority rights and their public presentation, unique in BiH. Ethno-festival “Little Europe” has been performed for 5 years and represents an example of good practice in promotion of the cultural heritage, national cuisine and tradition. Strategic development document Prnjavor 2012-2020 foresees mechanisms that will strengthen relationships of national minorities with their kin-states through implementation of joint projects.

### ***Prijedor***

The official data of the 2013 census has not been published yet. Associations have unofficial data on the number of persons belonging to their minority. According to this data, there are around 4000 Ukrainians.

There is no official record on social and economic status of minorities in Prijedor. According to the municipal officials and representative of minorities, they have the same socio-economic status, except for the Roma population, which has weaker socio-economic status<sup>66</sup>.

According to the information received from the representative of minorities, in 2013 there was one attack on a Ukrainian church in Prijedor but it was not a hate crime – some things were stolen and the police caught the perpetrator.

There is one minority representative in the Municipal Council (belonging to the Ukrainian minority). There is no special policy on the protection of minorities in Prijedor. Minorities are supported financially, through financing some of the projects through the budget of the municipality.

There were no factors identified that might influence this project.

### ***Bosanska Krupa***

The official data of the 2013 census has not been published yet. Associations have unofficial data on the number of persons belonging to their minority. According to this data, there are:

Roma:            around 500  
Returnees:    1780

There is no official record on the social and economic status of minorities in Bosanska Krupa. According to the municipal officials and representative of minorities, they have a weaker socio-economic status, because they live in rural areas where it is even harder to find a job. Several Roma families in Bosanska Krupa were included in the project of socio-economic inclusion for rebuilding their houses<sup>67</sup>.

According to the information received from representative of minorities, there were no incidents affecting minorities.

There are no minority representatives in the Municipal Council. There is no specific policy for the protection of minorities at the local level in Bosanska Krupa.

There were no factors identified that might influence this project.

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<sup>66</sup>See the general part on minorities in Bosnia and Herzegovina for more information.

<sup>67</sup>See the general part on minorities in Bosnia and Herzegovina for more information.

### ***Jablanica***

The official data of the 2013 census has not been published yet. Associations have unofficial data on the number of persons belonging to their minority. According to this data, there are:

Roma: around 60-90, this number is changing as some families leave.

There is no official record on the social and economic status of minorities in Jablanica. According to the municipal officials and representative of minorities, they have a weaker socio-economic status and the employment rate is low.<sup>68</sup>

According to the information received from representative of minorities, there were no incidents affecting minorities.

There are no minority representatives in the Municipal Council. There is an action plan on Roma issues on the state level and they are projects done inside this plan. But there is no special policy on minority protection.

There is a risk because some Roma families are leaving for the European Union to seek asylum and it could be hard to keep the continuity of the project with this fluctuation.

### ***City of Sarajevo***

The official data of the 2013 census has not been published yet and there is no exact data on minorities living in the territory of the City of Sarajevo.

There is no official record on the social and economic status of minorities in Sarajevo. According to the municipal officials and representative of minorities, they have the same socio-economic status as other citizens, except for the Roma population which has weaker socio-economic status.<sup>69</sup>

According to the information received from representative of minorities, there were no incidents affecting minorities.

There are no minority representatives in the City of Sarajevo. At the level of Canton Sarajevo a Minority Council is formed.

There is a large number of minorities to be covered by this project and it could be hard to coordinate all the activities.

### ***Baseline situation: awareness of minority rights***

There were a total of two hundred and two (202) questionnaires, of which, fourteen (14) in Bosanska Krupa, fifteen (15) in Prijedor, twenty-one (21) in Sarajevo, twenty-eight (28) in Gradiska, ninety-two (92) in Jablanica and thirty-two (32) in Prnjavor.

### ***Questionnaire***

The questionnaires were translated and adapted, in order to make the questions more concise. They were translated solely to Bosnian/Croatian/Serbian language, as suggested by the municipal officers, who stated that there was no need to translate the questionnaires to minority languages.

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<sup>68</sup>See the general part on minorities in Bosnia and Herzegovina for more information.

<sup>69</sup>See the general part on minorities in Bosnia and Herzegovina for more information.

The questionnaires were also adapted at the national and local level. Thus, instead of terms “your country”, the questionnaires contain the term “Bosnia and Herzegovina”.

In the question 6 the official languages of the country are stated in the brackets (Bosnian/Croatian/Serbian).

Further, in the questions number 40 and 41 the words “regional authorities” were replaced with the words “entity/cantonal authorities”, due to the specific geopolitical situation in BiH.

All questionnaires prepared for the City of Sarajevo were adapted in a manner that each question with the word “municipality” is replaced by the words “City of Sarajevo”. City of Sarajevo is a local self-governance unit, which consists of four municipalities: Centar, Novi Grad, Novo Sarajevo, and Stari Grad.

### **Method**

The target groups were identified through the contact persons at the municipalities. These persons contacted the representatives of minorities in each municipality, who further forwarded the questionnaires to minorities. All respondents filled out the questionnaires by themselves and submitted them either to the municipality contact person<sup>70</sup> or to the national expert for BiH at the meeting. In addition, some of the questionnaires were e-mailed to the national expert subsequently. However, in a number of cases, if the circumstances allowed so, some of the questions were further elaborated during a personal meeting.

Due to the length of questionnaire, it was very difficult to find the full number of respondents. This refers to including municipal officers as well. Furthermore, because of that all, of the respondents wanted to fill out the questionnaires by themselves, without an interview.

### **Personal information on the target group**

#### **Gender**

In total, there is almost an equal number of respondents for the two sexes, thus there are 51% of women and 49% of men. The municipalities do not differ significantly between themselves in this aspect. However, in Bosanska Krupa, the great majority of respondents are women, due to the topic/subject of project. Namely, it concerns children going to pre-school in rural areas, which is mostly considered to be issue for women. Hence women were more eager to participate in the research.

*Table 1. Female and male respondents per municipality*

<b>Municipalities</b>	<b>Female</b>	<b>Male</b>	<b>Total</b>
<b>Prnjavor</b>	16	16	32
<b>Jablanica</b>	46	46	92
<b>Gradiska</b>	11	17	28
<b>Sarajevo</b>	10	11	21
<b>Prijedor</b>	9	6	15
<b>Bosanska Krupa</b>	11	3	14

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<sup>70</sup>In some municipalities respondents belonging to minorities could not attend the meeting, therefore they submitted the questionnaires to the municipality contact person.

### Nationality

Almost all of the respondents (90%) stated they have Bosnian nationality, and a minor number of respondents stated they have a double nationality (1%). Only in exceptional cases the respondents stated they do not have Bosnian nationality, but another one. Of those, the other nationalities were Serbian and Montenegrin. Only 8% of the overall number of respondents preferred not to say their nationality, without stating a particular reason for that.

Table 2. Nationality of respondents per municipality

Municipalities	BiH	Other	Double	Not to say	Total
Prnjavor	32	0	2	0	34
Jablanica	90	1	0	1	92
Gradiska	22	3	0	3	28
Sarajevo	21	0	0	0	21
Prijedor	14	0	1	0	15
Bosanska Krupa	12	0	0	2	14

### Minority status

In total, 42% of the respondents stated that they belong to national minorities. Almost all of them named their minority status. The majority of respondents belong to Ukraine (26%) and the Roma (22%) community.

Table 3. Group belonging per municipality

Municipalities	Bos.	Ser.	Cro.	Roma	Ukr.	Pol.	Mont.	Ital.	Slov.	Ger.	Tur.	Austri.	Other	Not said	Total
Prnjavor	2	12	0	4	7	4	0	1	0	0	0	0	0	2	32
Jablanica	59	2	5	14	0	0	0	0	0	0	0	0	1	11	92
Gradiska	2	3	1	6	5	3	4	0	0	0	0	0	1	3	28
Sarajevo	0	0	0	9	0	0	0	1	1	1	3	1	0	5	21
Prijedor	0	5	0	0	10	0	0	0	0	0	0	0	0	0	15
Bosanska K.	5	7	0	0	0	0	0	0	0	0	0	0	0	2	14

### Minority language

Due to the fact that there are three official languages in BiH (Bosnian, Serbian and Croatian), the question 6 was adapted, thus the official languages of the country are stated in the brackets (Bosnian/Croatian/Serbian).

All of the respondents (100%) answered that they speak the official language. Therefore, even persons belonging to national minorities speak one of the official languages. It should be noted that this number is higher than it should be (there are 42% of minorities in total), due to the opinion of some respondents belonging to a national majority group, who feel that their language is not used as often as other official languages of BiH.

Table 4. Answers per municipality to the question: "Do you speak Bosnian/Croatian/Serbian?"

Municipalities	Yes	No	Total
Prnjavor	32	0	32
Jablanica	92	0	92
Gradiska	28	0	28
Sarajevo	21	0	21
Prijedor	15	0	15
Bosanska Krupa	14	0	14



## Age

Overall, a majority of the respondents fell in the “adult” category (74%). Further, there were 23% of young respondents, while only 3% of the respondents were seniors. The data regarding the age profiles of respondents was expected, due to the fact the majority of population in the municipalities are adults.

Table 5. Age of respondents per municipality

Municipalities	Young	Adult	Senior	Total
Prnjavor	2	30	0	32
Jablanica	28	63	1	92
Gradiska	6	22	0	28
Sarajevo	2	18	1	21
Prijedor	4	9	2	15
Krupa	5	7	2	14

## Education

Almost half of the respondents (41%) have a University/College degree. The answers regarding this question are similar in all municipalities. Furthermore, in every municipality, the most educated persons are municipality officers, which fit in the Groups 1 and 2 (municipal officers involved in minority policies and municipal officers not involved in minority policies respectively). However, in Jablanica the group with the most educated respondents was the Group 5 (persons who are not employed at the municipality, nor do they belong to minorities), where there are 48 respondents. Compared to the Groups 1 and 2 of Jablanica that have 23 respondents altogether, this is proportional.

Table 6. Educational level of all respondents per municipality

Municipalities	None	Primary	Secondary	Vocational	University	Total
Prnjavor	0	0	11	2	19	32
Jablanica	12	8	30	5	37	92
Gradiska	1	6	3	18	0	28
Sarajevo	0	7	4	2	8	21
Prijedor	0	1	5	1	8	15
Krupa	0	0	3	1	10	14

Nevertheless, in respect of the education of minorities, the answers differ depending on a municipality. For instance, while in Jablanica municipality all respondents from the Group 3 (minority persons involved in minority policies) answered that they have no education, in Gradiska municipality 70% of the respondents from the Group 3 have a University/College degree. There is no specific reason for this.

Table 7. Education level per municipality of persons belonging to minority communities

Municipalities	None	Primary	Secondary	Vocational	University	Total
Prnjavor	0	0	11	2	2	15
Jablanica	12	2	0	0	0	14
Gradiska	0	1	6	2	9	18
Sarajevo	0	7	4	2	4	17
Prijedor	0	1	5	1	3	10
Krupa	0	0	2	1	2	5

### ***Involvement with the municipality and with minority protection***

As can be seen from the tables below, out of two hundred and two (202) respondents who answered the question, sixty-eight (68) work for the municipality. Out of these, nineteen (19) are involved in the protection of non-majority communities within their municipality in different capacities, however mainly working under the Municipal Office for Communities and Returns.

*Table 8. Number of respondents per municipality working for the municipality*

<b>Municipalities</b>	<b>Municipal Officers</b>	<b>Non-municipal officers</b>
<b>Prnjavor</b>	14	18
<b>Jablanica</b>	30	62
<b>Gradiska</b>	10	18
<b>Sarajevo</b>	4	17
<b>Prijedor</b>	5	10
<b>Krupa</b>	5	9
<b>Total</b>	<b>68</b>	<b>134</b>

*Table 9. Number of respondents involved in minority protection activities per municipality*

<b>Municipalities</b>	<b>Involved</b>	<b>Not involved</b>
<b>Prnjavor</b>	14	18
<b>Jablanica</b>	6	86
<b>Gradiska</b>	12	16
<b>Sarajevo</b>	9	12
<b>Prijedor</b>	9	6
<b>Krupa</b>	5	9
<b>Total</b>	<b>55</b>	<b>147</b>

The table above shows that fifty-five (55) respondents in total are involved in some sort of minority protection activity. As mentioned above, only 19 of these respondents are also employed by their municipality.

### ***Awareness of minority rights among the target group***

#### ***Awareness of the framework Convention for the Protection of National Minorities (Convention)***

As shown by the table below, in all municipalities there is a good level of knowledge about the existence of the Convention, however, there is less knowledge regarding its content. While 77% percent of the respondents stated they are aware of the Convention, 49% percent stated that they are not familiar with the rights guaranteed by it.

*Table 10. Familiarity with the Convention per municipality*

<b>Municipalities</b>	<b>Familiar</b>	<b>Familiar but does not know its content</b>	<b>Not familiar</b>
<b>Prnjavor</b>	17	13	2
<b>Jablanica</b>	13	48	31
<b>Gradiska</b>	7	17	4
<b>Sarajevo</b>	11	7	3
<b>Prijedor</b>	2	9	4
<b>Krupa</b>	7	5	2
<b>Total</b>	<b>37</b>	<b>99</b>	<b>46</b>

The table shows the number of respondents who are either overall familiar with the Convention or familiar but do not know its content or not familiar at all.

However, as can be seen from table 11, a majority of the respondents (62%) is not familiar with whether this Convention is applicable in BiH. Furthermore, there is a difference between municipalities regarding this question. Thus, in the City of Sarajevo and in Bosanska Krupa, 72% of the respondents answered that the Convention is applicable in BiH. On the other hand, in some municipalities, such as Jablanica, 74% of the respondents stated that they are not aware whether the Convention applies to BiH.

*Table 11. Answers by municipality on whether the Convention is applicable to the law in Bosnia and Herzegovina*

<b>Municipalities</b>	<b>Yes</b>	<b>No</b>	<b>I don't know</b>	<b>No answer</b>
<b>Prnjavor</b>	14	0	18	0
<b>Jablanica</b>	22	1	68	1
<b>Gradiska</b>	12	0	16	0
<b>Sarajevo</b>	15	1	5	0
<b>Prijedor</b>	2	0	13	0
<b>Krupa</b>	10	0	4	0

*Table 12. Awareness of Convention for all municipal officers compared to all non-municipal officers*

	<b>Familiar</b>	<b>Familiar but does not know its content</b>	<b>Not familiar</b>
<b>Municipal Officers</b>	26 (39%)	31 (47%)	9 (14%)
<b>Non-municipal officers</b>	31 (23%)	68 (51%)	34 (26%)

Table 12 shows the comparison between municipal officers and non-municipal officers regarding their familiarity with the Convention. A general awareness of the Convention is quite high in both groups: 86% of municipal officers and 74% of non-municipal officers have at least heard of the Convention. However, unsurprisingly, the percentage of respondents who is more familiar with the Convention is higher among municipal officers (39%) than non-municipal officers (23%).

*Table 13. Awareness of Convention for all minority persons compared to all non-minority persons*

	<b>Familiar</b>	<b>Familiar but does not know its content</b>	<b>Not familiar</b>
<b>Minorities</b>	19 (24%)	40 (51%)	20 (25%)
<b>Non-minorities</b>	38 (31%)	59 (48%)	26 (21%)

The table above shows the comparison between minority persons and non-minority persons regarding their familiarity with the Convention. Non-minority persons are more familiar with the Convention than minorities themselves with 31% of non-minority respondents being familiar compared to only 24% of minority respondents.

*Table 14. Awareness of Convention among persons involved in minority policies and those who are not*

	<b>Familiar</b>	<b>Familiar but does not know its content</b>	<b>Not familiar</b>
<b>Persons involved in minority policies</b>	30 (55%)	21 (38%)	4 (7%)
<b>Persons not involved in minority policies</b>	27 (18%)	78 (53%)	42 (29%)

The table above shows the comparison between persons involved in minority policies and not involved in minority policies regarding their familiarity with the Convention. As could be expected, more than half of the respondents involved in minority policies and activities is familiar with the Convention and its content. The majority of respondents not involved in minority policies, instead, is familiar with the Convention but does not know its content.

Table 15. Awareness of the Convention disaggregated by sex

	<b>Familiar</b>	<b>Familiar but does not know its content</b>	<b>Not familiar</b>
<b>Women</b>	29 (28%)	48 (47%)	26 (25%)
<b>Men</b>	28 (28%)	51 (52%)	20 (20%)

This table shows the comparison between women and men regarding their familiarity with the Convention. There are no major differences between men and women in relation to their awareness of the Convention. Women tend to be slightly less aware, with 25% of them saying that they are not familiar with the Convention as opposed to only 20% of men.

Table 16. Awareness of Convention disaggregated by age groups

	<b>Young</b>	<b>Adult</b>	<b>Senior</b>
<b>Familiar</b>	13 (28%)	42 (28%)	2 (33%)
<b>Familiar but does not know its content</b>	24 (51%)	72 (48%)	3 (50%)
<b>Not familiar</b>	10 (21%)	35 (24%)	1 (17%)

The table shows the comparison between three age categories regarding their familiarity with the Convention. Given that the sample number for the senior category is too small (6) comparisons cannot realistically be made with this category. By comparing the young and adult age groups, one cannot notice major differences in the level of awareness of the Convention. Adults are slightly less aware with 24% having answered that they are not familiar with the Convention as opposed to 21% of the young respondents.

Table 17. Awareness of the Convention disaggregated by educational level

	<b>None</b>	<b>Primary</b>	<b>Secondary</b>	<b>Vocational</b>	<b>University</b>
<b>Familiar</b>	0 (0%)	5 (23%)	12 (21.5%)	10 (34%)	30 (37%)
<b>Familiar but does not know its content</b>	1 (8%)	10 (45%)	32 (57%)	11 (38%)	45 (55%)
<b>Not familiar</b>	12 (92%)	7 (32%)	12 (21.5%)	8 (28%)	7 (8%)

The table above shows the comparison between the five educational categories regarding their familiarity with the Convention. Unsurprisingly, the most educated (those with university or vocation studies) are the most aware of the convention, whereas those without formal education are the least aware of the Convention.

Although the knowledge of the content of the Convention is not satisfying, the respondents in all municipalities mostly know the rights that are guaranteed by it. The average score of respondents in the whole country regarding the rights guaranteed by the Convention is 3,7.

## Awareness of the Charter for Regional or Minority Language (Charter)

Table 18. Awareness of the Charter by municipality

Municipalities	Familiar	Familiar but does not know its content	Not familiar	Total
Prnjavor	10	12	10	32
Jablanica	6	24	62	92
Gradiska	3	14	11	28
Sarajevo	9	9	3	21
Prijedor	0	8	7	15
Krupa	4	6	4	17
<b>Total</b>	<b>32 (16%)</b>	<b>73 (36%)</b>	<b>97 (48%)</b>	<b>202</b>

As can be seen in the table above, compared to the awareness of the Convention, there is a lower percentage of knowledge about the Charter between the respondents. Namely, in total, 52% of the respondents stated they are aware of the Charter, while 48% are not. Moreover, the awareness regarding the applicability of the Charter in BiH is even lower. The great majority, 76%, of the respondents, is not familiar with whether the Charter is applicable in their country, not only between the minority persons, but between the municipal officers as well.

Table 19. Awareness of the Charter for all municipal officers compared to all non-municipal officers

	Familiar	Familiar but does not know its content	Not familiar
<b>Municipal Officers</b>	10 (15%)	31 (45%)	27 (41%)
<b>Non-municipal Officers</b>	22 (17%)	42 (31%)	70 (52%)

The table above illustrates the comparison between municipal officers and non-municipal officers regarding their familiarity with the Charter. Unlike awareness of the Convention, awareness of the Charter is in general much lower for both groups. Additionally, it is interesting to note that non-municipal officers are more aware of the content of the Charter than municipal officers. Overall awareness though, is still higher among municipal officers (60%) than non-municipal officers (48%).

Table 20. Awareness of the Charter among persons involved in minority policies and persons who are not

	Familiar	Familiar but does not know its content	Not familiar
<b>Persons involved in minority policies</b>	18 (33%)	26 (47%)	11 (20%)
<b>Persons not involved in minority policies</b>	14 (10%)	47 (32%)	86 (58%)

The table illustrates the comparison between persons involved in minority policies and not involved in minority policies regarding their familiarity with the Charter. As could be expected, those involved in minority policies and activities are much more aware of the Charter whereas more than half (58%) of the respondents not involved in minority policies and activities answered that they were not familiar with the Charter.

Table 21. Awareness of the Charter among all minority persons compared to all non-minority persons

	Familiar	Familiar but does not know its content	Not familiar
<b>Minorities</b>	16 (20%)	33 (42%)	30 (38%)
<b>Non-minorities</b>	16 (13%)	40 (33%)	67 (54%)

The table illustrates the differences between minority persons and non-minority persons regarding their familiarity with the Charter. Overall awareness of the Charter is low in both groups, more so

among non-minority respondents in which case more than half (54%) were not aware of the Charter at all.

*Table 22. Awareness of Charter disaggregated by sex*

	<b>Familiar</b>	<b>Familiar but does not know its content</b>	<b>Not familiar</b>
<b>Women</b>	17 (16%)	38 (37%)	48 (47%)
<b>Men</b>	15 (15%)	35 (35%)	49 (50%)

The table illustrates the comparison between women and men regarding their familiarity with the Charter. Overall the results are very similar but women have a slight greater awareness than men with 53% women being familiar with the Charter as opposed to 50% of men. This is different from the awareness of the Convention by sex where men were slightly more aware instead.

*Table 23. Awareness of Charter disaggregated by age groups*

	<b>Young</b>	<b>Adult</b>	<b>Senior</b>
<b>Familiar</b>	7 (15%)	24 (16%)	1 (17%)
<b>Familiar but does not know its content</b>	26 (55%)	45 (30%)	2 (33%)
<b>Not familiar</b>	14 (30%)	80 (54%)	3 (50%)

The table illustrates the comparison between three age categories regarding their familiarity with the Charter. Given that the number of respondents for the senior category is very low (6), results for this category cannot be considered representative. Regarding the awareness of the Charter between the young and adult population, results indicate a similar level of awareness of the Charter and its content; however, in relation to the general awareness of the Charter without knowledge of the content, the young target is much more aware with over half of the respondents (55%) compared to 30% of the adult respondents.

*Table 24. Awareness of Charter disaggregated by educational level*

	<b>None</b>	<b>Primary</b>	<b>Secondary</b>	<b>Vocational</b>	<b>University</b>
<b>Familiar</b>	0 (0%)	1 (4%)	8 (14%)	10 (34%)	13 (16%)
<b>Familiar but does not know its content</b>	2 (15%)	3 (14%)	29 (52%)	6 (21%)	33 (40%)
<b>Not familiar</b>	11 (85%)	18 (82%)	19 (34%)	13 (45%)	36 (44%)

The table illustrates the comparison between five educational categories regarding their familiarity with the Charter. Overall the higher educated have a greater awareness of the Charter. Unlike awareness of the Convention, those with a secondary education and those with vocational training have a similar if not higher awareness of the Charter than those with a university background. In fact, 66% of the secondary school respondents are aware of the existence of the Charter as opposed to 56% of those highly educated. Moreover, 34% of those with vocational training are familiar with the content of the Charter compared to only 16% of those who went to university.

In terms of the knowledge of the content of the Charter, there is insufficient knowledge regarding the rights guaranteed by the Charter. The average score of respondents in the whole country regarding the rights guaranteed by the Charter is 2.5.

## Awareness of mechanisms for the protection of national minorities

Table 25. Familiarity by municipality of the mechanisms for the protection of national minorities

Municipalities	Yes	A little	No
Prnjavor	8	20	4
Jablanica	7	42	43
Gradiska	7	14	7
Sarajevo	9	7	5
Prijedor	2	9	4
Krupa	3	8	3
<b>Total</b>	<b>36 (18%)</b>	<b>100 (49%)</b>	<b>66 (33%)</b>

As is shown by the table above, there is insufficient knowledge regarding the international bodies for protection of minorities between the respondents, particularly regarding the location of those bodies. Only 18% of the respondents stated they are aware of the mechanisms for the protection of national minorities. Furthermore, 76% of the respondents do not know where the international bodies for protection of minorities are based.

Table 26. Familiarity with the mechanisms for the protection of national minorities among municipal officers and non-municipal officers

	Yes	A little	No
<b>Municipal Officer</b>	11 (16%)	40 (59%)	17 (25%)
<b>Non-municipal Officers</b>	25 (19%)	60 (45%)	49 (36%)

The table above illustrates the comparison between municipal officers and non-municipal officers regarding their familiarity with the mechanisms for the protection of national minorities. Overall municipal officers are slightly more aware with 75% of respondents being “familiar” or “a little familiar” as opposed to only 64% of non-municipal officers. However, 19% of non-municipal answered that they were familiar with the measures as opposed to 16% of the municipal officers.

Table 27. Familiarity with the mechanisms for the protection of national minorities among persons involved in minority policies and those who are not

	Yes	A little	No
<b>Persons involved in minority policies</b>	23 (42%)	27 (49%)	5 (9%)
<b>Persons not involved in minority policies</b>	13 (10%)	73 (49%)	61 (41%)

The table shows the comparison between persons involved in minority policies and persons not involved in minority policies regarding their familiarity with the mechanisms for the protection of national minorities. As could be expected those involved in minority protection are much more familiar with the national mechanisms than the persons who are not involved.

Table 28. Familiarity with the mechanisms for the protection of national minorities among minority persons and non-minority persons

	Yes	A little	No
<b>Minorities</b>	20 (25%)	34 (43%)	25 (32%)
<b>Non-minorities</b>	16 (13%)	66 (54%)	41 (33%)

The table shows the comparison between minorities and non-minorities regarding their familiarity with the mechanisms for the protection of national minorities. There are no major differences among the two groups but minority respondents are more aware (25%) than non-minority respondents (13%).



*Table 29. Familiarity with the mechanisms for the protection of national minorities disaggregated by sex*

	Yes	A little	No
<b>Women</b>	19 (18%)	53 (52%)	31 (30%)
<b>Men</b>	17 (17%)	47 (48%)	35 (35%)

The table shows the comparison between women and men regarding their familiarity with the mechanisms for the protection of national minorities. There are no significant differences between the two sexes in terms of awareness of the national mechanism. As for the level of awareness of the Charter, women are slightly more familiar than men.

*Table 30. Familiarity with the mechanisms for the protection of national minorities disaggregated by age group*

	Yes	A little	No
<b>Young</b>	6 (13%)	28 (59%)	13 (28%)
<b>Adult</b>	29 (20%)	69 (46%)	51 (34%)
<b>Senior</b>	1 (17%)	3 (50%)	2 (33%)

The table above shows the comparison between three age categories regarding their familiarity with the mechanisms for the protection of national minorities. Adults are the most aware (20%) but also the least aware (34%). The majority of young respondents (59%) instead is moderately familiar with the national mechanisms.

*Table 31. Familiarity with the mechanisms for the protection of national minorities*

	Yes	A little	No
<b>None</b>	0 (0%)	1 (8%)	12 (82%)
<b>Primary School</b>	2 (9%)	4 (18%)	16 (73%)
<b>Secondary School</b>	11 (20%)	38 (68%)	7 (12%)
<b>Vocational training</b>	7 (24%)	18 (62%)	4 (14%)
<b>University</b>	16 (19%)	39 (48%)	27 (33%)

The table above shows the comparison between five educational categories regarding their familiarity with the mechanisms for the protection of national minorities. The groups with secondary education and vocational training are the most aware with overall familiarity of 88% and 86% respectively.

The respondents also showed insufficient knowledge regarding the State's obligations to send periodical reports to the Council of Europe on the measures they have taken to implement the Convention and Charter. In total, 39% of the respondents stated that they are not familiar with this obligation. Finally, there is insufficient knowledge between the respondents regarding the national legislation, policies and strategies for the protection of national minorities.

There is no significant difference between the answers provided by the municipalities, therefore there is low awareness regarding the awareness of mechanisms for the protection of national minorities in all municipalities.

### ***Importance of rights and problems experienced***

The great majority of respondents recognised the importance of the rights of minorities listed in the questionnaire. Thus, in most of the cases they deemed that these rights are "very important" and "important". It should be noted that in general, there were no significant differences between municipalities in answering these questions. However, in assessing the importance of the right of national minorities to have opportunities to learn their language and receive instruction in their language in schools, Jablanica gave a lower grade, compared to other municipalities, although not significantly. All of the respondents that gave a lower grade to this right were not national minorities.



When listing the most crucial rights for the persons belonging to national minorities for the preservation of their identity, a majority of the respondents named language, culture and tradition. However, in Prnjavor, Jablanica and Bosanska Krupa education was put on the list, while in the others not. Further, in Sarajevo, Jablanica and Prnjavor the respondents named participation in government/decision making, and in Gradiska one responded named “education in minority languages” as important rights for the preservation of identity of national minorities.

*Table 32. The most crucial rights for the persons belonging to national minorities for the preservation of their identity*

<b>Right important to preservation of identity</b>	<b>Number of respondents</b>
<b>Language</b>	107
<b>Culture</b>	65
<b>Tradition</b>	22

The table demonstrates the opinion of respondents regarding the most crucial rights for the persons belonging to national minorities for the preservation of their identity.

*Table 33. The most crucial rights by sex*

<b>Women</b>	Culture
<b>Men</b>	Language

The table shows the comparison of opinion between women and men regarding what they believe are the most crucial rights for the persons belonging to national minorities for the preservation of their identity.

*Table 34. The most crucial rights by age group*

<b>Young: 0-27 years</b>	Culture
<b>Adult: 28-64 years</b>	Language and Tradition
<b>Senior: 65+ years</b>	Language

The table shows the comparison of opinion between the three age categories regarding what they believe is the most crucial rights for the persons belonging to national minorities for the preservation of their identity.

*Table 35. The most crucial rights by educational level*

<b>None</b>	Language
<b>Primary</b>	Tradition
<b>Secondary</b>	Language
<b>Vocational</b>	Culture
<b>University</b>	Language and culture

The table shows the comparison of opinion between the five educational categories regarding what they believe are the most crucial rights for the persons belonging to national minorities for the preservation of their identity.

### ***Main barriers to minority protection***

Nevertheless, when assessing the implementation of the minority rights in their municipality, the respondents gave lower grades in all municipalities. Therefore, although the respondents feel that the rights of minorities are important, they do not believe they are successfully implemented in their municipalities.

When identifying the main barriers in their municipalities that prevent implementation of minority rights, a majority of the respondents in all municipalities gave similar responses. The most often named barriers were: lack of awareness of rights between minority persons, lack of funding for minority protection measures and lack of interest in rights between minority persons. In addition, in Prnjavor one responded from the Target group 3 (minority persons involved in minority protection) stated that one of the barriers is a lack of honest cooperation among national minorities.

*Table 36. The main barriers for minority rights*

<b>Main barriers to minority protection</b>	
1.	Lack of awareness of rights among minority persons
2.	Lack of funding for minority protection measures
3.	Lack of interest in rights among minority persons

The table shows the opinion of respondents regarding the main barriers in their municipality that prevent implementation of minority rights.

*Table 37. The main barriers for minority rights by sex*

<b>Women</b>	Lack of awareness of rights among minority persons
<b>Men</b>	Lack of interest in rights among minority persons

The table shows the comparison of opinion between women and men regarding what they think are the main barriers in their municipality that prevent implementation of minority rights

*Table 38. The main barriers for minority rights by age*

<b>Young</b>	Lack of interest in rights among minority persons
<b>Adult</b>	Lack of funding for minority protection measures
<b>Senior</b>	Lack of awareness of rights among minority persons

The table shows the comparison of opinion between the three age categories regarding what they think are the main barriers in their municipality that prevent implementation of minority rights

*Table 39. The main barriers that prevent implementation of minority rights by educational level*

<b>None</b>	Lack of funding for minority protection measures
<b>Primary</b>	Lack of awareness of rights among minority persons
<b>Secondary</b>	Lack of interest in rights among minority persons
<b>Vocational</b>	Lack of interest in rights among minority persons
<b>University</b>	Lack of funding for minority protection measures

The table shows the comparison of opinion between the five educational categories regarding what they think the main barriers in their municipality that prevent implementation of minority rights

### ***Differences between and within minority groups***

In general, as can be seen below, a majority of the respondents in all municipalities, 61% of them, believe that all minority groups enjoy the same protection. Moreover, a majority of the respondents belonging to minorities groups shared this opinion as well. Nevertheless, in the municipality of Bosanska Krupa 75% of minority persons involved in minority protection believe that not all minority groups enjoy the same protection.

Table 40. Answers to the question “Are different minority groups in your municipality enjoying the same measure of protection?”

Municipalities	Yes	No	Don't know	No answer	Total
Prnjavor	28	3	1	0	32
Jablanica	53	15	24	0	92
Gradiska	19	5	3	1	28
Sarajevo	9	5	6	1	21
Prijedor	8	6	1	0	15
Krupa	7	3	4	0	14

The table shows the opinion of respondents whether different minority groups in their municipality are enjoying the same measure of protection.

In terms of the gender equality of minority groups, as can be seen in the table below, a great majority of the respondents (75%) believe that men and women are enjoying the same measure of protection in their municipalities. Furthermore, only 13% of women provided a negative answer to this question. In addition, 86% of the respondents belonging to minorities groups also share this opinion. All of the respondents, who do not consider that there is gender equality in their municipalities, believe that men enjoy the highest measure of protection. The municipality that had the highest percentage of negative answers was the City of Sarajevo (29%), where half of the respondents (50%) that gave such answers belong to minority groups.

Table 41. Answers to the question “Are men and women belonging to minority groups in your municipality enjoying the same measure of protection?”

Municipalities	Yes	No	Don't know	No answer	Total
Prnjavor	30	2	0	0	32
Jablanica	63	7	22	0	92
Gradiska	26	0	1	1	28
Sarajevo	10	6	4	1	21
Prijedor	15	0	0	0	15
Krupa	7	2	5	0	14

The table shows the opinion of respondents whether men and women belonging to minority groups in their municipality are enjoying the same measure of protection.

### Responsibility for solving problems

In general, there are no significant differences between municipalities in this respect. Nevertheless, it should be noted that while the majority of municipalities ranked international community as one of the most effective, in the City of Sarajevo the international community received the lowest amount of points compared to other actors. Other than that, all municipalities provided similar answers.

Respondents were given a list of six actors, and asked to rank their responsibility for taking minority protection measures on a five-point scale<sup>71</sup> The actors are:

- international community
- national authorities

<sup>71</sup>The five-point scale ranking indicated:

- 1 not at all responsible
- 2 slightly responsible
- 3 moderately responsible
- 4 responsible
- 5 fully responsible

- regional authorities (where applicable)
- local authorities
- civil society
- minority persons themselves

The three actors deemed most responsible for taking minority protection measures, in descending order:

1. international community
2. national authorities
3. local authorities

Respondents were also given the same list of six actors, and asked to rank their effectiveness for taking minority protection measures on the same five-point scale.

The three actors deemed most effective in protecting minorities and ensuring their rights, in descending order:

1. international community
2. local authorities
3. minority persons themselves

### ***Topic of the local project***

The answers regarding the topic of the local project are similar in all municipalities, and there are no striking differences in this respect. Most of the respondents deemed that the topic of their project was important. However, in Bosanska Krupa the majority of respondents deemed that their project topic is “very important”. On the other hand, the project topic of Jablanica received the lowest number of points, where the majority of respondents believes that the topic is “moderately important”. Namely, in Jablanica the main objective of the project is to increase participation of Roma minority in all aspects of social life in the Municipality.

The respondents were asked to evaluate the importance of the topic that the local project aims. The question they were asked was the following:

*How important do you find [the topic that the local project aims at]?*

*The ranking below will indicate:*

- 1 not at all*
- 2 slightly important*
- 3 moderately important*
- 4 important*
- 5 very important*

*Table 42. Importance of the project topic*

<b>Prnjavor</b>	<b>Jablanica</b>	<b>Gradiska</b>	<b>Sarajevo</b>	<b>Prijedor</b>	<b>Krupa</b>
4.6	3.3	3.9	4	4.6	4.8

The table illustrates the opinion of respondents regarding the importance of the project topic

The respondents were also asked whether the problem addressed by the local project represented a priority compared to other problems faced by minority groups:

*According to you, is [the problem to be solved by the local project] a priority, compared to other problems minority groups experience?*

The ranking below will indicate:

- 1 not at all
- 2 slightly important
- 3 moderately important
- 4 important
- 5 very important

Table 43. Priority of the problem

Prnjavor	Jablanica	Gradiska	Sarajevo	Prijedor	Krupa
3.8	3.1	3.9	3.9	3.6	4.5

The table illustrates the opinion of respondents regarding the priority of the problem.

Finally, a great majority of the respondents believes that the local project will be a success as can be seen by the table below on the answers to the following question:

*From what you know about your municipality, do you think this local project will be a success?*

- ☐ yes
- ☐ no
- ☐ maybe

Table 44. Success of the project

Municipalities	Yes	No	Don't know	No answer	Total
Prnjavor	26	0	5	1	32
Jablanica	30	9	48	5	92
Gradiska	27	0	1	0	28
Sarajevo	14	0	5	2	21
Prijedor	15	0	0	0	15
Krupa	13	0	1	0	14

The table illustrates the opinion of respondents regarding the project's success.

## Conclusions

Neither persons belonging to minority groups nor municipality officers are familiar enough with the rights that are guaranteed to minorities in BiH. Furthermore, the respondents have a minor knowledge regarding the international bodies that deal with the protection of rights of minorities. Thus, in case their rights are not protected at the national level, minorities would not know where they should turn to.

Some rights of minorities were deemed very important such as the right for national minorities to have opportunities to learn their language and receive instruction in their language, in state and their own private schools, the respondents gave higher marks. On the other hand, other rights were not deemed so important, such as facilitation of the use of regional minority languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions.

## ***Baseline situation: project capacities***

### ***Cross-municipality analysis of the results of the project assessment***

#### ***Questionnaire***

The questionnaire was adapted at national and local level. Thus, in the question number 22 the words “regional authorities” were replaced with the words “entity/cantonal authorities”, due to the specific geopolitical situation in BiH. Moreover, for the same reason, in the questions 22 and 23, national authorities are translated as state authorities.

All questionnaires prepared for the City of Sarajevo were adapted in a manner that in each question the word “municipality” is replaced by the words “City of Sarajevo”. City of Sarajevo is a local self-governance unit, which consists of four municipalities: Centar, Novi Grad, Novo Sarajevo, and Stari Grad.

#### ***Respondents***

In total, there are forty-one respondents (41), and differences in the number of respondents per municipality are significant. Out of the total number of respondents, 32% respondents are from the City of Sarajevo, whereas only 5% from Prijedor.

The profiles of respondents are different. For instance, 51% of the respondents belong to minority groups. However, in Bosanska Krupa 100% of the respondents do not belong to minorities group. 39% of the respondents are employed by the municipality.

In general, there are no striking differences between the municipalities regarding gender of respondents. In total there are 49% women, 51% men. Nevertheless, the municipalities differ significantly between themselves. The only municipality with the equal number of male and female respondents are Prijedor (there are 50 % women and 50% of men) and Prnjavor (51% women and 49% men). On the other hand, in all other municipalities the differences in this respect are significant. For instance, in Gradiska there are 80% of women, while in the City of Sarajevo 67% of the respondents are men. Furthermore, in Krupa 100% of the respondents are women.

#### ***Gender***

In general there is no significant difference between the municipalities regarding gender of persons participating in the project. Thus, in total, there are 58% women, 42% men. Nevertheless, the municipalities differ significantly between themselves. In almost every municipality there are more women working on the project than men. The only exception is Jablanica, where 83% are men. Furthermore, the only municipality with the equal number of men and women working that are participating in the project are Prijedor, with 50 % of women and 50% of men.

#### ***Organisational set-up***

The organisational set up and project design differs from one municipality to other, based on its topic of the project. In general, the majority of projects seek to preserve and promote the culture of minorities. The only exception is Jablanica, where the aim of the project is to increase participation of the Roma minority in all aspects of social life in the Municipality. Therefore, the stress is on initiation participation of the Roma population in all activities of the local civil society organizations.

The project topic of Krupa differs slightly from the other municipality project topics as well. In fact, the target group of the project is composed solely by children. The aim of the project is to increase

number of children belonging to national minority and returnee population from rural and remote areas into pre-school education.

Thus, based on the project topic, the target groups, project objectives and activities differ between the municipalities. Nevertheless, every municipality in a different way seeks to improve the position of minorities.

### ***Relevance of the project***

A majority of the respondents deemed the problem to be solved by the project as important. However, in Sarajevo and Gradiska the respondents considered such problem as “moderately a priority”. When comparing the problem defined by the project to other problems that minority groups in their municipalities face, most of the respondents believe that is “suitable”. However, there was a disagreement in opinions between Bosanska Krupa and Sarajevo. While Bosanska Krupa deemed their problem as “very suitable”, the majority of the respondents from Sarajevo and Prijedor consider their problem as “moderately suitable”.

### ***Organisational capacity***

A great majority of respondents believe that the tasks of the project implementation are clear to them. However, in the City of Sarajevo respondents deemed that these tasks are “moderately clear”

Further, most of the respondents believe that the persons involved in the implementation of the project are the “most suitable” persons for their task. Moreover, three municipalities, Jablanica, Prijedor and Bosanska Krupa, deemed such persons as “very suitable”

On the other hand, it appears that, in general, the involvement of the minorities in every municipality is not satisfying. Hence the respondents deemed that the level of organisation of minority groups within their municipalities is “moderately organised”. Moreover, there are striking differences between the municipalities in this respect. While the level of organisation of minority groups in Prnjavor is “organised”, in Jablanica it is “slightly organised”.

Involvement of minorities in choosing the topic of the project, drafting the project plans and setting up the project organization is also insufficient. In total, minorities are “moderately involved”. However, when comparing the answers provided by the municipality, in Prijedor minorities are “very involved, while in Jablanica they are “slightly involved”.

When listing the possible obstacles for a successful implementation of the project, municipalities differ in this respect. Thus, in Prnjavor funding was listed as an obstacle, in Jablanica lack of participation of minorities in the project, in Bosanska Krupa respondents are concerned that parents will not be eager to participate in a way that will not send their children to the mobile kindergarten, and in Sarajevo the respondents stated that lack of capacities of associations might be an obstacle. In addition, 61% of the respondents think that the funding is adequate for the project, 37% of the respondents fear there might be too little funding.

### ***Cooperative capacity***

In every municipality, except in Prijedor, the respondents deemed that civil society is in general the most responsible for solving the problem targeted by the project. Other actors that bear this responsibility, which were on the top of the respondents lists in, all municipalities, were international community and local/municipal authorities.

In terms of the cooperation in the past, 59% of the respondents answered that the persons involved in the project worked together on other projects in the past. Moreover, 56% of the respondents answered that such cooperation was successful. It should be noted that in Gradiska none of the respondents provided an answer.

A majority of the respondents believe that there are high chances that the municipal officers will execute their tasks in the project implementation in a proper and timely fashion. However, there were some significant differences between the opinions of the respondents from Prijedor, who believe that the chances are “very high”, whereas the respondents from the City in Sarajevo believe that the chances are “moderately good”. Similar answers were provided regarding the efficiency of the minority stakeholders in the project implementation. Again, all respondents from Prijedor showed a faith in their minority stakeholders, and stated that the chances are very high that the minorities will execute their tasks in the project implementation in a proper and timely fashion. On the other hand, the respondents from Jablanica believe that chances for this are moderately good.

### ***Expectation***

The great majority of respondents believe that all projects will be successful. Hence, 93% of the respondents gave positive responses, while the other 7% responded “maybe”.

As regard possible obstacles that may impair the positive outcome of the projects, it is worth mentioning that the respondents from Prnjavor named insufficient interest of minority representatives, and unwillingness of parents and pupils to participate. Furthermore, the respondents from the City of Sarajevo expressed its concerns regarding the lack of organisation among participants and insufficient funding. Specifically, they stated that the number of participants is constantly growing, while the amount of funding staying the same.

### ***Conclusion on project assessment***

According to the respondents, all projects will be successful. However, one of the main possible obstacles, which may impair the success of the projects in all municipalities, is an insufficient involvement of minority groups in implementation of the projects. The minorities are the target groups of these projects, therefore, they are the ones who should be actively engaged in all stage of the project. As stated above, some of the respondents identified this possible risk as well. For instance, in Jablanica there is a low level of trust persons involved in the project implementation that minorities will be effective in fulfilling their obligations concerning the implementation of the project.

### ***Recommendations***

*From the results of the assessments and the experiences with the municipalities and other actors active in the project, what recommendations do you have for the local project organisations, for local, regional and national authorities, for the Council of Europe or for the Research Team?*

According to the answers provided by the respondents, citizens of BiH are not educated enough regarding the legal instruments for protection of minorities. Moreover, municipal officers do not possess enough knowledge regarding this subject as well. Thus minorities themselves and municipality officers are not familiar enough with the rights that are guaranteed to minorities. Furthermore, the respondents have minor knowledge regarding where the international bodies for protection of minorities are based.

Therefore the part of the project activities should include promoting legal instruments for protection of rights of national minorities in BiH.



A significant number of respondents from the questionnaire on findings of the project assessment expressed their concerns that minority groups will not participate enough in the implementation of the projects, particularly in Jablanica and Bosanska Krupa. It is essential that minorities are involved in every stage of the project, due to the fact that they are the target groups of the project. Furthermore, they are the one who are the most familiar with the problems concerning their position in each municipality.

Croatia

## **“Promoting Human Rights and Minority Protection in South East Europe”**

### **NATIONAL REPORT ON CROATIA FOR THE COLLEGE OF EUROPE**



College of Europe  
Collège d'Europe



Prepared by: **Mirjana Mikic Zeitoun**

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## *Introduction*

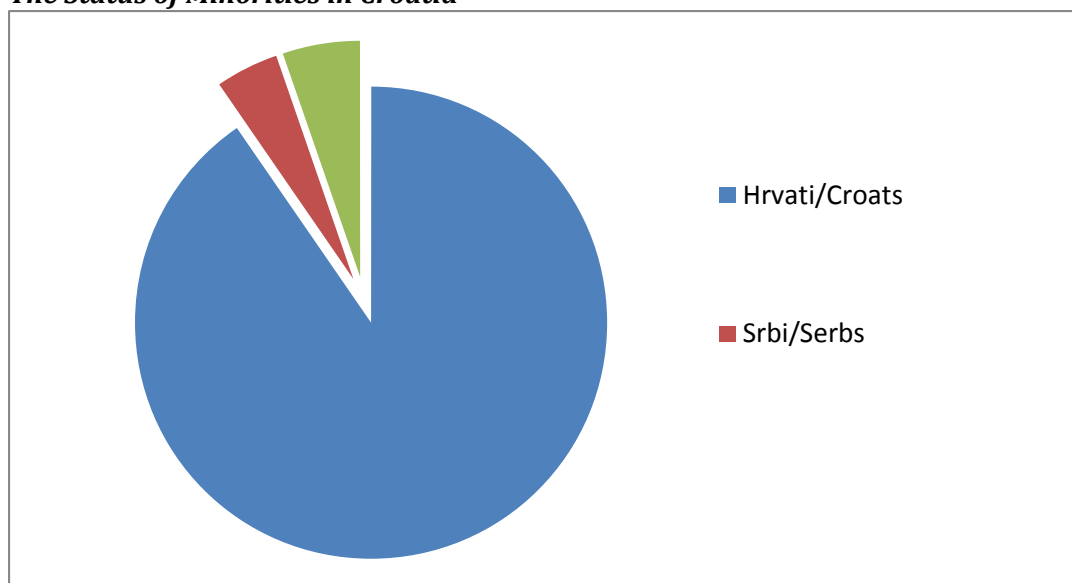
Out of thirty-six municipalities, in SE Europe, six have been selected in Croatia: **Bogdanovci, Čakovec, Kneževi Vinogradi, Gračac, Pakrac and Pula**. This Report consists of a baseline report: facts, and figures; baseline situation: awareness of minority rights; baseline situation: project capacities; baseline research; recommendations, and annexes. Annexes are awareness assessment report per municipality and project assessment report per municipality.

### *The Status of Minorities in Croatia*

The status of minorities in Croatia is a two-faced story. On the one hand there is a fine legislative framework and institutional bodies who implement the law (or are supposed to). On the other hand there are just too many cases of the lack of the implementation of minority rights, and discrimination cases of particular minorities in the Croatian society, which suggests that the abovementioned framework is not respected, and that these bodies are not working enough on the affirmation of (national, in this case) minority rights. So, many times, it is up to the non-governmental sector to deal with problems facing minorities. Secondly, Croatia follows the rule of the division between groups that were identified as minorities prior to the break-up of Yugoslavia, and groups that became minorities within the Republic of Croatia after 1991 (like the Serbian minority). The first group is often referred to as “old minorities” ('autochthon'), like Czechs, Italians, Hungarians and Slovaks. They are in a somewhat better position because the implementation of their rights, like the right to use language and script, is in no way restricted by the number of the minority itself. Also, they have been practising their rights for a long time, are really well acquainted with how the system works and are in general really well integrated into society.

On the other hand, Serbs – the so called “new minority” – who 'became' a minority in 1991, even though they have been living in what is today's Croatia for centuries, follow different legislative sets when it comes to minority rights. The number of Serbs in Croatia has diminished severely since 1991, but it is still large enough for them to be able to achieve some rights guaranteed to national minorities. In spite of that, the official rhetoric still allows to say that the wounds of war are still too present, and not enough time has passed since the conflict in the 1990s, when explaining the lack of full implementation of minority rights. Croatia did not have a special re-integration policy for Serbian returnees which led to further social exclusion of this group, especially in smaller towns where people know each other very well.

### ***The Status of Minorities in Croatia***



Explanation: Census 2011 shows that 90.42% of Croatian citizens consider themselves as ethnic Croats. 4.36% citizens consider themselves as ethnic Serbs. No other ethnic majority is 1% or more.

### ***Baseline situation: facts and figures***

#### ***National Level***

##### ***The background of the topic***

In the European context, human rights and the rights of national minorities are defined by the Framework Convention for the Protection of National Minorities and the European Charter for Regional and Minority Languages, which was designed and accepted by the Council of Europe. The Republic of Croatia (RoC) has signed both documents and passed a Constitutional law on the rights of national minorities in December 2002. Its institutions aimed at minority rights include the Governmental Office for Human Rights and National Minorities, and the Croatian Parliament has a Human Rights and National Minorities Rights Committee. There is also the Ombudsman Office which deals exclusively with human and minority rights.

According to the Constitution of the RoC, “national minority” is a group of Croatian citizens whose members are situated on the territory of the RoC, and who share ethnic, language, and/or religious characteristics different from the remaining population, and who want to cherish and protect these special characteristics. At least 22 groups are then named: Serbs, Czechs, Italians, Hungarians, Jews, Germans, Bosnians, Albanian, Roma, etc. They are guaranteed equality with the citizens of Croatia who are ethnic Croats when it comes to fulfilling national (political and all other) rights.

The Republic of Croatia ensures special rights and freedoms of national minorities – among other things – to use their language and script, privately and in public use, as well as in official use. Laws (organic laws) regulating the rights of national minorities, the Croatian Parliament adopts through a two-third majority vote of all the members of the Parliament.

The 2011 census shows that in Croatia there are 4,284,889 inhabitants, the proportion of Croats in the national structure of the population is 90.42% or 3,874,321; Serbs: 4.36%<sup>72</sup> or 186,633; Bosniaks: 0.73%; 0.42% Italians; Albanians 0.41%; Roma 0.40% or 16,975 (although their exact number is unknown),<sup>73</sup> while the other members of national minorities represent less than 0.40% per majority. The percentage of persons who have identified themselves regionally is 0.64%, and persons who did not wish to identify themselves through either option was 0.62%. The percentage of national minorities in 2011 was 7.67% or 410,568 while in the 2001 Census it was 7.47% or 331,383. In 1991 it was 14.91% or 713,311 people.

Pursuant to the Article 12 of the Croatian Constitution, in the official use in Croatia is the Croatian language and Latin script, and in some local units, besides Croatian and Latin script another language and Cyrillic or some other script can be implemented, under conditions prescribed by law.

The Constitutional Law on National Minorities adopted by the Croatian Parliament on 13<sup>th</sup> December 2002 states that persons belonging to national minorities have the right to freely use their language and script, privately and publicly, including the right to use this language and script for official signs, inscriptions and other information, in accordance with the law.

The official equal use of language and script used by members of national minorities on the local government level is enabled when the members of national minorities constitute at least a third of the population of the local or regional government, as specified by international treaties and when specified by the statute of local units.

The official census results will be used to determine the number of members of national minorities to enforce the provisions of this Article.

### ***Cyrillic script and placing of the name-plates in the town of Vukovar***

The year 2014 (2013 as well) was certainly marked by Cyrillic script in Croatia and the placing of the formal nameplates on the buildings of government bodies in the town of Vukovar. A division of the society followed: into those citizens who advocate (or have nothing against) the setting of the plates and call for the respect of the Constitution and the law and those who were voiced mainly through the civic initiative, the Committee for the defence of the Croatian Vukovar, whose members took part in the force removal of the plates and for the changing of the laws and the Constitution.

**The fact that this topic held the focus of the public for so long and provoked strong emotions on both sides shows that in Croatia, even 24 years after the end of the conflict, not all "war-wounds are healed", no dialogue has been established, and real-life problems like recession and poverty emerge to the surface through the aggression toward the "Other".**

The ethnic homogenisation of a large part of the population is more and more present in the Croatian society, with strong emphasis on national identity and of extreme attitudes and actions. National, and thus religious identity, becomes a means for the mobilisation of the population against "something foreign" or "someone", the fear of "the other", and often emotions and trauma experienced in the past were used by politician to achieve their goals.

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<sup>72</sup>According to the 2001 Census, 201,631 citizens of Serbian nationality lived in Croatia, which was 4.5% of the total population. According to the 1991 census, 581,663 citizens of Serbian nationality lived in Croatia which was 12.2% of the total population.

<sup>73</sup>NGOs in Croatia estimate there are around 40,000 Roma, but due to their unresolved legal status, erasing them from birth registries and constant migration, the official number is much lower.

On the other hand, the current government, non-governmental organisations fighting for human rights and European bodies and institutions insist on the respect of the Constitution and the law: their argument being that this is the way to defend equality, respect for human rights and minority rights. At the legislative level, minority rights in Croatia are really well described and guaranteed and mostly are respected, but the problem of Cyrillic plates in Vukovar showed that the majority of the public is not aware of the importance of consistent implementation of the rules in democratically organized society and state.

### ***Local Level***

#### ***Bogdanovci***

The municipality of Bogdanovci is located in Vukovar-Srijem County with a population of 179,521 inhabitants in total area of 2,454 km<sup>2</sup>, which makes 73 inhabitants per square kilometre. The population census in 2011 in the municipality of Bogdanovci records 1,960 inhabitants living on area of 51.7 km<sup>2</sup> which makes 38 inhabitants per square kilometre. According to this data it is visible that within area of the municipality of Bogdanovci lives less inhabitants per square kilometre than in average of whole area of Vukovar-Srijem County.

Number of inhabitants according to ethnic identity, source Census 2011: Croats: 1,101, Rusyns: 444, Serbs: 188, Ukrainian: 148, Albanian: 46 and others in small numbers (Hungarian, Bosnians, and Germans).

In Petrovci, municipality of Bogdanovci, a place in far east of Croatia, most of citizens are Rusyns, people of Eastern Slavic group whose old homeland was situated in Carpathian Ruthenia, a part of Ukraine, bordering with Poland, Slovakia, Hungary and Romania. About 600 of them share their everyday problems with their neighbors –Croats, Serbs and Ukrainians. Although they speak different languages their problems are similar and they are giving their best to solve them together.

The major outcome of the project implementation in the Municipality of Bogdanovci is the setting up of the internet radio station in the language of the national minorities majority Rusyns and Ukrainian, putting in practice the responses to the main objectives of both strategic EU and national documents to improve the social and identity status of the national minorities living in the local communities.

It is expected that the programme will raise the level of consciousness among the citizens and increase the level of intercultural dialogue.

On the other hand, in Bogdanovci the threat of poverty and unemployment makes most of young people leave that area in search for better life outside of Croatia.

#### ***Čakovec***

Međimurje County is a county in the northernmost part of Croatia. The county seat is Čakovec, which is also the largest city of the county, with a population of around 15,000 inhabitants. There are seven villages located just outside the limits of the city of Čakovec, with approximately another 17,000 inhabitants living in them.

In the 2011 census, the total population of the county was 113,804. During the same census, a total of 106,744 residents of the county identified themselves as Croats. The following ethnic minorities were represented by more than 100 people in the 2011 census: Roma (5,107), Slovenians (516), Serbs (249), Albanians (200), and Rusyns (137).



Throughout its history, the region was heavily agricultural and even today much work is in that sector. The total percentage of people involved in agriculture is 12.7%, which is above the national average.

According to estimates and available data, at the beginning of 2009 in Međimurje County there lived about 5,500 Roma, which makes 4.7% of total population, making them largest national minority in county at the time. According to the 2011 census, 2,887 people (2.44%) declared themselves as Roma. Difference between the census and the actual situation can be explained by the fact that Roma avoided to declare their minority affiliation due to stigmatisation.

Altogether there are twelve settlements with Roma minority in Međimurje. Concentration of Roma in some settlements, and in some cases in certain peripheral streets of some settlements and very small number of Roma in other settlements show territorial segregation of Roma in the county. In more than half of Međimurje's municipalities, Roma are not present or are present in very small number.

The main goal of the proposed project is to improve the level of implementation of minority rights in SE Europe. Looking at the project activities aimed at Roma women in the Međimurje County, it can be concluded that, even though the phrasing of the main goal is set on a quite large scale, through better employment of Roma women, a minority in Međimurje County, one can talk about better minority rights implementation in SE Europe, as far as Croatia is concerned (although historically, the County of Međimurje is traditionally more akin to Central Europe, aligned with Hungary, Slovakia, and eastern Austria).

### **Gračac**

The Municipality of Gračac is located in the Zadar County with total population of 170,017 inhabitants within area of 3,646 km<sup>2</sup> which makes 47 inhabitants per one square kilometre. According to the last population census in 2011 the Municipality of Gračac had 4,690 inhabitants who live in an area of about 955 km<sup>2</sup>.

*Table 1. Number of inhabitants according to nationality in the municipality of Gračac<sup>74</sup>*

<b>Community</b>	<b>Number</b>	<b>Percentage</b>
<b>Croats</b>	2,528	53.90%
<b>Serbs</b>	2,118	45.16%
<b>Albanian</b>	13	0.28%
<b>Hungarian</b>	5	0.11%
<b>Bosnian</b>	2	0.04%
<b>Macedonian</b>	2	0.04%
<b>Czechs</b>	1	0.02%
<b>Germans</b>	1	0.02%
<b>Slovenian</b>	1	0.02%
<b>Other</b>	19	0.41%
<b>Total</b>	<b>4,690</b>	<b>100%</b>

The project identified the activities needed to overcome a lack of mutual dialogue and tolerance of the national minorities living in the area of the municipality. The main objective of the project is to contribute to better implementation of the national minorities' rights through adequate education and empowerment of public and civil sector within area of the Gračac Municipality.

<sup>74</sup>Population census 2011, State Statistical Bureau Ethnicity

The aftermath from the recent war left a permanent mark on this area, which belonged to so-called Krajina during the time of war. The area is de-popularised, devastated and ignored by national government.

Field research shows that gap between Serbs and Croats is bigger than few years ago. It is connected to a picture of common poverty: but chances for Serbs to find an employment are really low: only if no Croats apply. Sometimes if this happens positions are cancelled and employers do not hire anyone. Serbs are leaving Croatia, just in the last year six families from Gračac with little children moved to Austria.<sup>75</sup> Most of these are refugees-returnees who came back from Serbia who, after getting a small compensation from the state, cannot find a steady employment. This makes them dependent on state welfare which is largely insufficient or to leave this area for the better which happens in most cases. People from this area have shown highest dissatisfaction with current situation. Younger generations pointed out they hide their identity in school, when looking for work and in everyday life because they want to feel accepted which is not possible for them as members of Serbian community.

### ***Kneževi Vinogradi Princess Vineyards: Where minority is majority!***

The Municipality of Kneževi Vinogradi is located in Osijek-Baranja County, having the population of 305,032 inhabitants on the area of 4,155 km<sup>2</sup> which is 73 inhabitants per square kilometre. From this ethnic composition it is visible that the municipality Kneževi Vinogradi is multi-ethnic community: Croats: 1,758; Hungarians: 1,784; Serbs: 815 and others. The project proposal that includes the support to the national minorities to preserve their minority's identity in language speech and script has been recognised on behalf of the applicant as a solid basis for the multi ethnic community further development and in accordance to all related international connections and national laws.

The basic problem in the Municipality Kneževi Vinogradi is the preservation of the national minorities' languages in speech and script, promotion of the culture, tradition and costumes of the Hungarian and Serbs national minorities.

The visit to this municipality was calm and surprising: inter-ethnic relations are good; everybody is speaking Hungarian and Croat-Serbian; mixed marriages are on the rise, but so is migration of younger generations due to economic reasons. In the village there are three churches and most of the holidays are celebrated together, but after high school is finished, Serbians go and study in Serbia, Croatians to Croatia and Hungarians to Hungary.

All street signs are in two languages.

### ***Pakrac***

The City of Pakrac belongs to the eastern part of Croatia, more specifically – to the region of Western Slavonia. Within the Western Slavonia, Pakrac is situated on the part of the alluvial plain Pakra and spacious plateau. It is located in the valley of the river Pakra, at an altitude of 178 meters. It was inhabited with ethnic Croats and Serbs, mostly, but also with representatives of old minorities like Czech and Italian, even Hungarian.

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<sup>75</sup>This was said in the interviews that a national expert conducted with the respondents of Gračac municipality for this project.

Table 2. Number of inhabitants according to nationality in the municipality of Pakrac<sup>76</sup>

	Serbs	Croats	Other
1991	7,818	5,619	2,930
2001	1,514	6,048	1,293
2011	1,340	6,186	934

There is a great difference between old (Czechs, Italians, Hungarians) and new (Serbs) minorities. Old minorities are used to exercise their minority rights. They were not directly involved in the conflicts and they were never discriminated because of their heritage. The Czech community has its own kindergarten, elementary school and high school in Czech language, not in Pakrac but in Daruvar, the city located nearby. They also have a cultural Centre in Prekopakra, and a very popular Folklore Society. They are well integrated into society, and society in general is very fond of the Czech minority and affirmation of their identity. The situation with the Italians is very similar. They are a smaller minority because they used the possibility during the conflict in the 90's and moved to Italy, where they got citizenship. Those that stayed are attending Italian lessons and are closely linked with Italian Union, they visit Italy often on a study trips.

The Serbian minority has a different story to tell. They are being blamed for the 90's conflict and its consequences. Pakrac was destroyed nearly as much as Vukovar was. Serbs that stayed on Croatian side were exposed to rage and violence because of the ones "on the other side". The ones that have returned barely got back their stolen properties, but still have no job or any integration tools for their true return into the society. They still fight with visible and obvious discrimination. Those from "mixed" marriages tend to assimilate, especially if they have children of their own. Economy and increased poverty in Croatia is making the situation even harder.

Fully aware of their invisibility in a society, insufficient advocacy and implementation of education in their mother tongue, isolation in the media and discrimination when getting a job and trying to participate in the development of their local community, municipal taskforce proposed the following project which connects minorities on common past and shared future.

### ***Pula-Pola***

Pula is the largest city in Istria County, Croatia, situated at the southern tip of the Istria peninsula, with a population of 57,460 (census 2011). Like the rest of the region, it is known for its mild climate, smooth sea, and unspoiled nature. The city has a long tradition of winemaking, fishing, shipbuilding, and tourism. Pula has also been Istria's administrative centre since ancient Roman times. Pula has rich history.

Following the collapse of Austria-Hungary in 1918, Pula and the whole of Istria – except the territory of Kastav – were assigned to Italy. Under the Italian Fascist government of Benito Mussolini, non-Italians, especially Slavic residents, faced stringent political and cultural repression, and many fled the city and Istria altogether. During and immediately after World War 2, Pula was once again the subject of various arrangements, jurisdiction conflicts and policies on account of its strategic position. The city became part of SFR Yugoslavia upon the ratification of the Paris Peace Treaties on 15<sup>th</sup> September 1947. Initially Pula's population of 45,000 was largely made up of ethnic Italians. However, between December 1946 and September 1947, most of the Italian residents fled to Italy during the Istrian exodus. Today, Pula is the largest city in Istria County, with 57,460 residents (census 2011). Majority of its citizens are Croats representing 70.14% of the population (2011 census). The largest ethnic minorities are: 3,454 Serbs (6.01%), 2,545 autochthonous Italians (4.43%), 2,011 Bosnians (3.5%), 549 Slovenians (0.96%).

<sup>76</sup>Population census 2011, State Statistical Bureau Ethnicity

Italians in Croatia (*Croatilitaliani*) are one of the 22 acknowledged national minorities in Croatia. According to the latest census in Croatia (2011), 19,636 Italians live in Croatia, and most of them live in the counties of Istria, Primorsko-goranska, Požeško-slavonska and the City of Zagreb. On 19<sup>th</sup> September 1997, the Croatian Parliament passed a decision to confirm the Law on the cooperation between the Republic of Croatia and the Republic of Italy in regard to minority rights. The cooperation had been signed in Zagreb on 5<sup>th</sup> November 1996. The Italian minority is the only national minority in Croatia which has its daily newspapers, professional theatre and a scientific institution, all financed by the state budget.

Members of Italian national minority in the City of Pula are guaranteed, by the Statute, equal official usage of Italian language, development of their culture, upbringing, and education in Italian. According to the 4<sup>th</sup> and 5<sup>th</sup> Report of Republic of Croatia on implementation of the Charter, evaluation report of the expert board, recommendations of the board of ministers and the system of quality management in the City of Pula in accordance with the norm ISO 9001/2008, this project intends to strengthen capacities of governing bodies for overcoming technical difficulties linked with usage of Italian language, and stimulate members of Italian national minority to use their minority rights and the right to Italian language when communicating with governing bodies of the City of Pula. The main goal of the project proposed is: Strengthening of the policies and capacities for usage of recommendations regarding the minority right referring to the equal usage of Italian language in official practice in the City of Pula.

The Italian minority in Pula and Istria enjoys a high standard of minority rights. Even though they are small minority by number, its visibility in a community is significant and recognised. The history of the Italian minority in this area is specific and in the context of the events that happened in WW1 and WW2 it is also hard, divided but regulated until today. 11 Given the fact that this is well developed part of Croatia and human rights are highly respected there, this project idea is different than the others because it is based on upgrading. Representatives of the local government in Pula stand behind it and are ready to work on its sustainability. On the other hand, it is also going to be a good example for other minorities as to the way they can follow.

### ***Baseline situation: awareness of minority rights***

Cross-municipality analysis of the results of the awareness assessment.

The questionnaire was translated into Croatian by the national expert. There was no need for special adaption for the national or local level.

### ***Method***

In order to conduct the interviews with the municipal officers and with minority persons, the municipal taskforce were contacted to help with the identification of stakeholders. The municipal officers were particularly helpful in identifying the municipal officers to be interviewed as well as minority persons who work for minority rights protection.

The target number of the respondents was not attained in all municipalities, and this is due to several reasons, the main reason being time constraint and weather conditions.

For Municipality of Pula, questionnaires were shared online because the national expert in cooperation with municipal taskforce believed that they were able to manage it in such a manner.

For other five municipalities focus group research was held on actual social and political conditions at the national and local level. Then questionnaires of awareness assessment were given to all

persons. Subsequently, the project assessment questionnaires were shared with the municipal taskforce.

Although some of participants are really young and they are ready for online research (questionnaires online), most of the participants still do not have computer literacy and for them the team sat in the room with them and eventually helped with some questions.

Some difficulties were encountered: the season was not the most apt for the research because of the flu and colds circulating and because of the Christmas and New Year holidays for the representatives of the Serbian national minority.

*Table 3. People interviewed: municipal officers involved in minority policies, municipal officer not involved in minority policies, minority representatives involved in minority policies, minority representatives not involved in minority policies, NGO activists dealing with project*

Awareness Assessment	Bogdanovci	Čakovec	Gračac	Kneževi Vinogradi	Pakrac	Pula	Total
Municipal Officers involved in minority policies	2	2	5	5	3	10	27
Municipal officers not involved in minority policies	5	6	5	5	5	8	34
Minorities involved in minority policies	5	4	5	5	5	8	32
Minorities not involved in minority policies	7	10	7	7	7	10	48
NGO activist dealing with project	0	2	1	0	0	0	3
<b>Total</b>	<b>19</b>	<b>24</b>	<b>23</b>	<b>22</b>	<b>20</b>	<b>36</b>	<b>144</b>

## *Personal information on the target group*

### **Gender**

There is about the same number of men and women in the municipalities. This is probably because the national expert asked the municipality to make sure that the amount of men and women was the same.

*Table 4. Gender*

Municipalities	Female	Male	Total
Bogdanovci	9	10	19
Čakovec	12	12	24
Gračac	12	11	23
Kneževi Vinogradi	12	10	22
Pakrac	10	10	20
Pula	19	17	36
<b>Total</b>	<b>74</b>	<b>70</b>	<b>144</b>

### **Nationality**

100% of respondents have Croatian nationality.

### Minority status

More than 50% of respondents in every municipality have minority status. Regarding the willingness to cite minority status or not there are no striking differences in this respect.

Table 5. Group belonging

Municipality	Croats <sup>77</sup>	Serbs	Italian	Mon	Roma	Alb.	Slovak	Mac.	Bos.	Czech	Hung.	Ukr.	Rus.	Not to say	Total
Bogdanovci	6	2	0	0	0	2	0	0	0	0	0	3	6	0	19
Čakovec	9	3	0	0	9	0	0	0	0	0	3	0	0	3	24
Gračac	9	10	0	0	0	0	0	0	2	0	0	0	0	2	23
Kneževi Vinogradi	5	7	0	0	0	0	0	0	0	0	9	0	0	1	22
Pakrac	7	8	1	0	0	0	0	0	1	2	0	0	0	1	20
Pula	9	7	10	1	2	3	3	1	0	0	0	0	0	0	36
Total	45	37	11	1	11	5	3	1	3	2	12	3	6	7	144

As can be seen from this table, there are 13 different ethnic groups and 1 prefers not to say. Most of respondents belong to Croat majority, 45 which is 31.25%, and 2<sup>nd</sup> minority, group are Serbs: 37 (25.69%) and all other are 62 which is 43.06%.

### Minority language

Regarding the ability to speak and understand the official language of the country there are no striking differences: *100% of respondents who do not have Croatian as their mother tongue, speak and understand the official language (Croatian).*

Regarding the ability to speak a minority language there are striking differences. In Kneževi Vinogradi minority language is spoken by all inhabitants without any barrier. On the opposite, in Pakrac and Gračac most of Serbian respondents think they have barrier by using minority language.

Table 6. Using Minority language in Croatia

	Yes	No
Bogdanovci	13	6
Čakovec	15	9
Gračac	14	9
Kneževi Vinogradi	17	5
Pakrac	13	7
Pula	27	9
Total	99	45

The mother tongue is considered a minority language by 99 (68.75%) respondents.

Table 7. Using the official language (Croatian) of your country?

	Yes	No
Bogdanovci	13	0
Čakovec	15	0
Gračac	14	0
Kneževi V.	17	0
Pakrac	13	0
Pula	27	0
Total	99	0

100% of respondents, who do not have Croatian as their mother tongue, speak and understand the official language (Croatian).

<sup>77</sup>Full ethnic names: Croat, Serb, Italian, Montenegro, Roma, Albanian, Slovenian, Macedonian, Bosniak, Czech, Hungarian, Ukrainian, Rusyn, prefer not to say.

## Age

The majority of respondents 97 (67.36%) are adults, 36 (25%) are young and only 11(7.64%)are senior. This result was expected; as the municipal officers are mostly of an adult age whereas the respondents that answered the questionnaire also feel mostly in this category in nearly all the municipalities.

Table 8. about age of respondents

Municipality	Young: 0-27 years	Adult: 28-64 years	Senior: 65+ years	Total
Bogdanovci	5	12	2	19
Čakovec	6	17	1	24
Gračac	6	14	3	23
Kneževi V.	6	14	2	22
Pakrac	4	14	2	20
Pula	9	26	1	36
<b>Total</b>	<b>36 (25%)</b>	<b>97 (67.36%)</b>	<b>11 (7.64%)</b>	<b>144 (100%)</b>

## Education

The majority of respondents had finished university or college, 54 (37.5%), 52 (36.11%) had finished secondary school. The lowest level of education was in Čakovec as a majority of respondents had only completed primary and secondary school. This is due the high level of drop-outs of the Roma community. Indeed this community face most issues as regards education<sup>78</sup> including high drop-out rates as well as discrimination in schools which some respondent noted was the reason they didn't want to go to school.

Table 9. Educational level of all respondents

Municipality	None	Primary	Secondary	Vocational	University	Total
Bogdanovci	0	1	9	2	7	19
Čakovec	0	6	9	3	6	24
Gračac	0	1	7	6	9	23
Kneževi V.	0	0	10	5	7	22
Pakrac	0	3	7	4	6	20
Pula	0	4	10	3	19	36
<b>Total</b>	<b>0</b>	<b>15 (10.42%)</b>	<b>52 (36.11%)</b>	<b>23 (15.97%)</b>	<b>54 (37.50%)</b>	<b>144 (100%)</b>

The lowest level of education, again, was in Čakovec as a majority of respondents had only completed primary and secondary school: 15 from 24.

Table 10. Educational level of respondents belonging Croatian majority

Municipality	None	Primary	Secondary	Vocational	University	Total
Bogdanovci	0	1	2	1	2	6
Čakovec	0	1	5	1	2	9
Gračac	0	1	3	2	3	9
Kneževi V.	0	0	3	1	1	5
Pakrac	0	1	3	1	1	7
Pula	0	1	4	2	3	9
<b>Total</b>	<b>0</b>	<b>5</b>	<b>20</b>	<b>8</b>	<b>12</b>	<b>45</b>

<sup>78</sup><http://www.hr.undp.org/content/dam/croatia/docs/Research%20and%20publications/socialinclusion/undp-hr-roma-everyday-2015.pdf>

Considering only the majority representatives we can see that the education system is organised very similar among all the respondents and all municipalities.

Table 11. Educational level of respondents belonging minority

Municipality	None	Primary	Secondary	Vocational	University	Total
Bogdanovci	0	0	7	1	5	13
Čakovec	0	5	4	2	4	15
Gračac	0	0	4	4	6	14
Kneževi V.	0	0	7	4	6	17
Pakrac	0	2	4	3	6	13
Pula	0	3	6	1	16	27
<b>Total</b>	<b>0</b>	<b>10</b>	<b>32</b>	<b>15</b>	<b>42</b>	<b>99</b>

Considering only minority representatives we can see that the Pula template gave a larger number of people with high education, which we contribute to the largest template but also the fact that they did an online questionnaire which is usually available and used by highly educated people. The lower degree of education is shown in Čakovec template, because of the Roma minority and Pakrac.

### ***Involvement with the municipality and with minority protection***

Out of 144 respondents who answered the questions, 83 (57, 63%) do not work for the municipality and 61 (42.36%) do. Out of these sixty-one 27 are involved in minority policies.

Table 12. Number of respondents per municipality working for municipality

Municipality	Respondents who work for municipality	Respondents who do not work for municipality	Total
Bogdanovci	7	12	19
Čakovec	8	16	24
Gračac	10	13	23
Kneževi V.	10	12	22
Pakrac	8	12	20
Pula	18	18	36
<b>Total</b>	<b>61</b>	<b>83</b>	<b>144</b>

61 respondents work for municipality and 27 from them are dealing with minority issue.

Table 13. Numbers of municipal officers who work on minority policies

Municipality	Respondents who work for municipality and work on minority policies
Bogdanovci	2
Čakovec	2
Gračac	5
Kneževi V.	5
Pakrac	3
Pula	10
<b>Total</b>	<b>27</b>

As Table 13 shows, 10 of 27 in Pula. This is connected to a number of respondents which depends on number of inhabitants.



## Awareness of minority rights among the target group

### Awareness of Framework Convention on the Protection of National Minorities

In general, there was a low awareness of the Convention. 54 (37, 5%) respondents had heard of Convention and were familiar with its content. 57 (39, 5%) respondents noted that they were not familiar with it. Even 33 (22, 1%) never heard about it. Most of the respondents were not very certain about the rights that the convention contains. Likewise, there was a very low level of awareness of the Convention's to Croatian law as 59% noted that they did not know whether the convention was applicable, whereas only 33 % of respondents stated yes.

The awareness of the Convention is analysed more in detail below where the results are presented disaggregated by gender, age, education and municipalities.

The question posed was: *Are you familiar with the Convention?*

a) *I have heard of it, and I am familiar with the content*

b) *I have heard of it, but do not know the content*

c) *no*

Table 14. Numbers of respondents for the three possibilities for all women compared to all men

	Men	Women
Answer a	26 (37.14%)	28 (37.84%)
Answer b	29 (41.43%)	28 (37.84%)
Answer c	15 (21.43%)	18 (24.32%)
<b>Total</b>	<b>70 (100%)</b>	<b>74 (100%)</b>

There is no significant difference according to gender on this question.

Table 15. Numbers of respondents for the three answer possibilities per age categories

	Young: 0-27 years	Adult: 28-64 years	Senior: 65+ years
Answer a	9 (25%)	36 (37.11%)	1 (9.10%)
Answer b	16 (44.44%)	32 (32.99%)	5 (45.45%)
Answer c	11 (30.56%)	29 (29.90%)	5 (45.45%)
<b>Total</b>	<b>36 (100%)</b>	<b>97 (100%)</b>	<b>11 (100%)</b>

Awareness of the convention seems significantly higher among young and adult respondents than among senior. Senior sample was really small for drawing meaningful conclusions.

Table 16. Numbers of respondents for the three answer possibilities in the five education categories

	None	Primary	Secondary	Vocational	University
Answer a	0	2 (13.33%)	11 (21.15%)	9 (39.13%)	21 (38.89%)
Answer b	0	4 (26.67%)	23 (44.23%)	9 (39.13%)	22 (40.74%)
Answer c	0	9 (60%)	18 (34.62%)	5 (21.74%)	11 (20.37%)
<b>Total</b>	<b>0</b>	<b>15 (100%)</b>	<b>52 (100%)</b>	<b>23 (100%)</b>	<b>54 (100%)</b>

As might be seen awareness of the Convention seems lowest among respondents with primary education: 60% never heard about. The highest awareness is among respondents with vocational, 39.13% and university 38.89% education.

Table 17. Numbers of respondents for the three answer possibilities about Convention in the different municipalities

Municipality	Familiar with Convention	Not familiar but heard about	Never heard	Total
Bogdanovci	4 (7.41%)	9 (15.79%)	6 (18.18%)	19 (13.19%)
Čakovec	8 (14.81%)	11 (19.30%)	5 (15.15%)	24 (16.67%)
Gračac	7 (12.96%)	10 (17.54%)	6 (18.18%)	23 (15.97%)
Kneževi V.	10 (18.52%)	9 (15.79%)	3 (9.09%)	22 (15.28%)
Pakrac	12 (22.22%)	7 (12.28%)	1 (3.03%)	20 (13.89%)

<b>Pula</b>	13 (24.08%)	11 (19.30%)	12 (36.37%)	<b>36 (25%)</b>
<b>Total</b>	<b>54 (100%)</b>	<b>57 (100%)</b>	<b>33 (100%)</b>	<b>144 (100%)</b>

The majority of respondents do not have knowledge about Convention. It is very important to say it. There are better results in Pula, Pakrac but also in Knežev Vinogradi. For Knežev Vinogradi it can be said that it is a good practice example in affirmation of minority rights. So, the people do not have minority problems in their community: it is not big issue. But more than half municipalities have such problem and serious lack of knowledge.

*Table 18. Numbers of the three answer possibilities for all minority persons compared to all non-minority persons*

	<b>Minority</b>	<b>Non-minority</b>
<b>Answer a</b>	35 (35.35%)	19 (42.22%)
<b>Answer b</b>	35 (35.35%)	22 (48.88%)
<b>Answer c</b>	29 (29.30%)	4 (8.90%)
<b>Total</b>	<b>99 (100%)</b>	<b>45 (100%)</b>

It is interesting to notice that a big part of members of national minorities, 29.30%, is not at all familiar with the existence of convention. Among the members of majority the number a lot smaller, 8.90%, but we can explain that by the fact that the minority members here are mostly employees of municipalities which have the significant number of minority members

*Table 19. Number of respondents for the three answer possibilities for all municipal officers compare to all non-municipal officers*

	<b>Municipal officer</b>	<b>Non-municipal officers</b>
<b>Answer a</b>	31 (50.82%)	32 (38.55%)
<b>Answer b</b>	19 (31.15%)	32 (38.55%)
<b>Answer c</b>	11 (18.03%)	19 (22.90%)
<b>Total</b>	<b>61 (100%)</b>	<b>83 (100%)</b>

The percentages of municipal officers who are familiar with the convention are higher than those among non-municipal officers.

*Table 20. Number of respondents for the three answers possibilities among people involved in minority policies compare to those who are not*

	<b>Involved</b>	<b>Not involved</b>
<b>Answer a</b>	24 (39.34%)	28 (33.73%)
<b>Answer b</b>	22 (36.06%)	32 (38.56%)
<b>Answer c</b>	15 (24.60%)	23 (27.71%)
<b>Total</b>	<b>61 (100%)</b>	<b>83 (100%)</b>

People involved in minority policies seem to be more aware of the Convention than those who are not. 75% of them have heard of the convention, and more than half of them are also aware of the content.

Respondents were asked in a true or false section to say whether certain rights are or are not in the Convention, for which they could receive a maximum score of 5 points. The average score of respondents for this question is 3 points, showing that the respondents were moderately aware of the rights that are ensured by the Convention.

### ***Awareness of the European Charter for Regional or Minority Languages (Charter)***

The awareness of the Charter is analysed more in detail below where the results are presented disaggregated by gender, age, education and municipalities.

The question posed was: *Are you familiar with the Charter?*

d) *I have heard of it, and am familiar with the content*

e) *I have heard of it, but don't know the content*

f) *No*

Table 21. Numbers of respondents for the three answer possibilities disaggregated by sex

	Men	Women
<b>Answer a</b>	29 (41.43%)	28 (37.84%)
<b>Answer b</b>	31 (44.29%)	31 (41.89%)
<b>Answer c</b>	10 (14.28%)	15 (20.27%)
<b>Total</b>	<b>70 (100%)</b>	<b>74 (100%)</b>

The percentage of women who are not familiar with the Charter at all is considerably higher than that of men.

Table 22. Numbers of respondents for the three answer possibilities disaggregated by age categories

	Young	Adult	Senior
<b>Answer a</b>	11 (30.56%)	28 (28.86%)	2 (18.18%)
<b>Answer b</b>	15 (41.67%)	40 (41.24%)	5 (45.45%)
<b>Answer c</b>	10 (27.77%)	29 (29.90%)	4 (36.37%)
<b>Total</b>	<b>36 (100%)</b>	<b>97 (100%)</b>	<b>11 (100%)</b>

The young respondents seem more aware of the Charter than adults. Two thirds of them have heard of Convention and nearly third of them is familiar with the content of Charter.

Table 23. A table of the awareness of the charter by educational level

	None	Primary	Secondary	Vocational	University
<b>Answer a</b>	0	3 (20%)	15 (28.85%)	9 (39.13%)	18 (33.33%)
<b>Answer b</b>	0	5 (33.33%)	20 (38.46%)	11 (47.83%)	27 (50%)
<b>Answer c</b>	0	7 (46.67%)	17 (32.69%)	3 (13.04%)	9 (16.67%)
<b>Total</b>	<b>0</b>	<b>15 (100%)</b>	<b>52 (100%)</b>	<b>23 (100%)</b>	<b>54 (100%)</b>

It is noticeable that with the increase of education also grows the awareness of the charter.

Table 24. Numbers of respondents for the three answer possibilities in different municipalities

	Bogdanovci	Čakovec	Gračac	Kneževi V.	Prakac	Pula
<b>Answer a</b>	3 (15.79%)	8 (33.33%)	8 (34.78%)	7 (31.82%)	8 (40%)	24 (66.67%)
<b>Answer b</b>	10 (52.63%)	10 (41.67%)	10 (43.48%)	8 (36.36%)	9 (45%)	9 (25%)
<b>Answer c</b>	6 (31.58%)	6 (25%)	5 (21.74%)	7 (31.82%)	3 (15%)	3 (8.33%)
<b>Total</b>	<b>19 (100%)</b>	<b>24 (100%)</b>	<b>23 (100%)</b>	<b>22 (100%)</b>	<b>20 (100%)</b>	<b>36 (100%)</b>

While the numbers of respondents who were aware of the Convention and know its content were similar in the different municipalities, there is a larger discrepancy between municipalities regarding awareness of the Charter. Respondents in Pula seem to have a significantly higher awareness than in the other municipalities, whereas respondents in Kneževi Vinogradi have a significantly lower awareness of the Charter.

Table 25. Numbers of respondents for the three answer possibilities for all minority persons compared to all non-minority persons

	Minority	Non-minority	Non specify
<b>Answer a</b>	21	10	2
<b>Answer b</b>	47	21	2
<b>Answer c</b>	27	14	0
<b>Total</b>	<b>95</b>	<b>45</b>	<b>4</b>

As with the Convention, minority respondents seem significantly less aware of the Charter than non-minority persons. None specify category had best result.

Table 26. Numbers of respondents for the three answer possibilities for different ethnic groups

	Cro.	Ser.	Ital.	Mon.	Rom.	Alb.	Slov.	Mac.	Bos.	Cze.	Hun.	Ukr.	Rus.	Not say
<b>Answer a</b>	11	9	4	0	2	0	1	0	0	1	4	0	2	2
<b>Answer b</b>	22	18	5	1	4	2	2	0	1	1	6	1	2	2
<b>Answer c</b>	12	19	2	0	5	3	0	1	0	0	2	2	2	0

When looking at the awareness of the Charter among different minority groups, the Italian group resulted being the most aware. After them are Hungarian minority. This result is similar to the awareness of the Convention, although slightly lower. In contrast to the results of the question on the awareness of the Convention, the Roma minority resulted being one of the minority groups least aware of the Charter.

Table 27. Number of respondents for the three answer possibilities for all municipal officers compared to all non-municipal officers

	Municipal officers	Non-municipal officer
<b>Answer a</b>	21 (34.43%)	25 (30.12%)
<b>Answer b</b>	28 (45.90%)	35 (42.17%)
<b>Answer c</b>	12 (19.67%)	23 (27.71%)
<b>Total</b>	<b>61 (100%)</b>	<b>83 (100%)</b>

Municipal officers seem to be same aware of the Charter like non-municipal officers. Although by “never heard about” non-municipal officer shows significant lack of knowledge.

Table 28. Number of respondents for the three answer possibilities for all persons involved in minority policies compared to all persons not involved in minority policies

	Involved	Not involved
<b>Answer a</b>	26 (42.62%)	21 (25.30%)
<b>Answer b</b>	22 (36.07%)	29 (34.94%)
<b>Answer c</b>	13 (21.31%)	33 (39.76%)
<b>Total</b>	<b>61 (100%)</b>	<b>83 (100%)</b>

The respondents involved in minority policies seem significantly more aware of the Charter than those not involved. The difference between those involved and those not involved in minority policies is much more prominent for the Charter than for the Convention.

Furthermore, respondents were also not very aware of the Charter’s applicability to Croatian law as more than half of respondents answered that they did not know whether it was applicable whereas 29% of respondents stated ‘yes’.

The low awareness of the Charter is also ascertained by the lower average score of the respondents’ responses to the true or false section asking whether certain rights are or are not in the Charter, which is 2.2, thus showing that the level of awareness of the Charter and the rights it ensures is overall quite low.

### ***Awareness of mechanisms for the protection of national minorities***

The majority of respondents were not aware of the international mechanisms protecting minority rights. 48% of respondents noted that they did not know the monitoring bodies, and 74% of the 144 respondents who answered a question of where they were based noted that they did not know where they are. Of the 26% that stated that they did know, a majority got the answer wrong, with many noting that the seat was in Brussels or in Luxembourg. Out of all the respondents who answered this question, only 12 gave the right answer, Strasbourg.

The awareness of international mechanisms was generally low among all respondents. As stated, the respondents who confirmed knowledge or awareness of the mechanisms did so without certainty and if asked further did not provide any particular indication that they knew what the mechanisms were about. Namely they said they knew them based on their names and the fact that they might have heard about them on the news. There was no difference between the persons belonging to minority groups and those not belonging to them. Likewise there was very little difference between persons working on minority issues particularly on the mechanisms; the “yes” was given without certainty.

There is also a very low awareness of national mechanisms. Even though the questions were modified to reflect national institutions, 41% of the respondents noted that they did not know these institutions whereas 69% did not know of the periodic reports sent by Governmental office for human rights and national minorities on the implementation of the Convention and Charter.

### ***Awareness of national legislation, policies and strategies for the protection of national minorities***

More concerning is that around half of the respondents were not aware of national legislation and policies whereas 31% stated that they knew little. In comparison, respondents seem to be most aware of the Convention, after that of national legislation and policies, while awareness of the Charter is the lowest. **These data show that the awareness of minority rights, particularly among minority members of communities is very low.** This also corresponds with the findings found with question 36, where the lack of awareness of minority persons of their rights is most often marked as the main barrier towards the implementation of minority rights.

The awareness of national legislation, policies and strategies is analysed more in detail below where the results are presented disaggregated by gender, age, education and municipalities.

The question posed was: *Are you familiar with national legislation, policies and strategies for the protection of national minorities?*

- d) yes
- e) a little
- f) no

*Table 29. Numbers of respondents for the three answer possibilities disaggregated by sex*

	Men	Women
<b>Answer a</b>	24 (34.29%)	22 (29.73%)
<b>Answer b</b>	36 (51.43%)	38 (51.35%)
<b>Answer c</b>	10 (14.28%)	14 (18.92%)
<b>Total</b>	<b>70 (100%)</b>	<b>74 (100%)</b>

There is no significant difference between men and women in knowledge about national legislation, policies and strategies for the protection of national minorities.

Table 30. Numbers of respondents for the three answer possibilities for all three age categories

	Young	Adult	Senior
<b>Answer a</b>	11 (30.56%)	25 (25.77%)	3 (27.27%)
<b>Answer b</b>	18 (50%)	52 (53.61%)	5 (45.46%)
<b>Answer c</b>	7 (19.44%)	20 (20.62%)	3 (27.27%)
<b>Total</b>	<b>36 (100%)</b>	<b>97 (100%)</b>	<b>11 (100%)</b>

Most of the respondents in all groups are *a little* familiar with national legislation, policies and strategies for the protection of national minorities.

Table 31. Numbers of respondents for the three answer possibilities for all five education categories

	None	Primary	Secondary	Vocational	University
<b>Answer a</b>	0	3 (20%)	9 (17.31%)	5 (21.74%)	21 (38.89%)
<b>Answer b</b>	0	2 (13.33%)	20 (38.46%)	10 (43.48%)	20 (37.04%)
<b>Answer c</b>	0	10 (66.67%)	23 (44.23%)	8 (34.78%)	13 (24.07%)
<b>Total</b>	<b>0</b>	<b>15 (100%)</b>	<b>52 (100%)</b>	<b>23 (100%)</b>	<b>54 (100%)</b>

As with the Convention and the Charter, respondents with higher education are significantly more often familiar with national legislation and policies.

Table 32. Numbers of respondents for the three answer possibilities in the different municipalities

	Bogdanovci	Čakovec	Gračac	Knezevi V.	Pakrac	Pula
<b>Answer a</b>	4 (21.05%)	11 (45.83%)	8 (34.78%)	7 (35%)	8 (40%)	19 (52.78%)
<b>Answer b</b>	8 (42.11%)	7 (29.17%)	12 (52.17%)	9 (45%)	10 (50%)	12 (33.33%)
<b>Answer c</b>	7 (36.84%)	6 (25%)	3 (13.05%)	4 (20%)	2 (10%)	5 (13.89%)
<b>Total</b>	<b>19 (100%)</b>	<b>24 (100%)</b>	<b>23 (100%)</b>	<b>20 (100%)</b>	<b>20 (100%)</b>	<b>36 (100%)</b>

Respondents in Pula seem to be significantly more aware of national legislation and policies than elsewhere; 19 from 36 said yes. Significantly more respondents in Gračac indicated they were not so familiar with national legislation and policies.

Table 33. Numbers of respondents for the three answer possibilities for all minority persons compared to all non-minority persons

	Minority	Non-minority	Non specified
<b>Answer a</b>	23 (24.21%)	15 (33.33%)	2 (50%)
<b>Answer b</b>	51 (53.68%)	19 (42.22%)	2 (50%)
<b>Answer c</b>	21 (22.11%)	11 (24.45%)	0 (0%)
<b>Total</b>	<b>95 (100%)</b>	<b>45 (100%)</b>	<b>4 (100%)</b>

There is no significant difference between minority and not minority in answers. For both categories, awareness of national legislation and policies is higher than of the Charter, but lower than of the Convention.

Table 34. Number of respondents for the three answer possibilities for all municipal officers compared to all non-municipal officers

	Municipal officers	Non-municipal officers
<b>Answer a</b>	20 (32.79%)	29 (34.94%)
<b>Answer b</b>	25 (40.98%)	31 (37.35%)
<b>Answer c</b>	16 (26.23%)	23 (27.71%)
<b>Total</b>	<b>61 (100%)</b>	<b>83 (100%)</b>

There is no significant difference between municipal officers and non-municipal officers in answers regarding the national legislation and policies.



*Table 35. Number of respondents for the three answer possibilities for all persons involved in minority policies compared to all persons not involved in minority policies*

	<b>Involved</b>	<b>Not involved</b>
<b>Answer a</b>	21 (34.43%)	24 (28.92%)
<b>Answer b</b>	32 (52.46%)	38 (45.78%)
<b>Answer c</b>	8 (13.11%)	21 (25.30%)
<b>Total</b>	<b>61 (100%)</b>	<b>83 (100%)</b>

Respondents who are involved in minority policies are far more often familiar with national legislation and policies than those who are not involved in minority policies. As many as half of those involved said they are familiar with national legislation, and another 34% said they are a little familiar. It is striking that they seem to be more familiar with national legislation and policies than with the Convention. The difference between those involved and those not involved in minority policies is even more pronounced than for the Charter.

Generally, the lack of awareness of national laws and mechanisms was widespread among the municipal officials as well as members belonging to non-majority communities. Municipal officials were more aware of national instruments than respondents who belonged to non-majority communities. It is an indicative that municipal officials are not much more aware of national instruments for non-majority communities' protection, than they were of the international instruments. The municipal officials who work with minorities largely noted that they were aware of the national laws; however they were less aware of the periodical reports. Even if they answered in the affirmative, this was done with some uncertainty. The results overall show a low awareness of the national instruments available for the protection of non-majority communities, more so among members of non-majority communities than municipal officials, however the number still remains low as 35% of respondents noted that they were not aware of national legislation.

### ***Importance of rights and problems experienced***

Respondents were asked to score the priority they attach to different rights enshrined in the Convention and the Charter on a five point scale. The questions that were asked are the following:

*24a. How important do you deem the right for persons belonging to a national minority to be treated or not treated as such and such a choice may not result in any disadvantage? (meaning that everyone can choose for themselves to be treated as part of the minority or part of the majority, and in both cases they shouldn't have any disadvantages because of that choice)*

*25a. How important do you deem the right for national minorities to have the right to equality before the law? (meaning they should not have less rights than everyone else in the country)*

*26a. How important do you deem the right for national minorities to be protected from threats, discrimination, hostility or violence?*

*27a. How important do you deem the right for national minorities to have opportunities to learn their language and receive instruction in their language, in state and their own private schools?*

*28a. How important do you deem the right for national minorities to display signs, local names, street names, etc. visible in public in their own minority language?*

*29a. How important do you deem the right of people to teach and study in regional minority languages?*

*30a. How important do you deem the prohibition of all forms of distinction, exclusion, restriction or preference relating to the use of regional minority languages?*

*31a. How important do you deem the right to use regional minority languages in criminal and civil proceedings and administrative procedures? (meaning in court cases, when people have to appear before a judge).*

32a. How important do you deem the obligation to publicise official documents in regional minority languages and facilitate the use of these languages in local assemblies?

33a. How important do you deem the obligation to facilitate the use of Regional Minority Languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions?

34a. How important do you deem the obligation to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form?

In general, most of the rights were given a mark of 'important' or 'very important'.

Table 36. Ranking priorities for importance of minority rights and precise results in numbers

<b>1</b>	<b>The right for protection from discrimination, threats, violence or hostility a 4,86;b 4,43<sup>79</sup></b>
<b>2</b>	<b>The right to equality before the law a 4,85;b 4,47</b>
<b>3</b>	<b>The prohibition of all forms of distinction, exclusion, restriction or preference relating to the use of regional minority languages a4,83;b4,81</b>
<b>4</b>	<b>The right to use regional minority languages in criminal and civil proceedings and administrative procedures a4.69;b 4,56</b>
<b>5</b>	<b>The right for persons belonging to a national minority to be treated or not treated as such and such a choice may not result in any disadvantage a4,5;b4,5</b>
<b>6</b>	<b>The obligation to publicise official documents in regional minority languages and facilitate the use of these languages in local assemblies a 4,44;4,54</b>
<b>7</b>	<b>The right for national minorities to display signs, local names, street names etc., visible in public in their own minority language a4,42;b 4,3</b>
<b>8</b>	<b>The right for national minorities to have opportunities to learn their language and receive instruction in their language, in state and their own private schools a 4,29;b 4,43</b>
<b>9</b>	<b>The right of people to teach and study in regional minority languages a4,14;b 4,21</b>
<b>10</b>	<b>The use of regional minority languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions a 4,13;4,68</b>
<b>11</b>	<b>The obligation to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form a 4,08;b 4,12</b>

The highest priority was given to the right for protection from discrimination, threats, violence or hostility. The lowest priority was given to the obligation to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form.

<sup>79</sup> The differences between A and B is that A stands for the level of importance of the obligation and B to what extent this obligation is fulfilled in the municipality in question.



Respondents were also asked to indicate on a five-point scale how well they thought these rights were implemented in their municipality. The implementation of the rights was mostly marked lower with a 3 or 4 mark showing that the target municipalities should increase their efforts in the implementation of minority rights and in ensuring minority protection. Often **the low marks mainly showed a general discontent with their situation** more than as a reflection of the implementation of the certain right; however this also is indicative of the fact that more must be done in advancing minority rights, in particularly in encouraging the integration of minority communities.

The rights whose implementation was considered best were the right to be protected from threats discrimination, violence and hostilities and the right to use regional or minority languages in criminal and civil proceedings and administrative procedures. While the implementation of the right for persons belonging to a national minority to be treated or not treated as such and such a choice may not result in any disadvantage, and the obligation to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form, were considered as being least implemented in all six municipalities.

Opinion/evaluation on Constitutional law on national minority of representatives of Serbian National minority shows a significant difference in the way how the minorities evaluate *the importance of this question* (high rank: 3.6) and how they evaluate *the way it is put in practice* (low rank 1.9).

When asking about equal respecting rights of all national minorities the members of Serbian minority don't think their rights are respected. At first, only the ones from Pakrac expressed their dissatisfaction considering their rights, but in the additional questioning the ones from Pula also expressed their dissatisfaction. To conclude, members of national minorities do not think that all minorities have the same rights in praxis and they think that the rights of new minorities are smaller and often broken.

### ***Most crucial rights for the preservation of identity***

The most important rights for the preservation of the identity of minority persons according to respondents answering an open question were language, education, culture and equality.

*Table 37. Preservation of identity: most important rights*

<b>Right important to preservation of identity</b>	<b>Number of Respondents</b>
<b>Language</b>	71 (30.60%)
<b>Education</b>	65 (28.02%)
<b>Culture</b>	57 (24.57%)
<b>Equality</b>	39 (16.81%)
<b>Total</b>	<b>232 (100%)</b>

The most important rights are language and education.

*Table 38. What is the right most often mentioned by all respondents of different sexes?*

<b>Men</b>	<b>Language</b>
<b>Women</b>	<b>Education</b>

As could it be read from table: for men language, for women education.

Table 39. What is the right most often mentioned by all respondents in different age categories?

<b>Young: 0-27 years</b>	<b>Education</b>
<b>Adult: 28-64 years</b>	Culture
<b>Senior: 65+ years</b>	Language

For young people the most is education, for adult culture and for senior language: on minority language.

Table 40. What is the right most often mentioned by respondents of different education levels?

<b>None</b>	-
<b>Primary</b>	Culture
<b>Secondary</b>	Language
<b>Vocational</b>	Education
<b>University</b>	Education

Education is the most important thing for the university educated members of minorities.

### **Main barriers to minority protection**

Respondents were asked what they thought are the main barriers to minority protection. They could choose up to three possible barriers from a list, or add a barrier if it was not mentioned in the list. The barriers presented in the list were the following:

- *lack of awareness of rights among minority persons*
- *lack of interest in rights among minority persons*
- *lack of commitment from municipal authorities*
- *lack of effective action from municipal authorities*
- *lack of funding for minority protection measures*
- *lack of organisations and authorities to implement minority protection measures*

Table 41. What are the barriers most often mentioned by all respondents?

<b>1</b>	<b>Lack of awareness of rights by persons belonging to minority communities</b>
<b>2</b>	Lack of interest by non-majority communities
<b>3</b>	Lack of engagement by local authorities

Table 42. What is the barrier most often mentioned by all respondents of different sexes?

<b>Men</b>	<b>Lack of awareness of rights among minority communities</b>
<b>Women</b>	Lack of awareness of rights among minority communities

Table 43. What is the barrier most often mentioned by all respondents in different age categories?

<b>Young: 0-27 years</b>	<b>Lack of awareness of rights among minority communities</b>
<b>Adult: 28-64 years</b>	Lack of awareness of rights among minority persons
<b>Senior: 65+ years</b>	Barriers at national level

Table 44. What is the barrier most often mentioned by respondents of different education levels?

<b>None</b>	-
<b>Primary</b>	Lack of awareness of rights among minority persons
<b>Secondary</b>	Lack of awareness of rights among minority persons
<b>Vocational</b>	Lack of effective action from municipal authorities
<b>University</b>	Lack of awareness of rights among minority persons

### Differences between and within minority groups

Table 45. Different minority groups and level of protection

Municipality	Yes	No	Don't know	Total
<b>Bogdanovci</b>	8	6	5	<b>19</b>
<b>Čakovec</b>	10	8	6	<b>24</b>
<b>Gračac</b>	7	12	4	<b>23</b>
<b>Kneževi V.</b>	15	5	2	<b>22</b>
<b>Pakrac</b>	7	11	2	<b>20</b>
<b>Pula</b>	18	9	9	<b>36</b>
<b>Total</b>	<b>65 (45.14%)</b>	<b>51 (35.42%)</b>	<b>28 (19.44%)</b>	<b>144 (100%)</b>

A majority of the respondents, 65, believed that different minority groups enjoyed the same level of protection. 51 of the respondents, mostly belonging to minority groups, thought that not all minority groups were treated the same. Highlight is on discrimination on new national minorities by the opinion of minorities.

Table 46. Different genders and level of protection

Municipality	Yes	No	Don't know	Total
<b>Bogdanovci</b>	12	6	0	<b>18</b>
<b>Čakovec</b>	10	8	2	<b>20</b>
<b>Gračac</b>	15	4	1	<b>20</b>
<b>Kneževi V.</b>	16	2	2	<b>20</b>
<b>Pakrac</b>	10	3	1	<b>14</b>
<b>Pula</b>	24	4	0	<b>28</b>
<b>Total</b>	<b>87 (72.50%)</b>	<b>27 (22.50%)</b>	<b>6 (5%)</b>	<b>120</b>

When asked whether they believed that women and men enjoyed the same level of protection, a majority of the respondents who answered the question (120), thought that women and men enjoyed the same level of protection: 87 of all. Whereas 27 of respondents, of which 46% women and 54% men, stated that men and women did not enjoy the same protection **suggesting overall a low awareness of the double marginalization of women belonging to minority communities.**

### Responsibility for solving problems

The different bodies and authorities were considered as equally responsible, on average, with the national and local authorities having higher levels of responsibility attributed.

Table 47. The three actors deemed most responsible, in descending order

<b>1</b>	<b>Local authorities</b>
<b>2</b>	National authorities
<b>3</b>	Persons belonging to non-majority communities

On the effectiveness of measures, they were seen largely as being *moderately effective*, especially in regards to the effectiveness of measures taken by national or local authorities.

Table 48. The three actors deemed most effective, in descending order

1	International organisation
2	Local authorities
3	National organisations

Still most of respondents expecting solutions for problems from international organisation.

### Topic of the local project

A majority of the respondents saw the target theme of the project as being very important (60%). When asked about the priority of the topic, a majority of the respondents (55%) considered that the problem to be solved by the municipality with the respective project was 'a high priority'.

However, in most municipalities the respondents emphasized that **the most primary issue is the economic situation of the minority communities and the low levels of employment**. Due to this these two questions were given lower marks as it was believed that they were a priority but not the primary one.

Table 49. On eventual success of the project

Municipality	Yes	No	Maybe	Total
Bogdanovci	9	3	7	19
Cakovec	11	4	9	24
Gracac	11	5	7	23
Knezevi V.	12	4	6	22
Pakrac	10	4	6	20
Pula	18	9	9	36
<b>Total</b>	<b>71 (49.31%)</b>	<b>29 (20.14%)</b>	<b>44 (30.55%)</b>	<b>144 (100%)</b>

A majority of the respondents 71 stated that they believed the project would be successful whereas 29 believed that it would not be successful without further elaboration. In general the municipal officials and the minority persons were enthusiastic about the project expressing hope that it would lead to positive results.

### Conclusions

Overall, there was a low awareness of the Convention and the Charter as well as of minority rights. What was most concerning was the fact that minority members themselves were not very aware of their rights and mostly gave their answers on the basis of 'should', namely on normative basis, than on factual knowledge. It was evident in the visits in the six target municipalities that the main issue was that of employment and economic hardships and that stands as the highest priority of the different communities when it comes to their problems.

Regarding the projects to be implemented in the target municipalities, a majority of the respondents (100 respondents out of 144) believed that the project would be (less or more) successful. However, attempts will have to be made by all municipalities to include the communities more directly, not just as beneficiaries but as an integral part of the project. Although the projects do not address directly the most pressing issue of the communities such as the economic situation and employment, they

could be beneficial in advancing the awareness of non-majority communities of their rights as well as including them more in activities.

There are some differences amongst municipalities: municipalities that are more economically developed have a different level of standard, they have different ambitions. There is also difference between “old” and “new” minorities. “Old” minorities are seeking to increase their rights as “new” ones are seeking their way into society and a guarantee of their rights. There are members of minority groups who are not satisfied with their position but they do not know how to make it better, the results of their knowledge about institutions in the European Union are extremely low. On the other hand there are members of majority who are, in most cases, employees of municipalities and they think that minorities are asking too much.

### ***Baseline situation: project capacities***

#### ***Cross-municipality analysis of the results of the project assessment***

##### ***Questionnaire***

No need for adaptation of the questionnaire.

##### ***Respondents***

- Number of respondents per target group per municipality, striking differences
- Profile of respondents per target groups per municipality, striking differences
- Differences in interviews, atmosphere of interviews across municipalities

There were 5 respondents in Pula, 6 in Gračac, 7 in Pakrac, 3 in Bogdanovci, 5 in Kneževi Vinogradi and 5 in Čakovec. It is important to note that these are small communities, except for Pula, with small number of inhabitants and small number of project team members. They answered the questionnaire and the research team had small talks in group and semi structured interviews with only few of them. There were no striking differences in number or profile of respondents in municipalities.

Most of the respondents are municipality employers and few of them are NGO employers or CNM representative.

The atmosphere was always good and they really did their best to collect people and be cooperative during questioning.

##### ***Gender***

*Table 50. Gender balance*

	Frequency	Percent
<b>Male</b>	14	45.16%
<b>Women</b>	17	54.84%
<b>Total</b>	<b>31</b>	<b>100%</b>

From this table we can see that we have good gender balance and there is no significant difference in gender balance according to different municipalities.

##### ***Organisational set-up***

There is a noticeable difference that depends on a development of municipality and life standard in general on one side, and on the other side post-war heritage and specific problems of national minorities. The City of Čakovec is the only one with Roma population, which means it has specific circumstances. The City of Pula is most developed and their project, as well as the whole team, is very professional and unique. However, the Italian minority has a stereotypical attitude toward other

national minorities in Croatia. Municipality of Kneževi Vinogradi has great educational multicultural team with clear idea and good intentions. In the Municipality of Bogdanovci, it is clear that the structure is fragile which can lead to the lack of capacity in implementation. The City of Pakrac and City of Gračac have this “Serbian story”, hard post-war heritage and lack of good interethnic relationships, but also the strong will to use all positive possibilities that they can use.

About projects it can be concluded: all equal, all different.

### ***Relevance***

#### ***Striking aspects and/or differences in the answers to question 7 to question 9<sup>80</sup> between municipalities***

No striking differences between municipalities: What is specific to these projects is that the topic was set early on, and it was not possible to amend it, or change it in any way. But this issue deserves our attention and I definitely consider it a priority. The ones who suggested the projects to be implemented in the first place were later more vocal when it came to being in favour of the project, and gave it higher marks, and the ones who took part in it because they have to, as it is their job description (municipality staff), were somewhat more held back when assessing the project, and expressing good wishes for the continuation

#### ***Organisational capacity***

There are some fears that some people are not responsible enough and they will not be doing a good job. Moreover, there are certain doubts among project team members of local government involvement in project and their good will for success of the project. There are also some doubts about inter-ethnic team and real common support.

**Possible risk:** non stability, bad decision-making, hierarchy, strong structure, lack of interest by the others in community, specific Roma problems: women in public life, ignorance by LG, consultants independence, no interest for common work and decision making, lack of knowledge about minority rights. **Success factors:** expertise, motivation, minority experience, knowledge of minority language, feeling minority community.

#### ***Cooperative capacity***

Being sensitive to the issues in question, motivation, political reasoning with associates who disagree, lack of responsibility, lack of time or capacities, lack of trust, mutual disregard, team member is irresponsible, does not appear at meetings, communication, reporting, handing in finished tasks at the very last moment, lack of trust among minority members.

#### **What main possible risk and success factors can be concluded from the answers to question 22 to Question 28<sup>81</sup> in the different municipalities?**

Risk: minority councils elections and parliamentary elections/ change of government; change of the Constitutional law on national minorities; irregular financing. The highest risk presents lack of

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<sup>80</sup> These questions from the project assessment questionnaire enquire over the staff members' idea of the problem being solved by the project, whether it is a priority and whether the project is the appropriate way to address the problem.

<sup>81</sup> These questions from the project assessment questionnaire enquire over the cooperative capacity of the staff members involved in the project and over the their cooperation with each other in the past.

understanding of team members, incompatibility, the lack of interest of the mainstream community for specifically minority problems or issues; lack of professionalism, competence, and indolence. As for success, what people count on is competence and the commitment of team members and how interesting the topic is at that moment for the overall society.

Both things are characteristic for all towns, but there is a difference between the more (economically) developed ones, which provide a safer environment and pose less risk, with the less economically developed ones being more cautious and involve higher risk.

My single recommendation would be that projects like these are really useful and need to be carried on for as long as possible. The presence of the European level encourages Local government to take part in projects with minority problems, something the mainstream government tries to avoid as they do not want to confess a problem exists and prefer to ignore all national minority-related social issues and problems.

### ***Expectations***

Expectations are real and I believe that most of project activities would take place without problem. But opinions/expectations are very different. Some of minority representative have doubts. They do not want believe it could be better: mainly older Serbian representatives. Some are so full of confidence: like Pula's management. Some do not sympathise with the minority like Gračac municipality officers.

### ***Conclusion on project assessment***

First of all many of them say that projects still have not started and they do not know what to say is true. It would be much more interesting to ask questions about the project during and after implementation.

Risk: minority councils elections and parliamentary elections/ change of government; change of the Constitutional law on national minorities; irregular financing. The highest risk presents lack of understanding of team members. Teams are formed by different members: municipality employees' mayors, active members of minorities and it expected that there will be some disagreements over some questions.

### ***Recommendations***

It is extremely important to be in the field, but that does not simply mean to cooperate with municipality representatives and representatives of national government, but rather to work together with minority representatives in their villages, schools etc. In this way, a true difference in socio-economic and any other status between different minorities in Croatia can be shown. These differences have been accurately displayed in these projects and their follow-ups. I have been working on minority topics and projects for over a decade and have noticed that in the national government certain positions are being held by the same people since Croatia's independence: for example National Minority Council and The Government Office for Human Rights and National Minorities. At the same time, the position of minorities stagnates, their rights are not being implemented, and the time is passing by. This research also shows that minorities are not informed about their rights and these two bodies mentioned above do not help them to increase their awareness. Minorities, national government and international community are working together, it should be continued, but also enriched with new people, for example representatives of NGO-s that

have been involved on the topics and have relevant experience that is recognised in the local community. Along with that, the national government should reconsider some new, fresh faces to work at National Minority Council and The Government Office for Human Rights and National Minorities.

***Summary: monitoring, reporting, direct aid, education, shared life and respects.***



Former Yugoslav Republic of Macedonia

## **“Promoting Human Rights and Minority Protection in South East Europe”**

### **NATIONAL REPORT ON FORMER YUGOSLAV REPUBLIC OF MACEDONIA FOR THE COLLEGE OF EUROPE**



Brugge

College of Europe  
Collège d'Europe



Natolin

Prepared by: **Simonida Kacarska**

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## Introduction

This national report deals with the initial project and awareness assessment in five municipalities in the 'former Yugoslav Republic of Macedonia' that implement small projects funded in the framework of the Council of Europe and European Union Project *Promoting Human Rights and Minority Protection in South East Europe*. The municipalities in question are: Centar Zupa, Krusevo, Nagoricane, Saraj and Tetovo. The researcher visited the municipalities in the course of January and February 2015 in order to conduct part of the interviews face to face and to identify further respondents and interviewees. With the exception of Tetovo, the interviewing, both for the project assessment and the awareness assessment went smoothly in all of the municipalities. In Tetovo, a lack of cooperation from the municipality staff which delayed the awareness assessment for several weeks was encountered. In the author's opinion this was a result of problems with internal coordination/responsibility over the project among the staff. As for the project assessment, as only two responses were received, it could unfortunately not be prepared and this part is missing from the report.<sup>82</sup>

## Baseline situation: facts and figures

### National level: Statistical information about minorities in the country

The last census in 'former Yugoslav Republic of Macedonia' was conducted in November 2002, according to which 64.17% of the population are ethnic Macedonians, 25.16% are ethnic Albanians, 3.84% Turks, 2.66% Roma, 1.78% Serbs, 0.8% Bosniaks, 0.5% Vlachs and 1.0% belong to the other ethnic communities.<sup>83</sup> 7 According to the same census, the Macedonian language is the mother tongue to 66.49% of the population, Albanian to 25.12%, Turkish to 3.55%, Romani language to 1.9%, Serbian to 1.22%, Bosnian to 0.42%, Vlach to 0.43%, while 0.95% of the citizens speak other language as their mother tongue.

Table 1 Population of the "former Yugoslav Republic of Macedonia"

Community	Population size	%
Macedonians	1,297,981	64.17
Albanians	509,083	25.16
Turks	77,959	3.84
Romani	53,879	2.66
Serbs	35,939	1.77
Muslims	2,553	0.13
Bosniaks	17,018	0.80
Montenegrins	2,003	0.10
Croats	2,686	0.13
Vlachs	9,695	0.47
Bulgarians	1,417	0.07
Others or unspecified	14,887	0.70
Total	2,025,100	100%

The following census was originally scheduled for April 2011, but due to extraordinary elections and lack of consensus on the methodology was postponed for October 2011. Although the census started in October 2011, it was interrupted four days before the completion due to a resignation of the State

<sup>82</sup>The expert was informed by a civil society organisation that originally was included in the project application, that their staff was no longer included in the project activities and declined the expert's request to fill in the project assessment.

<sup>83</sup>State Statistical Office of the 'Former Yugoslav Republic of Macedonia', Final data of the census of population (2002), [http://www.stat.gov.mk/pdf/kniga\\_13.pdf](http://www.stat.gov.mk/pdf/kniga_13.pdf)

Census Commission. Hence, although there have been disagreements over the accuracy of the data and the changes since 2002, this census provides the last statistical information for reference. Needless to say, the collection of statistical information, including disaggregated data regarding ethnicities is a particular problem, which in many cases has impeded the effective devising and implementation of minority related policies.

### ***Social, economic and political position of minorities in the country***

While national minorities (non-majority communities) in the country have traditionally had formal political representation, their effective participation in everyday affairs as well as their social and economic position is often a cause of concern. Since 2001 and the Ohrid Framework Agreement efforts with the support of the international community have been made at addressing the inequalities of national minorities. The OFA and the subsequent legislative amendments envisage reforms in the areas of decentralization, non-discrimination and proportional representation, special parliamentary procedures, education, the use of languages, and the expression of identity. The legal threshold for the guaranteeing of these rights as foreseen in the OFA is 20%, which often puts the smaller communities in a disadvantaged position. In practice, it has been commonly argued that the OFA guaranteed the exercise of rights to the Albanian community as the biggest. Smaller communities such as the Serbs, Vlachs and Turks (i.e. representing less than 20% at the national level) have been largely neglected in practice, as has been also determined in the Convention Advisory Opinions and Reports (see report from national consultant). The Roma have also faced discrimination and specific economic and social problems, although none of the projects implemented in the country specifically addresses the Roma community.

### ***Implementation of minority rights in the country (taken from deliverable 2)***

The Advisory Committee's third opinion on the Former Yugoslav Republic of Macedonia (adopted on 30 March 2011)<sup>84</sup> reports on various positive measures brought to improve the legislative framework to prevent and combat discrimination. The Anti-Discrimination Law was adopted in April 2010 and the Commission for Protection Against Discrimination has been established. The Law on Promoting and Protecting the Rights of Persons Belonging to Communities which Represent Less than 20% of the Population, adopted in 2008, enshrines the principle of equitable representation in respect of employment of persons belonging to minority communities in State administration bodies and in other public institutions at all levels. The Law on the Use of Languages gives a clear legal status to the Albanian language and regulates its use in parliament, government ministries, judicial and administrative proceedings. A specialised Office for the Promotion and Advancement of the Culture of Communities has been established within the Ministry of Culture to monitor the promotion and the advancement of the cultural identities of persons belonging to the various communities. Public television (MTV) and radio extensively broadcast programmes in the languages of national minorities (Albanian, Turkish, Serbian, Romani, Vlach and Bosnian). The Law on Primary and Secondary Education establishes that the Macedonian language shall be the language of instruction at primary and secondary level, but also recognises the rights of persons belonging to national minorities to teaching of and in their language. Additionally, the Higher Education Act obliges the State to provide minority language education where the language is spoken by over 20% of the country's population.

However, the report stresses that society remains polarised along ethnic lines, with co-existence evident in the education system, the media, and the political parties and as regards living areas. There have been instances of interethnic tension caused by lack of dialogue, stereotyping and prejudice. Cases of discrimination against Roma in the fields of education, employment, housing and health care

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<sup>84</sup>[http://www.coe.int/t/dghl/monitoring/minorities/3\\_FCNMdocs/PDF\\_3rd\\_OP\\_FYROM\\_en.pdf](http://www.coe.int/t/dghl/monitoring/minorities/3_FCNMdocs/PDF_3rd_OP_FYROM_en.pdf)

continue to be reported. Many projects contained in the National Action Plan for the Decade of Roma Inclusion have been downsized or remain unimplemented. More than 70% of Roma are unemployed. The authorities have not shown the necessary determination on implementation of the Roma strategy, while allegations of discriminatory ill-treatment of Roma are not always properly investigated. Persons belonging to the Albanian, Bosniak, Serb, Turkish, Vlach and Roma minorities are still underrepresented in the public sector, at central and local levels, while new employees belonging to national minorities, are hired only to increase the quota of such persons within the workforce. The possibilities to use minority languages in relations with the administrative authorities remain limited. It is of concern that media outlets, both public and private, remain strongly divided along linguistic lines with very limited opportunities for intercultural dialogue. Only one Albanian language TV channel broadcasts bilingual programmes on a regular basis, thus actively contributing to greater mutual understanding between the Albanian and Macedonian communities.

***Local level :Statistical information about minorities in the municipalities<sup>85</sup>***

**Tetovo, total: 86,580 citizens**

Population composition:

Albanians	70.3%
Macedonian	23.2%
Roma	2.7%
Turks	2.2%
Serbs	0.7%
Bosnians	0.2%
Others	0.7%

Languages spoken: Albanian, Macedonian, Turkish, Roma.

**Staro Nagoricane, total: 4831 citizens**

Population composition:

Macedonians	80.7%
Serbs	19.1%
Other	0.1%

Languages spoken: Macedonian and Serbian

**Krusevo, total: 9684 citizens.**

Population composition:

Macedonians	62.8%
Albanians	21.3%
Vlach	10.5%
Turks	3.2%
Bosnians	1.4%
Serbs	0.4%
Others	0.3%

Languages spoken: Macedonian, Albanian and Vlach.

**Centar Zupa, total: 6519 citizens**

Population composition:

Turks	81%
Macedonians	12%
Albanians	7%

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<sup>85</sup>The data is according to the last official census in 'Former Yugoslav Republic of Macedonia' held in November 2002

Languages spoken: Macedonian and Turkish

**Saraj, total: 35804 citizens**

Population composition:

Albanians	91.5%
Macedonians	3.9%
Bosniak	3.2%
Roma	0.8%
Turks	0.1%
Other	0.5%

Languages spoken: Albanian, Bosniak, Macedonian

***Social, economic and political position of minorities in the municipalities***

In two of the municipalities (Krusevo and Staro Nagoricane) the majority population is ethnic Macedonian i.e. reflecting the general population composition in the country. The specific minorities targeted by the projects are Vlachs and Serbs, respectively as the smaller communities in the country, which have largely been neglected in the context of advancing minority rights in the country since the Ohrid Framework Agreement. Both municipalities have a record of supporting the minorities, as both have adopted languages for official use even without the fulfilment of the 20% representation threshold (Vlach in Krusevo and Serbian in Staro Nagoricane).

The latter three municipalities (Centar Zupa, Tetovo and Saraj) are municipalities in which Turks and Albanians are majority respectively. In these municipalities, the Macedonians as the majority group at the national level are a minority in these municipalities. In these municipalities, especially the latter two where the Albanian community is majority the effective participation of minorities at the local level has often been an issue of concern. On the other hand, Saraj is one of the municipalities that has interpreted the legislation quite positively, as it established a Committee for inter community relations in order to foster the participation of non-majority communities in decision making, even though it was not required by law to do so.

***Incidents in (recent) history that might have affected the minorities in the municipalities***

The most important recent incident in the municipalities implementing the projects was in Saraj in early 2014, when an ethnic Albanian young man from Saraj was charged of killing an ethnic Macedonian from neighbouring municipality Gjorce Petrov. This event was accompanied by inter-ethnic riots in both municipalities. The April 2012 murders of four ethnic Macedonian teenagers and their subsequent court verdicts sentencing several Albanian men to life in prison have also given rise to inter-ethnic tensions in Skopje broadly, but also throughout the country. Overall, recent inter-ethnic conflicts have taken place between the Macedonian and Albanian community as the two biggest in the country.

***Implementation of international minority rights in the municipalities***

There is no data on this issue in the country, with the exception of occasional references to the local level developments in the country reports on the international instruments, including the Convention and the UN conventions and covenants. Roughly, this assessment is similar as the section in relation to the implementation of national minority rights in the country (see above). With the decentralisation process, however, the municipalities have obtained specific competences in relation to the use of languages, the community emblems, representation in the administration and effective consultation through local Committees for Inter-Community Relations. These competences were transferred as part of the national legislation on national minority rights, however, in effect the municipalities implement international minority rights in this respect. The awareness of the

international instruments remains however low, as is shown by this report and research as well. The municipalities are also not regularly consulted on the preparation of national reports on the international instruments for minority rights, which could potentially increase the awareness of international instruments at the local level and improve their implementation as well.

### ***Implementation of national minority rights in the municipalities***

With the constitutional changes accompanying the Ohrid Framework Agreement (OFA) the municipalities in the country obtained significant responsibilities in the area of minority protection. According to the OFA Basic Principles, *'the development of local self-government is essential for encouraging the participation of citizens in democratic life, and for promoting respect for the identity of communities'* (Art. 1.5). The decentralisation process in the country has been managed in line with the Council of Europe principle of subsidiarity with all 84 municipalities being granted the same competences. The Framework Agreement and subsequent legislative amendments are almost identically applied at the local level, although not all of the existing mechanisms are being used.

These include the use of languages, the community emblems, representation in the administration and effective consultation through local Committees for Inter-Community Relations. The legal threshold for the guaranteeing of these rights as foreseen in the OFA is 20%, which often puts the smaller communities in a disadvantaged position. Still, there is still generally inconsistent application of the national minority rights in the municipalities. Generally, smaller communities, at the municipal level, just as is the case with smaller communities at the national level often do not enjoy all of their rights in practice. At the same time, there are municipalities, included in the projects as well which have recognised as official languages spoken by less than 20% of the population at the local level.

Overall, the transfer of competences at the local level has been often slow, especially in terms of the fiscal decentralisation process, which limits significantly the possibility for municipalities to allocate funds for activities aiming at the protection and promotion of minority rights. In practice, the lack of financial resources in many cases has impeded the extensive use of minority languages and/or the translation of official documents to minority languages.

### ***Implementation of local minority rights in the municipalities***

While the municipalities in the country do not have legislative powers, minority policies such as consultation and partly language use are also shaped by the statutes of the municipalities. The framework for participation of local minorities in the process of decision making of the municipal council is prescribed by the Law on local self-government with the establishment of Commissions for inter-community relations. With regard to languages spoken by less than 20 percent of the population within a municipality, the Agreement and the Law on Local Self Government also allows the possibility for their use as an official language, but the decision to do so remains at the discretion of the local authority. An example of this is the municipality of Staro Nagoricane, in which a decision for the use of Serbian language was adopted even though there was no legal obligation to do so. Similarly, the municipality of Saraj decided to establish a Committee on inter-community relations even though it was not required by law to do so. In these cases, the decisions mentioned above can be considered as local minority rights, since they are more favorable than the national legislation in practice (this is provided for in the law).

### ***Any factors that might influence local projects for minority protection in the municipalities***

A political crisis or early parliamentary elections in the course of the duration of the project could potentially affect the implementation of the local projects, since many of the local capacities of the administration will be possibly redirected for extensive period of time. This is especially relevant



given the increasing influence of the political parties over the state administration and resources in the country.

## **Cross-municipality**

### ***Comparison between different municipalities within the country; where are circumstances more or less favourable to the success of local minority protection projects?***

In the contextual conditions, the projects related to culture (Staro Nagoricane and Krusevo) are of secondary *political* significance in comparison to the projects pertaining to political participation and decision making (Tetovo and Saraj). The former are also smaller municipalities in which the circumstances would be more prone to success of the project. The latter are big municipalities in which the Albanian community is a majority and have specific political relevance as well as a track record of inter-ethnic conflict. Moreover, the latter projects are much more dependent on the Commissions for inter-ethnic relations and the involved civil society organisations as separate bodies in the local municipality and therefore carry higher level of risks. Lastly, the culture projects (Staro Nagoricane and Krusevo) as well as the elderly (Centar Zupa) deal with policy areas that have been chronically underfunded in the country. On the other hand, the financial support to the participation in decision making, as the topic of the Tetovo and Saraj projects has been much higher.

### ***Baseline situation: awareness of minority rights***

#### ***Questionnaire***

The questionnaire was translated by the national expert/consultant in Macedonian and versions in Albanian and Serbian were also used from the project platform, i.e. in cooperation with the other country experts. No major adaptation of the questionnaire was conducted, i.e. only two remarks were made. First, it was explained that the term minority denotes persons belonging to the non-majority communities in the 'Former Yugoslav Republic of Macedonia'. Second, in cases where regional authorities were mentioned<sup>86</sup>, these were disregarded, as they do not exist in the country.

#### ***Method***

The expert approached the respondents in different manners. First, the researcher had a meeting with the municipality team and the NGOs involved in the project about the assessment in order to use their network for distribution of the questionnaire. Second, the researcher used personal contacts from the municipality in order to distribute the questionnaire. Third, the researcher contacted other organisations that had conducted local research in the specific municipality in order to obtain further contacts. the researcher used different channels of dissemination of the questionnaire in order to reach different target groups. For example, as the researcher had personal contacts with NGOs at the local level, the researcher used the contacts from the municipalities to reach targets such as teachers in local elementary schools as groups to which the researcher would usually not have access to.

The questionnaire was distributed in printed form to the network of the municipalities, whereas the expert's personal and the contacts obtained through snowballing were reached (and regularly reminded) electronically by email.

Generally, all of the municipalities contact points were responsive, with the exception of the Tetovo municipality, which delayed the preparation of the report through the late submission of the municipality awareness responses. In this case, previous contacts with the municipality officers for

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<sup>86</sup>Questions 40 and 41 (see below)

the purposes of the preparation of the CoE projects were of immense value to ensure cooperativeness.

As mentioned at several points, the staff from the municipality of Tetovo included in the project was late in submitting the awareness survey and this was done only after several reminders from the Council of Europe staff. The project assessment for Tetovo was not done as only two (incomplete) questionnaires were filled in.

### **Gender**

40/60% representation of genders was as a rule maintained throughout the sample. This was ensured with targeted interviewing. As will be shown later, there were no straightforward gender dimensions to the responses. As a rule, in relation to the question on the perception of the level of protection enjoyed by men and women, women considered predominantly (almost exclusively in some cases) that men enjoy highest level of protection.

*Table 2. What is your gender?*

<b>Gender</b>	<b>Centar Zupa</b>	<b>Krusevo</b>	<b>Nagoricane</b>	<b>Saraj</b>	<b>Tetovo</b>	<b>Total</b>
<b>Female</b>	10 (33%)	16 (50%)	16 (38%)	24 (50%)	24 (48%)	<b>90</b>
<b>Male</b>	20 (67%)	16 (50%)	26 (62%)	22 (46%)	26 (52%)	<b>110</b>
<b>Other</b>	0 (0%)	0 (0%)	0 (0%)	2 (4%)	0 (0%)	<b>2</b>
<b>Total</b>	<b>30</b>	<b>32</b>	<b>42</b>	<b>48</b>	<b>50</b>	<b>202</b>

### **Nationality**

In terms of the nationalities cited there were no striking aspects/differences between the municipalities. As a rule, in municipalities where the Macedonians as the biggest majority group were minority (Tetovo and Saraj), there was a higher number of people that preferred not to declare their nationality. From the set of analysed municipalities, these are also the municipalities which have had most recent conflicts, as possible reasons for this.

*Table 3. What is your nationality, or which are your nationalities?*

<b>Nationality</b>	<b>Centar Zupa</b>	<b>Krusevo</b>	<b>Nagoricane</b>	<b>Saraj</b>	<b>Tetovo</b>
<b>Albanian</b>	4 (13.33%)	0 (0%)	0 (0%)	22 (45.83%)	21 (42%)
<b>Vlach</b>	0 (0%)	12 (37.50%)	0 (0%)	0 (0%)	0 (0%)
<b>Macedonian</b>	4 (13.33%)	20 (62.50%)	20 (47.62%)	16 (33.33%)	12 (24%)
<b>Roma</b>	0 (0%)	0 (0%)	6 (14.29%)	0 (0%)	1 (2%)
<b>Serb</b>	0 (0%)	0 (0%)	12 (28.57%)	0 (0%)	0 (0%)
<b>Turkish</b>	18 (60%)	0 (0%)	0 (0%)	0 (0%)	8 (16%)
<b>Bosniac</b>	0 (0%)	0 (0%)	0 (0%)	0 (0%)	2 (4%)
<b>Russian</b>	0 (0%)	0 (0%)	0 (0%)	0 (0%)	2 (4%)
<b>not to say</b>	4 (13.33%)	0 (0%)	4 (9.52%)	10 (20.84%)	4 (8%)
<b>Total</b>	<b>30 (100%)</b>	<b>32 (100%)</b>	<b>42 (100%)</b>	<b>48 (100%)</b>	<b>50 (100%)</b>

### Minority status

Table 4. Which (minority or majority/ethnic) group do you consider yourself part of?

	Centar Zupa	Krusevo	Nagoricane	Saraj	Tetovo
<b>Albanian</b>	4 (13.33%)	0 (0%)	0 (0%)	10 (20.83%)	13 (26%)
<b>Vlach</b>	0 (0%)	8 (25%)	0 (0%)	0 (0%)	0 (0%)
<b>Macedonian</b>	4 (13.33%)	20(62.50%)	14 (33.33%)	16 (33.33%)	12 (24%)
<b>Roma</b>	0 (0%)	0 (0%)	4 (9.53%)	0 (0%)	1 (2%)
<b>Serb</b>	0 (0%)	0 (0%)	8 (19.04%)	0 (0%)	0 (0%)
<b>Turkish</b>	16 (53.34%)	2 (6.25%)	0 (0%)	0 (0%)	8 (16%)
<b>Bosniac</b>	0 (0%)	0 (0%)	0 (0%)	0 (0%)	2 (4%)
<b>Russian</b>	0 (0%)	0 (0%)	0 (0%)	0 (0%)	2 (4%)
<b>not to say</b>	6 (20%)	2 (6.25%)	16 (38.10%)	22 (45.84%) <sup>87</sup>	12 (24%)
<b>Total</b>	<b>30 (100%)</b>	<b>32 (100%)</b>	<b>42 (100%)</b>	<b>48 (100%)</b>	<b>50 (100%)</b>

In terms of the willingness to cite minority status, Nagoricane, Saraj and Tetovo have the highest number of people that chose to do so, significantly higher than in other municipalities. The author's personal explanation for Saraj and Tetovo is the importance of minority/majority status and the recent events of inter-community tensions in the country, similarly as in the case of nationality. As for Nagoricane, during the interviews the expert got the impression that many people felt *pride* in the inter-ethnic cooperation in the municipality and at many points attempted to minimise the importance of the minority status.

Table 5. Do you consider yourself part of a minority group in Macedonia?

	Centar Zupa	Krusevo	Nagoricane	Saraj	Tetovo	Total
<b>Yes</b>	10 (33%)	8 (25%)	10 (23%)	6 (13%)	20 (40%)	<b>54</b>
<b>No</b>	18 (60%)	22 (69%)	14 (34%)	26 (54%)	28 (56%)	<b>108</b>
<b>not to say</b>	2 (7%)	2 (6%)	18 (43%)	16 (33%)	2 (4%)	<b>40</b>
<b>Total</b>	<b>30 (100%)</b>	<b>32 (100%)</b>	<b>42 (100%)</b>	<b>48 (100%)</b>	<b>50 (100%)</b>	<b>202</b>

### Minority language

**All of the respondents** in the country had argued that they can speak the official language of the country without exceptions. There were only 4 persons in Tetovo that said they could speak the language a little. This is foremost a result of the extensive coverage and use of the Albanian language in this municipality.

### Age

Table 6. In what age category do you fall?

Age group	Centar Zupa	Krusevo	Nagoricane	Saraj	Tetovo	Total
<b>0-27 years</b>	10 (33%)	6 (19%)	20 (48%)	4 (8%)	22 (44%)	<b>62</b>
<b>28 to 64 years</b>	20 (67%)	26 (81%)	22( 52%)	44 (92%)	28 (56%)	<b>140</b>
<b>Total</b>	<b>30 (100%)</b>	<b>32 (100%)</b>	<b>42 (100%)</b>	<b>48 (100%)</b>	<b>50 (100%)</b>	<b>202</b>

There is a striking difference in terms of Krusevo and Saraj municipality. In the former 81% of the respondents belong to the adult category because of the aging population in general (young people leaving the town) and in Saraj as a result of the survey being conducted among school employees, i.e. the mode of interviewing.

<sup>87</sup>In several cases in Saraj it was also written other.

## Education

Table 7. What is the highest school type you have completed?

Educational level	Centar Zupa	Krusevo	Nagoricane	Saraj	Tetovo	Total
Primary	0 (0%)	0 (0%)	4(9%)	0 (0%)	0 (0%)	4
Secondary	2 (7%)	2(7%)	12 (29%)	0 (0%)	7(14%)	23
Vocational	4 (13%)	0 (0%)	10 (24%)	10 (21%)	0 (0%)	24
University	24 (80%)	30(93%)	16 (38%)	38 (79%)	43(86%)	151
<b>Total</b>	<b>30 (100%)</b>	<b>32 (100%)</b>	<b>42 (100%)</b>	<b>48 (100%)</b>	<b>50 (100%)</b>	<b>202</b>

Table 8. Education level of persons belonging to non-majority communities<sup>88</sup>

Educational level	Centar Zupa	Krusevo	Nagoricane	Saraj	Tetovo	Total
primary	0 (0%)	0 (0%)	4 (40%)	0 (0%)	0 (0%)	4
Secondary	0 (0%)	0 (0%)	0 (0%)	0 (0%)	6 (30%)	6
Vocational	4 (40%)	0 (0%)	2 (20%)	4 (66%)	0 (0%)	10
University	6 (60%)	8 (100%)	4 (40%)	2 (33%)	14 (70%)	34
<b>Total</b>	<b>10 (100%)</b>	<b>8 (100%)</b>	<b>10 (100%)</b>	<b>6 (100%)</b>	<b>20 (100%)</b>	<b>54</b>

In comparison to the general population, all of the interviewees with primary school in the sample belong to non-majority communities.

## Involvement with the municipality and minority protection

Table 9. Are you employed by your municipality?

	Centar Zupa	Krusevo	Nagoricane	Saraj	Tetovo	Grand Total
Yes	12 (40%)	20 (62%)	32 (76%)	20 (42%)	25 (60%)	109
No	18 (60%)	12 (38%)	10 (24%)	28(58%)	17 (40%)	85
<b>Total</b>	<b>30 (100%)</b>	<b>32 (100%)</b>	<b>42 (100%)</b>	<b>48 (100%)</b>	<b>42 (100%)</b>	<b>194</b>

Overall, there is a mixed sample consisting of both respondents working for the municipality and its services as well as respondents that are not associated with the municipality.

Table 10. Do you work on minority policies or are you involved in minority protection activities as a professional or volunteer in another way?

	Centar Zupa	Krusevo	Nagoricane	Saraj	Tetovo	Total
Yes	10 (33%)	12(38%)	18 (45%)	20(42%)	24 (49%)	84
No	20 (67%)	20(62%)	22 (55%)	28(58%)	25 (51%)	115

42% of respondents is involved in minority protection activities of some sort. There are no major differences between municipalities overall with 33% in Centar Zupa and 49% in Tetovo.

Table 11. Do you work on or are you involved in the local project in your municipality, funded by the Council of Europe, in the context of the project "Promoting Human Rights and Minority Protection in South East Europe"?

	Centar Zupa	Krusevo	Nagoricane	Saraj	Tetovo	Total
Yes	6 (20%)	10 (33%)	20 (48%)	6 (13%)	1 (2%)	43 <sup>89</sup>
No	23 (80%)	20 (67%)	22 (52%)	40 (87%)	48 (98%)	153

<sup>88</sup>NB: non-majority communities in this table are calculated to be those that answered 'yes' to the question whether they considered themselves part of a non-majority community.

<sup>89</sup>It is the impression of the researcher that the municipality officials in some cases felt that it was appropriate to respond yes to this question, so this number may be overestimated.

The overall majority of respondents is not involved in the local municipality project. This is also because the aim was to target a variety of respondents and this group represents only one among the four target groups.

### *Awareness of minority rights among the target group*

#### **Awareness of the Framework Convention for the Protection of National Minorities**

*Table 12. Are you familiar with the Convention?*

	<b>Centar Zupa</b>	<b>Krusevo</b>	<b>Nagoricane</b>	<b>Saraj</b>	<b>Tetovo</b>	<b>Total</b>
<b>Yes, and am familiar with the content</b>	2 (7%)	16 (50%)	2 (4%)	2 (4%)	2 (4%)	<b>24</b>
<b>Yes, but don't know the content</b>	22 (73%)	12 (36%)	20 (48%)	0 (0%)	18 (36%)	<b>72</b>
<b>No</b>	6 (20%)	4 (14%)	20 (48%)	46 (96%)	30 (60%)	<b>106</b>

Overall, around 12% of the respondents have heard and are familiar with the content of the Convention, which is a fairly low number.

*Table 13. Number of respondents for the three answer possibilities for all women compared to men (Convention awareness)*

	<b>Women</b>	<b>Men</b>	<b>Other</b>	<b>Total</b>
<b>Yes, and am familiar with the content</b>	16 (18%)	8 (7%)	0 (0%)	<b>24</b>
<b>Yes, but don't know the content</b>	30 (33%)	42 (38%)	0 (0%)	<b>72</b>
<b>No</b>	44 (49%)	60 (55%)	2 (100%)	<b>106</b>

As can be seen from the table above, women are on average more familiar with the content of the Convention.

*Table 14. Number of respondents for the three answer possibilities per age categories (Convention awareness)*

	<b>0-27 years</b>	<b>28 to 64 years</b>	<b>Total</b>
<b>Yes, and am familiar with the content</b>	2 (3%)	22 (16%)	<b>24</b>
<b>Yes, but don't know the content</b>	24 (39%)	48 (34%)	<b>72</b>
<b>No</b>	36 (58%)	70 (50%)	<b>106</b>
<b>Total</b>	<b>62</b>	<b>140</b>	<b>202</b>

There is no striking difference in terms of the responses between the young and the adults on Convention awareness, although comparatively more people from the adult group are familiar with the content of the Convention.

*Table 15. Number of respondents for the three answer possibilities in the five education categories (Convention awareness)*

	<b>Primary</b>	<b>Secondary</b>	<b>Vocational</b>	<b>University</b>	<b>Total</b>
<b>Yes, and am familiar with the content</b>	0 (0%)	4 (17%)	0 (0%)	20 (13%)	<b>24</b>
<b>Yes, but don't know the content</b>	0 (0%)	12 (52%)	10 (42%)	50 (33%)	<b>72</b>
<b>no</b>	4(100%)	7 (30%)	14 (58%)	81 (54%)	<b>106</b>
<b>Total</b>	<b>4</b>	<b>23</b>	<b>24</b>	<b>151</b>	<b>202</b>

There is no clear link between the level of education and Convention awareness, in fact the awareness is higher among respondents with secondary education (both in terms of responses 1 and 2) than among people with university education.

Table 16. Number of respondents for the three answer possibilities for all minority persons compared to all non-minority persons (Convention awareness)

	Minority	Non-minority	Prefer not to say	Total
<b>Yes, and am familiar with the content</b>	5 (9%)	14 (13%)	5 (12%)	<b>24</b>
<b>Yes, but don't know the content</b>	30 (56%)	27 (25%)	15 (38%)	<b>72</b>
<b>No</b>	19 (35%)	67 (62%)	20 (50%)	<b>106</b>
<b>Total</b>	<b>54</b>	<b>108</b>	<b>40</b>	<b>202</b>

Overall, persons belonging to minority groups are more familiar with the Convention, than non-minority persons.

Table 17. Number of respondents for the three answer possibilities for all municipal officers compared to all non-municipal officers (Convention awareness)

	Municipal officers	Non-municipal officers
<b>Yes, and am familiar with the content</b>	15 (14%)	9 (10%)
<b>Yes, but don't know the content</b>	44 (40%)	20 (24%)
<b>No</b>	50 (46%)	56 (66%)
<b>Total</b>	<b>109</b>	<b>85</b>

Overall, the municipal officers have a slightly higher awareness of the Convention than non-municipal officers.

Table 18. Number of respondents for the three answer possibilities for all persons involved in minority policies compared to all persons not involved in minority policies (Convention awareness)

	Involved	Not involved
<b>Yes, and am familiar with the content</b>	8 (10%)	14 (10%)
<b>Yes, but don't know the content</b>	32 (38%)	39 (36%)
<b>No</b>	44 (52%)	62 (54%)
<b>Total</b>	<b>84</b>	<b>115</b>

On average, although a surprising finding, there is no distinguishable difference of the awareness of the Convention among respondents involved and not involved in minority policies.

Table 19. Is this Convention applicable to the law in your country?

	Centar Zupa	Krusevo	Nagoricane	Saraj	Tetovo	Total
<b>Yes</b>	4 (13%)	9 (28%)	20 (48%)	2(4%)	7 (14%)	<b>42</b>
<b>No</b>	8 (27%)	7 (22%)	0 (0%)	6 (13%)	5 (8%)	<b>26</b>
<b>Don't know</b>	18 (60%)	16 (50%)	22 (52%)	40(83%)	38 (78%)	<b>134</b>

Whereas 42 (20%) of the respondents know that the Convention is applicable, by far the biggest number of 134 (67%) don't know the legal status of the Convention.

Respondents were asked in a true or false section to say whether certain rights<sup>90</sup> are or are not in the Convention, for which they could receive a maximum score of 5 points. On average there is a score of 2.1 in the whole country on this question, i.e. an average respondent would correctly answer two out of the five questions. As can be seen from the table below there is a significant inter-municipality difference on this question, between the score of 3.9 in Krusevo and Centar Zupa with 0.5 correct responses.

*Table 20. Knowledge of Convention in municipalities*

<b>Municipality</b>	<b>Average of question 15</b>
<b>Centar Zupa</b>	0.5
<b>Krusevo</b>	3.9
<b>Nagoricane</b>	2.8
<b>Saraj</b>	2.0
<b>Tetovo</b>	1.9
<b>Total</b>	2.1

It must be noted that while answering the questionnaires, the respondents often answered 'true' because on a normative basis they believed that the right should be a part of the Convention, and not due to certainty that it was.

### ***Awareness of the Charter for Regional or Minority Language (Charter)***

*Table 21. Are you familiar with the European Charter for Regional or Minority Languages?*

	<b>Centar Zupa</b>	<b>Krusevo</b>	<b>Nagoricane</b>	<b>Saraj</b>	<b>Tetovo</b>	<b>Total</b>
<b>Yes, and am familiar with the content</b>	0 (0%)	7 (21%)	6 (14%)	8 (17%)	1 (2%)	22
<b>Yes, but don't know the content</b>	22 (73%)	14 (43%)	22 (52%)	18 (37%)	29 (58%)	105
<b>No</b>	8 (27%)	11 (36%)	14 (34%)	22 (46%)	20 (40%)	75

Overall, around 11% of the respondents have heard and are familiar with the content of the Charter, which is a fairly low number.

*Table 22. Number of respondents for the three answer possibilities for all women compared to men (Charter awareness)*

	<b>Women</b>	<b>Men</b>	<b>Other</b>
<b>Yes, and am familiar with the content</b>	15 (17%)	7 (6%)	0 (0%)
<b>Yes, but don't know the content</b>	53 (59%)	52 (47%)	0 (0%)
<b>No</b>	22 (24%)	51 (46%)	2 (100%)

As can be seen from the table above, women are on average more familiar with the content of the Charter, as was the case with the Convention analysed above.

<sup>90</sup>15. Are the following statements about the Convention true or false?

- Persons belonging to national minorities have the right to equality before the law.
- The state has to protect national minorities from threats, discrimination, hostility and violence.
- The state has to promote tolerance, intercultural dialogue, mutual respect, understanding and cooperation among all persons living on their territory.
- The state has to provide opportunities for national minorities to learn their language and receive instruction in their language, in state and their own private schools.
- The state has to ensure the right to display signs, local names, street names, etc. visible in public in their own minority language.



Table 23. Number of respondents for the three answer possibilities per age categories (Charter awareness)

	0-27 years	28-64 years	Total
<b>Yes, and am familiar with the content</b>	6(10%)	16 (11%)	<b>22</b>
<b>Yes, but don't know the content</b>	29 (47%)	76(54%)	<b>105</b>
<b>No</b>	27(43%)	48 (35%)	<b>75</b>

The adult category is more familiar on general with the Charter (has heard of it more).

Table 24. Number of respondents for the three answer possibilities for all five education categories (Charter awareness)

	Primary	Secondary	Vocational	University	Total
<b>Yes, and am familiar with the content</b>	0 (0%)	2(9%)	4 (17%)	16 (11%)	<b>22</b>
<b>Yes, but don't know the content</b>	0 (0%)	17(74%)	8(33%)	80 (53%)	<b>105</b>
<b>No</b>	4 (100%)	4 (17%)	12(50%)	55(36%)	<b>75</b>
<b>Total</b>	<b>4</b>	<b>23</b>	<b>24</b>	<b>151</b>	<b>202</b>

There is no clear link between the level of education and Charter awareness, in fact the awareness is higher among respondents with secondary education (combining responses 1 and 2) than among people with vocational or university education.

Table 25. Number for the three answer possibilities for all minority persons compared to all non-minority persons (Charter awareness)

	Minority	Non-minority	not to say	Total
<b>Yes, and am familiar with the content</b>	4 (7%)	10 (9%)	8 (20%)	<b>22</b>
<b>Yes, but don't know the content</b>	27 (50%)	66 (61%)	12 (30%)	<b>105</b>
<b>No</b>	23 (43%)	32 (29%)	20 (50%)	<b>75</b>
<b>Total</b>	<b>54</b>	<b>108</b>	<b>40</b>	<b>202</b>

When combining responses 1 and 2 non-minority persons have more awareness of the Charter, in contrast to the findings on the Convention.

Table 26. Number of respondents for the three answer possibilities for all municipal officers compared to all non-municipal officers (Charter awareness)

	Municipal officers	Non-municipal officers
<b>Yes, and am familiar with the content</b>	15 (14%)	6 (7%)
<b>Yes, but don't know the content</b>	70 (64%)	30(35%)
<b>No</b>	24(22%)	49 (58%)
<b>Total</b>	<b>109</b>	<b>85</b>

Municipal officers are significantly more aware of the Charter (and its contents) than non-municipal officers.



Table 27. Number of respondents for the three answer possibilities for all persons involved in minority policies compared to all persons not involved in minority policies (Charter awareness)

	Involved	Not involved
<b>Yes, and am familiar with the content</b>	10 (12%)	12 (10%)
<b>Yes, but don't know the content</b>	47 (56%)	56 (49%)
<b>No</b>	27 (32%)	47 (41%)
<b>Total</b>	<b>84</b>	<b>115</b>

The respondents involved in minority policies have a higher awareness of the Charter.

Table 28. Is this Charter applicable to the law in your country?

	Centar Zupa	Krusevo	Nagoricane	Saraj	Tetovo
<b>Yes</b>	0 (0%)	0 (0%)	14 (33%)	4 (8%)	1 (2%)
<b>No</b>	6 (20%)	(7) 21%	6 (14%)	6 (13%)	7 (14%)
<b>Don't know</b>	24(80%)	(25)79%	22 (53%)	38 (79%)	42 (84%)

Table 29. Knowledge of Charter in municipalities

Municipality	Average
<b>Centar Zupa</b>	0.4
<b>Krusevo</b>	2.1
<b>Nagoricane</b>	1.7
<b>Saraj</b>	0.4
<b>Tetovo</b>	0.4
<b>Total</b>	<b>0.8</b>

The low awareness of the Charter is also ascertained by the lower average score of the respondents' responses to the true or false section asking whether certain rights are or are not in the Charter, which is 0.8, thus showing that the level of awareness of the Charter and the rights it ensures is overall quite low. The awareness of the Charter in terms of the rights it protects are also substantially lower than the awareness of the rights of the Convention (score of 2.1). In this question again Krusevo has the highest awareness than all other municipalities included in the survey.

### **Awareness of mechanisms for the protection of national minorities**

Table 30. Are you familiar with the international bodies for the protection of minorities, such as the expert monitoring bodies and the Committee of Experts?

	Centar Zupa	Krusevo	Nagoricane	Saraj	Tetovo	Total
<b>Yes, and know what they do</b>	0 (0%)	6 (19%)	2 (5%)	10 (21%)	1 (2%)	<b>19</b>
<b>Yes, but don't know what they do</b>	22 (73%)	20 (62%)	28 (67%)	32 (63%)	18 (36%)	<b>120</b>
<b>No</b>	8 (27%)	6 (19%)	12 (28%)	6 (16%)	31 (62%)	<b>63</b>

Only 9% of the respondents have heard of the bodies and know what they do.

Table 31. Do you know where these international bodies are based?

	Centar Zupa	Krusevo	Nagoricane	Saraj	Tetovo	Total
<b>yes</b>	0 (0%)	4 (13%)	4 (10%)	6 (13%)	4 (8%)	<b>18</b>
<b>no</b>	30 (100%)	28 (87%)	38 (90%)	42 (87%)	28 (92%)	<b>166</b>

Only 9% of the respondents answered that they know where these bodies are based with an insignificant number of correct responses on the location on the open ended questions.

The awareness of international mechanisms was generally low among all respondents. As stated, the respondents who confirmed knowledge or awareness of the mechanisms did so almost by inertia and could not provide any additional information on them. There was no difference between the persons belonging to minority groups and those not belonging to them. Likewise there was very little difference between persons working on minority issues particularly on the mechanisms. Only members of the non-majority communities usually active in the NGO sector who were more certain about these mechanisms.

*Table 32. Are you familiar with the national bodies for the protection of minorities, such as the secretariats of the Framework Convention for the Protection of National Minorities [and the European Charter for Regional or Minority Languages]?*

	<b>Centar Zupa</b>	<b>Krusevo</b>	<b>Nagoricane</b>	<b>Saraj</b>	<b>Tetovo</b>	<b>Total</b>
<b>Yes, and know what they do</b>	0 (0%)	9 (29%)	2 (5%)	4 (8%)	2 (4%)	<b>17</b>
<b>Yes, but don't know what they do</b>	22 (73%)	14 (40%)	34 (81%)	37 (75%)	19 (38%)	<b>126</b>
<b>No</b>	8 (27%)	9 (29%)	6 (14%)	7 (17%)	29 (58%)	<b>59</b>

*Table 33. Are you familiar with the obligation of the State to send periodical 'state reports' to the Council of Europe on the measures they have taken to implement the Convention [and Charter]?*

	<b>Centar Zupa</b>	<b>Krusevo</b>	<b>Nagoricane</b>	<b>Saraj</b>	<b>Tetovo</b>	<b>Total</b>
<b>Yes</b>	0 (0%)	9 (29%)	10 (24%)	2 (4%)	6 (12%)	<b>27</b>
<b>A little</b>	24 (80%)	9 (29%)	16 (38%)	30 (63%)	17 (34%)	<b>96</b>
<b>No</b>	6 (20%)	14 (43%)	16 (38%)	16 (33%)	27 (54%)	<b>79</b>

There is also low awareness of national mechanisms as can be seen above, although comparatively seen there is more awareness of the state obligation to send reports than with the national (and international) bodies for protection of national minorities.

### ***Awareness of national legislation, politics and strategies for the protection of national minorities***

*Table 34. Are you familiar with national legislation, policies and strategies for the protection of national minorities?*

	<b>Centar Zupa</b>	<b>Krusevo</b>	<b>Nagoricane</b>	<b>Saraj</b>	<b>Tetovo</b>	<b>Total</b>
<b>Yes</b>	0 (0%)	11 (36%)	10 (24%)	6 (13%)	12 (24%)	<b>39</b>
<b>A little</b>	22 (73%)	11 (36%)	22 (52%)	24 (50%)	14 (28%)	<b>93</b>
<b>No</b>	8 (27%)	10 (28%)	10 (24%)	18 (38%)	24 (48%)	<b>70</b>

While the familiarity with the national legislation, policies and strategies for the protection of national minorities is fairly low with 19%, it is higher than the international instruments.

*Table 35. Number of respondents for the three answer possibilities for all women compared to men (awareness of national legislation)*

	<b>Women</b>	<b>Men</b>	<b>Other</b>
<b>Yes</b>	10 (11%)	28(26%)	0 (0%)
<b>A little</b>	51 (55%)	43 (40%)	2 (100%)
<b>No</b>	31 (34%)	37 (34%)	0 (0%)

Men on average are more confident in their knowledge of the national legislation, whereas the two genders are largely the same when we combine answers 1 and 2.

*Table 36. Number of respondents for the three answer possibilities for all three age categories (awareness of national legislation)*

	<b>0-27 years</b>	<b>28-64 years</b>	<b>Total</b>
<b>Yes</b>	5 (8%)	34(24%)	<b>39</b>
<b>A little</b>	28(45%)	65(46%)	<b>93</b>
<b>No</b>	29(47%)	41(29%)	<b>70</b>

The adults are significantly more aware of the national legislation and policies than the young from the respondents studied

*Table 37. Number of respondents for the three answer possibilities for all five education categories (awareness of national legislation)*

	<b>Primary</b>	<b>Secondary</b>	<b>Vocational</b>	<b>University</b>	<b>Total</b>
<b>Yes</b>	0 (0%)	2(9%)	6 (25%)	31 (20%)	<b>39</b>
<b>A little</b>	0 (0%)	12(52%)	12 (50%)	69 (46%)	<b>93</b>
<b>No</b>	4(100%)	9 (39%)	6(25%)	51 (34%)	<b>70</b>

While there is significantly less awareness of national legislation and policies among the respondents with primary and secondary education, the groups with vocational and university education are largely similar in the distribution of their responses.

*Table 38. Number for the three answer possibilities for all minority persons compared to all non-minority persons (awareness of national legislation)*

	<b>Minority</b>	<b>Non-minority</b>	<b>not to say</b>	<b>Total</b>
<b>Yes</b>	9 (17%)	16(15%)	14 (35%)	<b>39</b>
<b>A little</b>	24(44%)	55(51%)	14 (35%)	<b>93</b>
<b>No</b>	21(39%)	37(34%)	12 (30%)	<b>70</b>

There is no significant difference in terms of the responses between minority and non-minority persons.

*Table 39. Number of respondents for the three answer possibilities for all municipal officers compared to all non-municipal officers (awareness of national legislation)*

	<b>Municipal officers</b>	<b>Non-municipal officers</b>
<b>Yes</b>	29 (27%)	9 (11%)
<b>A little</b>	42 (39%)	48 (56%)
<b>No</b>	38 (35%)	28 (33%)
<b>Total</b>	<b>109</b>	<b>85</b>

On average municipal officers are more familiar with the national legislation than non-municipal officers as 27% of the former as opposed to 11% of the latter have opted out for yes on this specific question.

*Table 40. Number of respondents for the three answer possibilities for all persons involved in minority policies compared to all persons not involved in minority policies (awareness of national legislation)*

	<b>Involved</b>	<b>Not involved</b>
<b>Yes</b>	26 (31%)	13 (11%)
<b>A little</b>	27 (32%)	64 (56%)
<b>No</b>	31 (37%)	38 (33%)

The respondents involved in minority policies are more confident in their awareness of national legislation (and were able to provide more detailed feedback during the interviews) than the respondents not involved in minority policies. Yet, if we combine answers 1 and 2 there is no major difference between the two groups.

### ***Importance of rights and problems experienced***

Respondents were asked to score the priority they attach to different rights enshrined in the Convention and the Charter and to what extent those rights are respected in their municipality on a five point scale. Below are the questions that were asked and the average scores per municipality:

24a. How important do you deem the right for persons belonging to a national minority to be treated or not treated as such and such a choice may not result in any disadvantage? (meaning that everyone can choose for themselves to be treated as part of the minority or part of the majority, and in both cases they shouldn't have any disadvantages because of that choice)

24b. To what extent do you think this right is respected in your municipality?

25a. How important do you deem the right for national minorities to have the right to equality before the law? (meaning they should not have less rights than everyone else in the country)

25b. To what extent do you think this right is respected in your municipality?

26a. How important do you deem the right for national minorities to be protected from threats, discrimination, hostility or violence?

26b. To what extent do you think this right is respected in your municipality?

27a. How important do you deem the right for national minorities to have opportunities to learn their language and receive instruction in their language, in state and their own private schools?

27b. To what extent do you think this right is respected in your municipality?

28a. How important do you deem the right for national minorities to display signs, local names, street names, etc. visible in public in their own minority language?

28b. To what extent do you think this right is respected in your municipality?

29a. How important do you deem the right of people to teach and study in regional minority languages?

29b. To what extent do you think this right is respected in your municipality?

30a. How important do you deem the prohibition of all forms of distinction, exclusion, restriction or preference relating to the use of regional minority languages?

30b. To what extent do you think this right is respected in your municipality?

31a. How important do you deem the right to use regional minority languages in criminal and civil proceedings and administrative procedures? (meaning in court cases, when people have to appear before a judge)

31b. To what extent do you think this right is respected in your municipality?

32a. How important do you deem the obligation to publicise official documents in regional minority languages and facilitate the use of these languages in local assemblies?

32b. To what extent do you think this obligation is fulfilled in your municipality?

33a. How important do you deem the obligation to facilitate the use of Regional Minority Languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions?

33b. To what extent do you think this obligation is fulfilled in your municipality?

34a. How important do you deem the obligation to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form?

34b. To what extent do you think this obligation is fulfilled in your municipality?

*Table 41. Priority assigned to different rights of the Convention and the Charter*

	Centar Zupa	Krusevo	Nagoricane	Saraj	Tetovo
24a	3.8	4.4	4.3	4.1	4.5
24b	3.8	4.3	4.4	3.3	3.1
25a	4.1	4.7	4.4	4.3	4.2
25b	3.8	4.6	4.2	3.6	3.8
26a	4.2	4.9	4.1	4.2	4.5
26b	4.0	4.6	4.3	3.6	3.3
27a	4.1	4.4	4.4	4.0	4.2
27b	4.1	4.3	4.2	3.5	3.8
28a	4.1	3.4	4.2	3.8	3.3
28b	4.2	3.9	3.9	3.3	4.1
29a	3.7	3.6	4.3	4.3	4.3
29b	4.1	4.1	4.2	3.3	3.9
30a	3.8	3.9	4.3	4.2	4.2
30b	4.2	4.0	4.1	3.4	3.7
31a	3.8	3.5	4.3	4.2	4.2
31b	3.9	3.9	4.1	3.4	3.0
32a	4.2	3.2	4.3	4.1	4.2
32b	4.2	3.7	4.0	3.3	4.0
33a	4.1	3.3	4.3	4.1	3.9
33b	3.8	3.2	3.8	3.5	3.2
34a	4.0	4.2	4.5	4.0	4.2
34b	4.1	3.6	4.3	3.0	3.2

In general, most of the rights were given a mark of 'important' or 'very important'. **There is generally lower assessment of the level of fulfilment of the obligations than the importance assigned to the rights.** There were no significant differences between the respondents in terms of gender, education, age or involvement in national minority policies.

***Most crucial rights for the preservation of identity***

The most important rights for the preservation of the identity of minority persons according to respondents answering an open question were education and language (in this order). Both women and men considered that education was of primary importance. Young people 0-27 years considered language as most important, whereas for the adult category of respondents (28-64 years) education was most important. Respondents with primary, secondary and vocational education considered language as most important, whereas for respondents with university education, education was the most important right to preservation of identity.

*Table 42. Rights important for preservation of identity*

<b>Rights important for preservation of identity</b>	<b>Number of respondents</b>
<b>Education</b>	<b>20</b>
<b>Language (including television in native language)</b>	<b>16</b>

**Number of times a specific right was mentioned by the respondents included in the survey (per municipality):*****Centar Zupa:***

- Education in native language (4 times)
- Television in native language (1 time)
- Celebrating minority holidays (1 time)

***Krusevo:***

- Language (6 times)
- Equality before the law (3 times)
- Culture (2 time)
- Political participation (2 times)
- Equitable representation (1 time)

***Nagoricane:***

- Education in native language (4 times)
- Television in native language (1 time)
- Celebrating minority holidays (1 time)

***Saraj:***

- Education (4 times)
- Language 3 (times)
- Culture (1 time)

***Tetovo:***

- Education in native language (8 times)
- Television in native language (3 times)
- Promoting the culture of minorities (2 times)

- Celebrating minority holidays (2 times)

### ***Main barriers to minority protection***

Respondents were asked what they thought are the main barriers to minority protection. They could choose up to three possible barriers from a list, or add a barrier if it was not mentioned in the list. The barriers presented in the list were the following:

- *lack of awareness of rights among minority persons*
- *lack of interest in rights among minority persons*
- *lack of commitment from municipal authorities*
- *lack of effective action from municipal authorities*
- *lack of funding for minority protection measures*
- *lack of organisations and authorities to implement minority protection measures*
- *barriers at national level*

Barriers most often mentioned by all respondents:

1. Lack of awareness of rights among minority persons
2. Lack of effective action from municipal authorities
3. Lack of interest in rights among minority persons

Lack of awareness of rights among minority persons was the key barrier irrespective of the gender and age of the respondents. It was also most mentioned by respondents with secondary, vocational and university education. The only exception were the respondents with primary education which considered that the main barrier to effective minority protection was the lack of effective action from municipal authorities.

### **Rating of barriers per municipalities:**

#### ***Centar Zupa:***

1. lack of awareness of rights among minority persons
2. barriers at national level
3. lack of effective action from municipal authorities
4. lack of organisations and authorities to implement minority protection measures/lack of interest in rights among minority persons
5. lack of commitment from municipal authorities/lack of funding for minority protection measures

#### ***Krusevo:***

1. lack of funding for minority protection measures
2. lack of awareness of rights among minority persons
3. lack of interest in rights among minority persons
4. lack of effective action from municipal authorities
5. lack of commitment from municipal authorities
6. barriers at national level
7. lack of organisations and authorities to implement minority protection measures

***Nagoricane:***

1. lack of awareness of rights among minority persons
2. lack of interest in rights among minority persons/lack of commitment from municipal authorities
3. lack of organisations and authorities to implement minority protection measures/lack of funding for minority protection measures
4. barriers at national level.
5. lack of effective action from municipal authorities

***Saraj:***

1. lack of awareness of rights among minority persons
2. lack of commitment from municipal authorities
3. lack of funding for minority protection measures
4. lack of interest in rights among minority persons
5. lack of effective action from municipal authorities
6. lack of organisations and authorities to implement minority protection measures
7. barriers at national level

***Tetovo:***

1. lack of awareness of rights among minority persons
2. lack of effective action from municipal authorities
3. barriers at national level
4. lack of interest in rights among minority persons
5. lack of funding for minority protection measures
6. lack of organisations and authorities to implement minority protection measures
7. lack of commitment from municipal authorities

The lack of awareness of rights is first in four out of the five municipalities, and second in the fifth, illustrating a dominant opinion across the board. In discussions with the interviewed persons it was often mentioned that nationally Macedonia has provisions for protection of national minorities, however, their practicing and awareness among the minority persons was not at a satisfactory level.

***Differences between and within minority groups***

*Table 43. Are different minority groups in your municipality enjoying the same measure of protection?*

	<b>Centar Zupa</b>	<b>Krusevo</b>	<b>Nagoricane</b>	<b>Saraj</b>	<b>Tetovo</b>	<b>Total</b>
<b>Yes</b>	6 (20%)	20 (67%)	12 (29%)	4 (8%)	11 (22%)	53 (26%)
<b>No</b>	4 (13%)	10 (33%)	10 (24%)	12 (25%)	28 (56%)	64 (32%)
<b>Don't know</b>	20 (67%)	0 (0%)	20 (47%)	32 (67%)	11 (22%)	83 (42%)
<b>Total</b>	<b>30</b>	<b>30</b>	<b>42</b>	<b>48</b>	<b>50</b>	<b>200</b>

The dominant answer among all groups is the third, i.e. don't know, followed by no. The distribution per minority group (i.e. correlation between question 3 and 37) is presented below). While there is no clear correlation with the minority groups, the Macedonians have a higher response yes to this question in comparison to the minority groups.



Table 44. Are men and women belonging to minority groups in your municipality enjoying the same measure of protection?

	Centar Zupa	Krusevo	Nagoricane	Saraj	Tetovo	Total
<b>Yes</b>	8 (27%)	20 (71%)	18 (45%)	8 (17%)	17 (34%)	71 (36%)
<b>No</b>	6 (20%)	8 (29%)	10 (25%)	12 (25%)	20 (40%)	56 (29%)
<b>Don't know</b>	16 (53%)	0 (0%)	12 (30%)	28 (58%)	13 (26%)	69 (35%)
<b>Total</b>	<b>30</b>	<b>28</b>	<b>40</b>	<b>48</b>	<b>50</b>	<b>196</b>

There is no clearly identifiable pattern in terms of the responses, with responses yes and don't know being slightly more represented in the sample.

### Responsibility for solving problems

Respondents were given a list of or groups<sup>91</sup> responsible for taking minority protection measures and were asked to rank them on a scale of 1-5 (1 indicating not at all responsible and 5 indicating fully responsible). The average scores per municipality are presented below:

Table 45. According to you, in what measure are the following authorities or groups responsible for taking minority protection measures?

Municipality	International community	National authorities	Local authorities	Civil society	Minority persons themselves
<b>Centar Zupa</b>	3.13	4.00	2.13	2.67	4.33
<b>Krusevo</b>	3.71	4.29	3.69	3.36	4.43
<b>Nagoricane</b>	3.19	2.71	2.05	4.33	4.76
<b>Saraj</b>	1.67	3.38	3.29	2.00	4.67
<b>Tetovo</b>	3.07	4.37	4.41	2.70	4.10
<b>Total</b>	<b>2.89</b>	<b>3.83</b>	<b>3.40</b>	<b>2.92</b>	<b>4.39</b>

The minority persons themselves are perceived as the most responsible for taking minority protection measures followed by the national authorities.

There are striking differences as to the role of the international community which is perceived as very responsible in Tetovo and much less in Saraj, with scores of 3.71 and 1.67 respectively. As to the national authorities, the Tetovo respondents perceive it as much more responsible than Nagoricane with scores of 4.37 and 2.71 respectively.

The local authorities are ranked very high in Tetovo and much less in Nagoricane and Centar Zupa (4.41 and 2.05 respectively).

The civil society is ranked much higher in Nagoricane (4.33 score) and much less in Saraj with a score of 2.0.

Table 46. According to you, in what measure are groups or authorities effective in protecting minorities and ensuring their rights?

Municipality	International community	National authorities	Local authorities	Civil society	Minority persons themselves
<b>Centar Zupa</b>	2.87	3.73	2.40	1.73	4.80
<b>Krusevo</b>	3.21	4.08	2.31	2.08	4.50
<b>Nagoricane</b>	4.86	2.14	1.14	4.14	2.71

<sup>91</sup>international community, national authorities, local authorities, civil society, minority persons themselves

<b>Saraj</b>	4.58	3.00	1.33	2.21	3.79
<b>Tetovo</b>	4.15	3.47	3.87	2.98	2.98
<b>Total</b>	<b>4.09</b>	<b>3.24</b>	<b>2.44</b>	<b>2.77</b>	<b>3.50</b>

The international community has the highest score in this respect, followed by the minority persons themselves. On this score, one must keep in mind however the general tendency in Macedonia to hold more trust in the international institutions and organisations than in the national ones.

There are striking differences as to the role of the local authorities between Tetovo and Saraj with scores 3.87 and 1.14 respectively.

Civil society is ranked much higher with a score of 4.14 in Nagoricane and Centar Zupa with a score of 1.73.

Minority persons are ranked with 4.80 in Centar Zupa and with 2.71 in Nagoricane.

### ***Topic of the local project***

*Table 47. Importance assigned to topic of local project*

	<b>Centar Zupa</b>	<b>Krusevo</b>	<b>Nagoricane</b>	<b>Saraj</b>	<b>Tetovo</b>
<b>Average</b>	4.5	4.6	4.2	3.8	3.7

*Table 48. Priority of project topic as compared to other problems minority groups experience*

	<b>Centar Zupa</b>	<b>Krusevo</b>	<b>Nagoricane</b>	<b>Saraj</b>	<b>Tetovo</b>
<b>Average</b>	3.9	4.0	4.3	4.0	3.5

*Table 49. Perceived likelihood of project success*

	<b>Centar Zupa</b>	<b>Krusevo</b>	<b>Nagoricane</b>	<b>Saraj</b>	<b>Tetovo</b>
<b>Yes</b>	10 (33%)	28 (86%)	24 (57%)	4 (10%)	18 (36%)
<b>Maybe</b>	20 (67%)	4 (14%)	18 (43%)	10 (80%)	16 (32%)
<b>No</b>	0 (0%)	0 (0%)	0 (0%)	4 (10%)	16 (32%)

The project is perceived as either important or very important in all of the municipalities as are the topics of the local projects as well. In terms of the perceived likelihood of the project success, there is the highest level of risks in Tetovo where 32% of the respondents consider that the project will not succeed. There is significant hesitation as to the outcome in Centar Zupa and Saraj as well.

### ***Conclusions***

Overall, there was a low awareness of the Convention and the Charter as well as of national minority rights instruments. The average score of awareness on the Convention is 2.1 (out of 5), whereas for the Charter it is 0.8 (out of 5). Given the status of the latter in the 'Former Yugoslav Republic of Macedonia' (signed but not ratified) this response can be expected. However, the low Convention awareness (even among target groups 1 and 3 that work on national minority protection) is a cause for concern, since the instrument has been ratified and in force since 1997 with three completed reporting rounds. Yet, on this point there are significant inter-municipality differences which need to be accounted for when designing interventions in relation to national minority rights in the country.

In a similar vein, the lack of awareness of rights among minority persons has been identified by the respondents as a main barrier to that prevents implementation of minority rights at municipal level.

At the same time, the minority persons themselves have been identified as the most responsible for taking responsibility for the protection of national minority rights, hence a further impetus for working with minority communities in general.

At the same time, the rights enshrined in the Convention and Charter are considered as very important, which is a positive sign as to the level of acceptance of minority rights among the respondents. The level of respect has a slightly lower score across the board, but is still perceived as satisfactory. Yet, on these points, a tendency of grouping responses around the scores 3 and 4 can also be noticed.

Education and use of languages of the non-majority communities is considered as most important rights for the preservation of the identity among all the respondents across the board and irrespective of gender age and educational qualifications.

*In conclusion, there is overall a low level of awareness of minority protection rights in the country, however, the protection of rights from the Framework and Charter is deemed as important. In this sense, there is acceptance of the rights prescribed in the international instruments, i.e. the Convention and the Charter.*

Regarding the specific projects which are to be implemented, their topics are perceived as either important or very important. In terms of the perceived likelihood of the project success, there is the highest level of risks in Tetovo where 32% of the respondents consider that the project will not succeed. There is significant hesitation as to the outcome in Centar Zupa and Saraj as well.

### ***Baseline situation: project capacities***

#### **Cross-municipality analysis of the results of the project assessment.**

##### ***Questionnaire***

The questionnaire was adapted in the context of the use of the term non-majority communities instead of minorities in line with the constitutional amendments in the country of 2001.

##### ***Respondents***

##### ***Number of respondents per target group per municipality, striking differences***

<b>Krusevo:</b>	2 municipal officers and 2 members of minority groups
<b>Saraj:</b>	2 municipal officers and 2 members of minority groups,+1 person who is neither a municipal officer nor minority
<b>Nagoricane:</b>	3 municipal officers and 2 members of minority groups
<b>Zupa:</b>	2 municipal officers and 3 members of minority groups
<b>Tetovo:</b>	n/a

##### ***Profile of respondents per target groups per municipality, striking differences***

As mentioned above, all of the project teams include municipal officers and members of minority groups (that overlap in some cases). There is a variety of roles that the municipal officers in the projects perform, including administrative, management roles as well as civil servants from the offices of the respective mayors. There are no striking differences in terms of the respondents per target groups in the municipalities.

### ***Differences in interviews, atmosphere of interviews across municipalities***

Generally, all the teams were responsive and the interviewing went smoothly. The researcher also had previous personal and professional contacts with several members of the teams which eased the access to some of the municipalities. While in some of the interviews (Krusevo for example) it was clear that the team was engaged in the devising of the project and felt responsibility for its implementation, the opinion of the consultant is that this was not the case in all municipalities. For example, the discussion in Tetovo municipality about the project idea was overly vague and the role of the civil society organisation was not clear. At the time of writing, the expert was not able to obtain an interview for the assessment of the project with the civil society organisation involved in the project as they were not clear as to whether or not they would participate in the project.

### ***Gender: Differences in gender balance of project organisation between municipalities***

There is generally balanced gender composition of the teams that manage the projects in the municipalities as can be seen from the project assessment reports for the municipalities. Both genders conveyed their opinions in our discussions and were present in the meetings. Still, in a number of municipalities, the women engaged in the project teams have assigned themselves in the questionnaires implementation roles, whereas from the discussions with them it was clear that they had management roles as well. This issue of self-perception might affect the future implementation of the projects.

### ***Organisational set-up***

#### ***Striking aspects and differences in organisational set-up between municipalities***

The main difference between the different set ups in the municipalities is regarding the role of the civil society organisations involved in the project. First, in majority of the municipalities the role of these organisations in the project seems to disproportionately big (such as for example Saraj and Tetovo municipality). While the project supports partnership between them, it can be at times concluded that the municipalities expect the civil society organisations to take major part of the project activities as their responsibilities. On the other hand, in the municipality of Krusevo it is clear that the municipality team is in charge of the project itself and there is a minor role of the civil society organisation.

Second, there is also difference in terms of the involvement of the municipality Council, which the expert expects to be crucial for the success of the projects, especially the projects that deal with participation of national minorities at the local level. On the other hand, there is clear involvement from the Council in Krusevo municipality where the president of the local Council is a member of the municipal task force .

#### ***Striking aspects and differences in project design between municipalities***

Generally, the teams considered that the project design took place in a collaborative manner. It is the expert's impression however, that in some of the cases (Tetovo, Saraj) the project idea was brought by the civil society organisation and then accepted by the municipality. While not problematic in itself, in the case of Tetovo, the expert is not sure of the ownership of the idea after the negotiations for the project, as will be mentioned below, the cooperation with the civil society organisation was questionable at the time of researching and writing this report.

There were striking differences in the understanding of the local projects and their need. In Saraj and Tetovo the focus is on building dialogue between the communities and improving human capacities, whereas in the other three cases the discussions on the project centred on preserving material values of importance to the national minorities.

## ***Relevance of the project***

### ***Striking aspects and/or differences in the answers to question 7 to question 9<sup>92</sup> between municipalities***

The responses to the question on the idea of the project were fairly similar (with different level of detail), indicating the existence of a common idea of the project. A potential risk from the answers was evident in the case of Saraj, where the person with a management role had the most specific description of the project in the answers, whereas, the rest of the team with implementation functions has much broader answers (that could potentially signal a problem in the implementation).

In terms of the priority attached to the problem of the project, the answers vary from 5 to 3, as presented below:

**Krusevo:** The interviewees attached the highest level of priority (5) to the topic of the project.

**Nagoricane:** The interviewees attached the priority with an average score of 4.4 to the topic of the project.

**Saraj:** The interviewees attached on average consider the topic of the project to be moderately a priority (3.2).

**Centar Zupa:** The interviewees attached on average consider the topic of the project to be moderately a priority (3).

**Tetovo:** n/a

### ***Organisational capacity***

### ***What main possible risk and success factors can be concluded from the answers to question 11 to question 21<sup>93</sup> in the different municipalities?***

As to the tasks of the project these were clear with scores between 4 and 4.8 in all municipalities and the people working on the project were found to be very suitable. The decision making on the projects was deemed as effective and inclusive and minorities were deemed to have participated in the design of the project.

There were variations in terms of the level of organisation of minority groups in the municipalities from an average of 2 (slightly organised) in Saraj, 3.2 in Staro Nagoricane to 4 in Krusevo. In this sense, the case of Saraj is an exceptional case in the set of municipalities analysed. Given the previously mentioned risk in terms of ensuring participation of non-majority groups in the municipality, the low level of organisation of minorities could pose a problem for the implementation of the project as well.

In terms of the funding, the funds of the project are deemed sufficient for the activities foreseen. There is a variation in the case of Saraj again where the sole respondent with management function on the project considered that the funds were not enough. In the interviews with them, the expert was told on several occasions that the funds were not sufficient and that this would be a reason to discourage civil society organisations from participating more substantially in the municipality projects.

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<sup>92</sup> These questions from the project assessment questionnaire enquire over the staff members' idea of the problem being solved by the project, whether it is a priority and whether the project is the appropriate way to address the problem.

<sup>93</sup> These questions from the project assessment questionnaire enquire over the organisational capacity of the staff members involved in the project, over the decision-making procedures and over the level of organisation of minority groups.

As to the question related to potential risks to the project, no risks were outlined. It is the expert's personal opinion that the local culture is such that participants in the project (as were the respondents) would find it very difficult to outline potential risks for their own work.

### ***Cooperative capacity***

***What main possible risk and success factors can be concluded from the answers to question 22 to question 28<sup>94</sup> in the different municipalities?***

The question on the responsibility for solving the problem targeted by the project could be indicative of a possible risk, since there are differing opinions in the municipalities on this issue. In this context, only Zupa municipality respondents believe that the local/municipality authorities are responsible for solving the problem targeted by the project. The respondents from Saraj and Krusevo consider that this is the responsibility of the national authorities, whereas the Nagoricane respondents consider this is the responsibility of the international community. The latter two opinions are concerning as to the potential success of the projects, where the municipality is only second or third to other authorities, including international ones.

In terms of the responsibility for the success of the project, in Saraj and Zupa the municipalities are seen as primary, whereas in Nagoricane and Krusevo it is the minority groups and national authorities respectively. The latter two responses are worrying for the success of the projects which are being implemented by the municipalities for improving the protection of national minorities at the local level. In the case of Nagoricane, the municipality is the third in the order of responsibility, after the minority groups and national authorities indicating potentially weak ownership of the project.<sup>95</sup>

As to the former cooperation of the project teams, as the topic of questions 24-25, the respondents have generally had successful cooperation in the past. There is high expectation that the municipal officials and minority stakeholders will perform their functions in a timely manner.

### ***Expectation***

***What main possible risk and success factors can be concluded from the answers to question 29 and question 30<sup>96</sup> in the different municipalities?***

As to the likelihood of success, the project teams were confident in the success of the project, without significant differences, as can be seen below:

<b>Nagoricane:</b>	(80%) of the respondents answered yes and (20%) maybe.
<b>Saraj:</b>	All of the respondents answered yes.
<b>Centar Zupa</b>	(80%) of the respondents answered yes and (20%) maybe.
<b>Krusevo:</b>	All of the respondents had answered yes.
<b>Tetovo:</b>	n/a

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<sup>94</sup> These questions from the project assessment questionnaire enquire over the cooperative capacity of the staff members involved in the project and over the their cooperation with each other in the past.

<sup>95</sup> This was not visible in the face to face discussions.

<sup>96</sup> These questions from the project assessment questionnaire enquire over the expectations for the success of the local project and possible risk factors.

No risks are mentioned in the questionnaires and in the discussions with the interviewees.

At the same time, since the team has been involved in the drafting of the project and will be in its implementation, these responses can be expected. On the other hand, in the awareness assessment there is some hesitation as to the success of the project, as elaborated above.

### ***Conclusion on project assessment***

It is the expert's opinion that the main risk will be to maintain the effective cooperation between the municipality on the one hand and civil society organisations or external persons involved in the project, on the other. Already in this early stage of the project there were evident differences of opinions on separate roles in the case of Tetovo, which has led to delays in conducting this assessment as well.

Yet, on the other hand the partnership with the civil society organisations is also a common asset to all of the projects and can act as a basis for fostering successful projects with bigger outreach. In this sense, the municipalities and the civil society organisations can complement their activities and have a bigger impact.

Lastly, the subordination of the municipalities to the national authorities, as a result of the incomplete decentralisation process in the country is a key risk for the project as it can act as a debilitating factor for initiative and pro-active attitudes from the municipality staff.

### ***Recommendations***

Inclusion of wide sets of stakeholders in the project(s) can be recommended for ensuring a broader and more embedded impact and for increasing awareness of the CoE instruments for minority protection. This point is especially important given the low level of awareness of the instruments, but high level of assigned importance to rights.

While building partnerships with the civil society organisations in the projects is always desired and commendable, the risk of their dominance in the projects needs to be minimised. For this purpose, the municipality staff needs to take lead in the project implementation, thus increasing not only the awareness of Convention instruments, but also the capacity of the local administration.

Operating in local languages is also key for communicating effectively with the project teams, as in some cases the municipality staff does not know English. This practice is used in the project(s) and needs to be continued.

Kosovo\*

## **“Promoting Human Rights and Minority Protection in South East Europe”**

### **NATIONAL REPORT ON KOSOVO\* FOR THE COLLEGE OF EUROPE**



Brugge

College of Europe  
Collège d'Europe



Natolin

Prepared by: **Lura Pollozhani**



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## Baseline situation: facts and figures

### National Level

The statistical data on Kosovo's\* population were last registered in the 2011 Census, however the data received did not display the correct number of members belonging to minority communities, because many respondents from minority communities, particularly the Serb community, boycotted the Census. Furthermore the Census did not disaggregate by the Montenegrin and Croat communities. According to the Ethno-Political Map of Kosovo,<sup>97</sup> which uses a methodology of combining data from the Census and OSCE Communities Profiles and data from Municipal Offices for Communities and Returns (MOCRs), the population of Kosovo\* is disaggregated as follows:

Table 1. Population

Community	Population size
Kosovo* Albanians	1,633,368
Kosovo* Serbs	131,731
Kosovo* Turks	18,948
Kosovo* Bosniaks	28,933
Kosovo* Roma	15,796
Kosovo* Ashkali	17,546
Kosovo* Egyptians	11,524
Kosovo Gorani	10,945
Kosovo* Montenegrins	265
Kosovo* Croats	259
Others	2,352

The overall socio-economic condition of minority communities is not satisfactory. In a study conducted by UNDP in August 2013, which among others measured the satisfaction with the economic direction of Kosovo\* showing that the Kosovo\* Serbs have the highest number of dissatisfaction than any other group.

Table 2. Satisfaction with the economic direction, by ethnicity (UNDP Pulse, 2013)

Economic					Total Weighted
		K-Albanian	K-Serb	Others	
	Satisfied	6.0%	0.9%	5.8%	5.8%
	Dissatisfied	73.9%	82.1%	72.4%	74.2%

This high percentage (82.1%) of dissatisfaction is concerning as it displays a negative perception of their economic situation. Although unemployment remains high among Kosovo\* Albanians, minority communities are more marginalized in employment due to, among others, language barriers and lower capacities due to lower levels of education among some communities.

Regarding the political participation in the central level, minority communities are represented in the government and in parliament. Participation is a larger challenge in the municipal level.

<sup>97</sup>See <http://www.ethnopoliticalmap-ks.com/>

\* This designation is without prejudice to positions on status and is in line with UNSCR 1244 and the ICJ opinion on the Kosovo Declaration of Independence.

### ***The implementation of minority rights in Kosovo\****

[The Advisory Committee's Third Opinion on Kosovo\\* \(adopted 6<sup>th</sup> March 2013\)](#) highlights progress that has been made in important areas related to the promotion and protection of minority communities. Some positive achievements include adoption and implementation of policy documents for the integration of the Roma, Ashkali and Egyptian communities; establishment of an inter-ministerial working group on reconciliation and dealing with the past; progress in preservation and protection of cultural and religious sites; positive results in dialogue between receiving and returning communities. The report also mentions that the Ombudsperson Institution continues with active and independent work and the police have considerably improved their performance and are increasingly regarded as trustworthy, including among minority communities. A separate fund for support of minority media has been constituted. Education reform process places more emphasis on language learning, and there is visible effort to review history teaching and develop quality textbooks aimed at the promotion of intercultural understanding. Steps are also being taken to improve school enrolment and attainment by Roma, Ashkali and Egyptian children. Participation and representation of minority communities in public life is supported through reserved seats in the Assembly and the appointment of representatives into executive positions at central and local level.

However, it is stressed that the initiatives for improvements mostly come from individuals or civil society and are supported by the international community. Inadequate support from the central government does not allow for faster expansion and institutionalization of the achievements that have been made. Voluntary return has decreased, while in some areas persisting security concerns made it completely impossible. A negative trend towards nationalism and limited tolerance for minority languages, cultures, traditions and identities has been noted, especially in urban zones and among youth. The rare initiatives for interaction and dialogue between communities lack consistent support from the authorities. Younger generations do not learn (nor use) both official languages and efforts to develop a common civic identity that is based firmly on the appreciation of diversity in society are insufficient. Participation of minority communities in decision-making processes remains ineffective.

Recommendations by the Committee of Ministers advise enhancing the implementation of the language legislation at central and municipal level and encouraging multilingualism in the public sphere. More efficient means should be designed for minority communities to participate in relevant decision-making processes at central and local level. Ombudsperson Institution should be provided with adequate human and financial resources and its recommendations should be implemented at central and local level. Sustainable return should be fostered through targeted grants and other measures aimed at creating employment and business opportunities in remote locations as well as efforts concerning awareness rising among majority communities regarding sustainable return of members of minority communities. Finally, the government should also expand efforts to provide equal access of persons belonging to minority communities to socio-economic rights, such as health services, employment and business opportunities.

### ***Local Level***

The target municipalities of Kamenicë/Kamenica, Vushtrri/Vučitrn and Rahovec/Orahovec are municipalities with a majority Kosovo\* Albanian populations whereas the municipality of Leposaviq/Leposavić has a population majority of Kosovo\* Serbs. The population of each of the municipalities is listed in the tables below.

Table 3. Population of Kamenicë/Kamenica

<b>Ethnicity</b>	<b>Population size in numbers</b>
<b>Kosovo* Albanians</b>	34,186
<b>Kosovo* Serbs</b>	3,019
<b>Kosovo* Roma</b>	417
<b>Kosovo* Gorani</b>	29
<b>Kosovo* Bosniaks</b>	9
<b>Kosovo* Turks</b>	5
<b>Other</b>	27

In Kamenicë/Kamenica, the populations that are largest after the Kosovo\* Albanians are the Serb and Roma population, for this reason the questionnaires in this municipality were conducted with these three communities.

Table 4. Population of Vushtrri/Vučitrn

<b>Ethnicity</b>	<b>Number</b>
<b>Kosovo* Albanians</b>	68,840
<b>Kosovo* Serbs</b>	384
<b>Kosovo* Turks</b>	278
<b>Kosovo* Bosniaks</b>	33
<b>Kosovo* Roma</b>	68
<b>Kosovo* Ashkali</b>	143
<b>Kosovo* Egyptian</b>	1
<b>Kosovo* Gorani</b>	3
<b>Others</b>	50

The larger communities after the Kosovo\* Albanian population are the Turkish, the Serb and the Ashkali communities. For the baseline questionnaires in the municipality of Vushtrri/Vučitrn members from all these communities were interviewed as well as the Roma communities.

Table 5. Population of Rahovec/Orahovec

<b>Ethnic Group</b>	<b>Number of inhabitants</b>
<b>Kosovo* Albanians</b>	55,166
<b>Kosovo* Serbs</b>	1000
<b>Kosovo* Ashkali</b>	404
<b>Kosovo* Egyptians</b>	299
<b>Kosovo* Roma</b>	84
<b>Kosovo* Bosniaks</b>	10
<b>Kosovo* Turks</b>	2
<b>Other</b>	11

The largest minority communities were the Serb, Ashkali, Egyptian and Roma populations. Due to the fact that the project to be implemented in the municipality of Rahovec/Orahovec targets the Roma,

Ashkali and Egyptian communities, the interviews for this baseline study were mostly conducted with these groups.

*Table 6. Population of Leposaviq/Leposavić*

<b>Ethnicity</b>	<b>Population size</b>	<b>Location</b>
<b>Kosovo* Serbs</b>	18,000	The town of Leposavić/Leposaviq and the surrounding villages
<b>Kosovo* Albanians</b>	300	Koshtovë/Košutovo, Bristricë e Shalës/Šaljska Bitrica and Cerajë/Ceranje
<b>Kosovo* Bosniaks</b>	300	120 residing in Leposavić/Leposaviq town and 180 in villages
<b>Kosovo* Roma</b>	80	Leposavić/Leposaviq camp and Kamen village
<b>Kosovo* Ashkali</b>	70	Leposavić/Leposaviq camp

The population of Leposavić/Leposaviq is divided into different villages, namely some minority communities do not live in the town centre but in surrounding villages. The communities interviewed for the purposes of this baseline were the Kosovo\* Serb, Kosovo\* Albanian and the Kosovo\* Bosniak communities.

In all the target municipalities different ethnic groups lived in different locations, whereas in Leposavić/Leposaviq and Vushtrri/Vučitrn they lived in different villages, in the municipalities of Kamenicë/Kamenica and Rahovec/Orahovec they lived in different neighbourhoods, often having little interaction. This is an indicator to the lack of common activities and spaces which should be an area the municipal authorities have to work towards as the different ethnic communities lead separate lives within one municipality. This was evident in all four municipalities, and the negative effects were seen mostly among the youth who perceived that they had very little opportunities of employment or of social life within the municipality they lived. Furthermore, marking certain villages and neighbourhoods as belonging to minority communities adds to their stigmatization.

In regards to employment, the level of employment among minority communities was quite low, especially for women. According the OSCE Kosovo\* 'Community Rights Assessment Report (third edition)' there has been a low amount of trainings for members of minority communities to build their capacities and improve their chances of finding work.<sup>98</sup> The level of employment of minority communities is generally low especially among the Roma, Ashkali and Egyptian communities.

*Table 7. Employment data by ethnicity (UNDP Mosaic)*

	<b>All Respondents</b>	<b>Kosovo Albanians</b>	<b>Kosovo* Serbs</b>	<b>Other ethnicities</b>
<b>Unemployed</b>	28.70%	28.30%	42.80%	20.80%
<b>Unemployed (looking for work)</b>	25.60%	25.70%	25.40%	24.70%
<b>Unemployed (not looking for work)</b>	7.40%	7.60%	4.30%	8.20%
<b>Other (students, housewives, pensioners, disabled)</b>	38.30%	28.50%	27.50%	46.30%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Based on data compiled by UNDP in 2012, Kosovo\* Serbs have the highest level of employment among ethnic minorities (Table 7) as well as the largest work force (table 8). The data shows that the rate of unemployment remains high across communities.

<sup>98</sup>See <http://www.osce.org/kosovo/92244?download=true> page 34

Table 8. Labour force and unemployment data by ethnicity (UNDP Mosaic)

	All respondents	Kosovo* Albanians	Kosovo* Serbs	Other ethnicities
<b>Labor force</b>	54.00%	54.00%	68.20%	45.50%
<b>Unemployment rate</b>	47.10%	47.50%	37.30%	54.20%

In the target municipalities, the economic situation of the respondents, particularly of the Roma, Ashkali, Egyptian communities was very unsatisfactory. From the data gathered and the interviews it results that the municipality is one of the main employers of minority communities, as many respondents who stated that they were employed were either employed in the municipality, the public local authorities or schools. There was a high perception of lack of opportunities especially among the younger respondents.

Minority communities are politically represented in the local municipal assemblies, as well as through the Deputy Chairperson of the Municipal Assembly for Communities, and the Deputy Mayor for Communities. Respondents noted that minority communities mainly express their interests and concerns through these bodies and through the Municipal Offices for Communities and Returns (MOCRs).

There have not been any recent incidents in the targeted municipalities. One respondent from the Municipality of Kamenicë/Kamenica noted that they feared that the recent football match between Serbia and Albania and the ensuing problems would cause an incident and took pre-emptive measures by securing the neighbourhood where the Serb community lives, in order to make sure that members of the Albanian community did not take any action against them. There was no incident, however, this shows both a willingness from the municipality to protect minorities but also is concerning due to the fact that such measures are needed. In addition, there have been protests lately in the centre of Prishtina and across Kosovo\* demanding the resignation of the Minister of Communities and Returns, Mr Jabllanoviq as a result of his comments, perceived as inciting hate by many, of the protestors in the city of Gjakova/Djakovica related to the coming of Serb dignitaries in one of the churches. These protests could lead to clashes between ethnic groups however there have been no such reported cases yet and the protests are set to continue on the date of writing this report.

Generally in Kosovo\* there is a worsening security situation in return cites specifically as reported by OSCE in Kosovo\* in its report "An Assessment of the Voluntary Returns Process in Kosovo\*" (2012)<sup>99</sup> which can heighten the perceived fear particularly among returnees. Members of minority communities have a perceived threat or fear of free movement, thus many fear to leave the area in which they live as was mentioned by one respondent of the Serb community in Kamenicë/Kamenica, but this fear is prevalent also with other communities in other municipalities.

In regards to education, OSCE Kosovo\* reports in the Third Edition of the Community Rights Assessment Report that there has been little progress especially in regards to the integration between the different communities<sup>100</sup> as the school system is still very divided. In addition, the report notes, there has been lack of progress in regards to the preparation of the curricula in languages other than Albanian (ibid) by Kosovo\* central authorities.

Related to the implementation of the Law on the Use of language, the two official languages of Kosovo\* are Albanian and Serbian and their use must be implemented in all municipalities. Of the target municipalities only Vushtrri/Vučitrn has a third language, as recently they have approved

<sup>99</sup>see <http://www.osce.org/kosovo/96805?download=true>

<sup>100</sup><http://www.osce.org/kosovo/92244?download=true> page 36



Turkish as a language in official use.<sup>101</sup> This means that Turkish has an equal status within the municipality, with the two official languages.<sup>102</sup> Findings from the OSCE report on language compliance note that overall there have been positive steps towards the implementation of the law on use of language in all municipalities,<sup>103</sup> whereas the municipality of Kamenicë/Kamenica is noted as having consistently displayed all municipal office public signs in the official languages, whereas Vushtri/Vučitrn is noted to have done so in over 50% of the time.<sup>104</sup>

### *Baseline situation: awareness of minority rights*

There were a total of one hundred and eighty-one (181) questionnaires, of which, forty-eight (48) in Kamenicë/Kamenica, forty-one (41) in Leposavić/Leposaviq, fifty-two (52) in Vushtri/Vučitrn and forty (40) in Rahovec/Orahovec.

#### **Questionnaire**

The questionnaires were translated and adapted with the help of the experts in the other countries, namely of Albania, Montenegro and Serbia.

The questionnaire was adapted to fit the Kosovo\* context, for instance instead of minorities the word minority or non-majority community was used. Also, due to a lack of regional authorities relevant to minority rights, this option was not chosen by respondents although it remained as part of question 40<sup>105</sup> and 41.<sup>106</sup> Alterations were made to question 21 and 22 (see below) due to the fact that Kosovo\* is not a direct signatory to the treaties mentioned and does not send official reports to the Council of Europe clarifications were made in mentioning Kosovo\* authorities which have the same or similar responsibilities. Namely:

*21. Are you familiar with the national bodies for the protection of non-majority communities, such as the secretariats of the Framework Convention for the Protection of National Minorities [and the European Charter for Regional or Minority Languages]? \*In Kosovo\* these laws are protected by the Office of the Language Commissioner and the Office for Community Affairs*

- *I have heard of them, and know what they do*
- *I have heard of them, but don't know what they do*
- *no*

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<sup>101</sup><http://www.osce.org/kosovo/120010?download=true> page 10

<sup>102</sup>Law on the use of languages, Article 2.3

<sup>103</sup><http://www.osce.org/kosovo/120010?download=true> page 11

<sup>104</sup><http://www.osce.org/kosovo/120010?download=true> page 12

<sup>105</sup>40. According to you, in what measure are the following authorities or groups responsible for taking minority protection measures?

- international community
- national authorities
- regional authorities (where applicable)
- local authorities
- civil society
- minority persons themselves

All ranked from 1 to 5

<sup>106</sup>41. According to you, in what measure are groups or authorities effective in protecting minorities and ensuring their rights?

- international community
- national authorities
- regional authorities (where applicable)
- local authorities
- civil society
- minority persons themselves



*22. Are you familiar with the obligation of the State to send periodical 'state reports' to the Council of Europe on the measures they have taken to implement the Convention [and Charter]?\* In Kosovo\* this is done through international bodies (OSCE/UNMIK)*

- *yes*
- *a little*
- *no*

In addition, question number 6 was modified whereby 6a asked if the respondent spoke Albanian and 6b asked whether the respondent spoke the Serbian language.

### ***Method***

In order to conduct the interviews with the municipal officers and with minority persons, the municipal contact persons were contacted to help with the identification of stakeholders. The municipal officers were particularly helpful in identifying the municipal officers to be interviewed as well as minority persons who work for minority rights protection.

The municipal officers were helpful in providing information as to the neighbourhoods and locations where persons belonging to minority communities live. There were no further instructions or help as to who was specifically interviewed. There was an exception in the case of Rahovec/Orahovac as the municipal officer helped locate persons belonging to minority communities particularly Roma, Ashkali and Egyptian communities who were literate. In the case of Leposavić/Leposaviq, the NGO Aktiv, who were contacted due to previous collaboration were very helpful in establishing contact with municipal officials and NGOs in the municipality. NGO Aktiv is also a partner in the project to be conducted in Leposavić/Leposaviq. Furthermore, in this municipality due to the weather conditions and the location of the village where members of the Albanian minority community live, members of local NGOs and activist helped in reaching the population to complete the questionnaires. Attempts were made to contact smaller NGOs; however, because all municipalities were small, NGOs are not very present or responsive, and, except for NGO Aktiv they do not work with minority communities at the local level. Another exception would be the Municipality of Rahovec/Orahovac where the researcher and the municipal officer contacted an active local organization for guidance on minority communities' location.

The target number of the respondents was not attained in all municipalities, and this is due to several reasons, the main reason being time constraint. Furthermore, in the Municipality of Kamenicë/Kamenica there were some troubles getting more questionnaires from women belonging to the Serb community. In the Municipality of Rahovec/Orahovac illiteracy was the main obstacle as many respondents did not feel comfortable answering the questions. In the case that the respondent was illiterate the questionnaire was read aloud to them each time, and this also contributed to the fact that there was not as much time to complete more questionnaires as one questionnaire took a long time to complete as questions had to be explained in simpler terms. In regards to questionnaires from municipal officers the only reason that the number was not reached in certain cases is due to the fact that there were no more municipal officers working for minority communities.

The questionnaires with municipal officers were done face-to-face or through e-mail whereas the questionnaire with respondents were done mostly face-to-face. There was an exception in the municipality of Leposavić/Leposaviq where some questionnaires for the Albanian and the Bosniak community were given to NGO representatives or to municipal officials as due to the bad weather conditions it was not possible to reach the locations where these communities live. The partner NGO

Aktiv helped in the collection of the questionnaires. Likewise in the municipality of Kamenicë/Kamenica some questionnaires for the Serb and the Roma communities were given to local NGO representatives and a municipal official as there were time constraints as the village where they lived was outside the centre of the municipality. In both cases interviews were conducted with members of both communities in order to understand better their situation and their awareness of their rights.

It was observed to be more helpful for the respondents to circle the quantitative answers themselves as this way they were more honest in their grading, thus the questions were read aloud to them and they circled the option they perceived as more important. This was especially done with municipality officials in order to preserve their privacy as the municipal offices were busy. There were times when the respondents preferred to fill the questionnaires themselves however at such cases the expert was there until the completion of the questionnaire to answer any questions.

Many respondents deemed the awareness questionnaire difficult, and often it had to be further simplified by the expert as the questions were not always understood. Also the length of the questionnaire made respondents lose patience or decline to answer some of the last questions. In addition, due to the difficult economic and social situation of some of the respondents, these questions seemed irrelevant when compared to more existential battles.

### *Personal information on the target group*

#### **Gender**

The majority of the respondents were male (58%) whereas 42% of the respondents were women. The highest number of women respondents was in Vushtrri/Vučitrn where the number of female and male respondents was almost equal. The lowest number of women is Kamenicë/Kamenica as some women respondents refused to answer the questionnaire suggesting their husbands answer instead. There were also fewer female respondents who work at the municipality there, which lowered the percentage of women further.

*Table 9. Gender*

<b>Municipalities</b>	<b>Female</b>	<b>Male</b>	<b>Total</b>
<b>Kamenicë</b>	17	34	<b>51</b>
<b>Leposavić</b>	20	26	<b>46</b>
<b>Rahovec</b>	19	25	<b>44</b>
<b>Vushtrri</b>	28	31	<b>59</b>
<b>Total</b>	<b>84</b>	<b>116</b>	<b>200</b>

#### **Nationality**

In the Albanian as well as Serbian language, nationality is often meant to refer to ethnic group, the nation, and not the state. That is why many Kosovar Albanians stated that they were Albanian. To avoid confusion, Kosovar is only inserted for the Kosovar Albanians, whereas for the other groups the nationality has been examined as they noted it.

A majority of the respondents (49%) stated that their nationality is Kosovar, which mostly included respondents of the Albanian, Ashkali and Egyptian communities. The second largest nationality group are the respondents who answered they have a Serbian nationality (29%). Whereas of out of two-hundred respondents, 3% preferred not to answer without further explanation.

Table 10. Nationality

Municipalities	Kosovar	Serbian	Roma	Bosniak	not to say	Turkish	Croat	Total
Kamenicë	28	11	12	0	0	0	0	51
Leposavić	10	20	0	14	1	0	1	46
Rahovec	40	3	0	0	1	0	0	44
Vushtrri	19	24	9	0	3	4	0	59
Total	97	58	21	14	5	4	1	200

### Minority status

When asked to specify which groups the respondents belonged to, there are more responses showing more ethnic groups. The data shows that a majority of the respondents is of the Albanian (27%) and the Serb (25%) community, with 7% of the respondents noting that they prefer not to answer, namely they preferred not to specify their national affiliation.

Table 11. National affiliation of respondents

Municipalities	Alb.	Ashk.	Bos.	Cro.	Egy.	Not to say	Rom.	Srb.	Tur.	Total
Kamenicë	20	0	0	0	0	1	15	15	0	51
Leposavić	8	0	14	1	0	16	0	7	0	46
Rahovec	12	17	0	0	9	0	3	3	0	44
Vushtrri	13	5	0	0	0	3	9	24	5	59
Total	53	22	14	1	9	20	27	49	5	200

When asked whether they considered themselves part of a minority group in Kosovo\*, 59% of the respondents considered themselves as part of a minority group, whereas 40% did not.

Table 12. Minority group

Municipalities	Yes	Prefer not to say	No	Total
Kamenicë	24	0	27	51
Leposavić	19	3	24	46
Rahovec	31	1	12	44
Vushtrri	43	0	16	59
Total	117	4	79	200

### Minority language

Due to the fact that Kosovo\* has two official languages, Albanian and Serbian, question 6 was changed in order to reflect this, whereby question 6a asked the respondents whether they spoke Albanian and question 6b asked whether they spoke the Serbian language.

From the data it may be observed that the Serb language is spoken by more of the respondents (79%) whereas Albanian is spoken by 61%. The difference is mainly due to the fact the Serb and Bosniak communities did not speak Albanian whereas a majority of Albanians did speak the Serbian language. This discrepancy is due to the fact that Albanian is not offered in as an optional language at school. In addition if the Albanian respondents had been younger they would not speak Serbian as it is not taught as a second official language.

Table 13. Do you speak Albanian?

Municipalities	Yes	No	A little
Kamenicë	28	11	12
Leposavić	11	28	7
Rahovec	43	0	1
Vushtrri	40	6	11
<b>Total</b>	<b>122</b>	<b>45</b>	<b>31</b>

Table 14. Do you speak Serbian?

Municipalities	Yes	No	A little
Kamenicë	42	4	6
Leposavić	40	6	0
Rahovec	33	4	7
Vushtrri	43	10	6
<b>Total</b>	<b>158</b>	<b>24</b>	<b>19</b>

### Age

The majority of the respondents (67%) were adults whereas only 3% were seniors. This result was expected, as the municipal officials are mostly of an adult age whereas the respondents that answered the questionnaire also fell mostly in this category in all the municipalities.

Table 15. Age

Municipalities	Young	Adult	Senior	Total
Kamenicë	14	27	0	51
Leposavić	16	28	2	46
Rahovec	6	38	0	44
Vushtrri	25	31	3	59
<b>Total</b>	<b>61</b>	<b>134</b>	<b>5</b>	<b>200</b>

### Education

The majority of the respondents had finished university or college (34%) and 25% had finished secondary school. The lowest level of education was in Rahovec/Orahovec, as a majority of the respondents had only completed primary school (45%). This is due to the high level of drop-outs of the Roma, Ashkali and Egyptian communities. Indeed these communities face most issues as regards education<sup>107</sup> including high drop-out rates as well as discrimination in schools which some respondents noted was the reason their children did not want to go to school.

Table 16. Education

Municipalities	None	Primary School	Secondary School	Vocational training	University/College	Total
Kamenicë	4	7	17	3	20	51
Leposavić	1	3	14	12	16	46
Rahovec	5	20	3	4	11	44
Vushtrri	0	13	25	1	20	59
<b>Total</b>	<b>11</b>	<b>43</b>	<b>59</b>	<b>20</b>	<b>67</b>	<b>200</b>

<sup>107</sup>See [http://www.ecmikosovo.org/wp-content/uploads/2014/07/ENG\\_ECMI-Findings-of-the-Assessment-of-Communities-and>Returns-2009-2013\\_FINAL\\_EN.pdf](http://www.ecmikosovo.org/wp-content/uploads/2014/07/ENG_ECMI-Findings-of-the-Assessment-of-Communities-and>Returns-2009-2013_FINAL_EN.pdf) page 25

Comparing the overall education levels with the education level of non-majority communities (table below)<sup>108</sup> a disparity is observed most particularly to the university level, namely only 22 respondents belonging to non-majority communities out of the total of 67 respondents have completed university. This shows a lower level of higher education among the non-majority communities. The number of respondents who have finished secondary school also decreases when it comes to members of majority communities. Vocational training remains high mostly due to the fact that most respondents in general who had finished vocational training were from the municipality of Leposavić/Leposaviq. As observed elsewhere, the lowest number of education was among the non-majority communities living in Rahovec/Orahovac and this was mostly due to the worse economic conditions of the non-majority communities interviewed.

*Table 17. Education level of persons belonging to minority communities*

<b>Municipalities</b>	<b>None</b>	<b>Primary</b>	<b>Secondary</b>	<b>Vocational</b>	<b>University</b>	<b>Total</b>
<b>Kamenicë</b>	4	7	6	3	4	<b>24</b>
<b>Leposavić</b>	0	1	1	12	5	<b>19</b>
<b>Rahovec</b>	6	19	2	3	1	<b>31</b>
<b>Vushtrri</b>	0	13	18	0	12	<b>43</b>
<b>Total</b>	<b>10</b>	<b>40</b>	<b>27</b>	<b>18</b>	<b>22</b>	<b>117</b>

### ***Involvement with the municipality and with minority protection***

Out of 199 respondents who answered the question, 58 work for the municipality. Out of these, 23 are involved in the protection of non-majority communities within their municipality in different capacities, however mainly working under the Municipal Office for Communities and Returns.

*Table 18. Number of respondents per municipality working for the municipality*

<b>Municipalities</b>	<b>Respondents who work for the municipality</b>	<b>Respondents who do not work for the municipality</b>	<b>Total</b>
<b>Kamenicë</b>	17	34	<b>51</b>
<b>Leposavić</b>	15	31	<b>46</b>
<b>Rahovec</b>	14	30	<b>44</b>
<b>Vushtrri</b>	13	45	<b>58</b>
<b>Total</b>	<b>58</b>	<b>140</b>	<b>199</b>

*Table 19. Number of municipal officers who work on minority policies*

<b>Municipalities</b>	<b>Respondents who work for the municipality and work on non-majority community protection</b>
<b>Kamenicë</b>	4
<b>Leposavić</b>	9
<b>Rahovec</b>	4
<b>Vushtrri</b>	6
<b>Total</b>	<b>23</b>

<sup>108</sup>NB: non-majority communities in this table are calculated to be those that answered 'yes' to the question whether they considered themselves part of a non-majority community.

## Awareness of minority rights among the target group

### Awareness of the Framework Convention for the Protection of National Minorities

In general, there was a low awareness of the Convention, as 36% of the respondents noted that they were not familiar with it whereas 28% had heard of it and were familiar with its contents. Most of the respondents were not very certain about the rights that the Convention contains. Likewise, there was a very low level of awareness of the Convention's applicability to Kosovo\* law as 62% noted that they did not know whether the Convention was applicable, whereas only 27% of respondents stated 'yes', meaning that they thought it was applicable to Kosovo\* law.

The awareness of the Convention is analysed more in detail below where the results are presented disaggregated by gender, age, education and municipalities. The question posed was:

*Are you familiar with the Framework Convention for the Protection of National Minorities?*

d) *I have heard of it, and am familiar with the content*

e) *I have heard of it, but don't know the content*

f) *no*

*Table 20. Numbers of respondents for the three answer possibilities for all women compared to all men*

	Men	Women
Answer a	37 (32%)	18 (21%)
Answer b	47 (41%)	26 (31%)
Answer c	32 (27%)	40 (48%)

Awareness of the Convention seems significantly lower among women than among men. While 73% of the men indicated they were familiar with the Convention and its content or had heard of it, only 52% of the women did so.

*Table 21. Numbers of respondents for the three answer possibilities per age categories*

	Young: 0-27 years	Adult: 28-64 years	Senior: 65+ years
Answer a	10 (16%)	43 (32%)	2 (40%)
Answer b	21 (35%)	49 (37%)	3 (60%)
Answer c	30 (49%)	42 (31%)	0 (0%)

Awareness of the Convention seems significantly lower among young persons than among adults. This is not surprising, as the target groups of municipal officers and of minority persons involved in minority protection, who can be expected to be more aware of minority rights, mainly fall into the category of adults. A comparison with senior respondents cannot be made here, since this group is too small to draw meaningful conclusions.

*Table 22. Number of respondents for the three answer possibilities in the five education categories*

	None	Primary	Secondary	Vocational	University
Answer a	3 (27%)	9 (21%)	16 (27%)	3 (15%)	24 (36%)
Answer b	5 (46%)	11 (26%)	21 (36%)	5 (25%)	31 (46%)
Answer c	3 (27%)	23 (53%)	22 (37%)	12 (60%)	12 (18%)

As might be expected, awareness of the Convention seems highest among respondents with a university education. 36% of them indicated they are familiar with the Convention and its content and only 18% has not heard of it at all. However, it is striking that after university-educated respondents, those with no education seem most aware compared to all others. As much as 73% indicated they have heard of the Convention, of which 27% says they are also familiar with its

content. The number of respondents with no education is however relatively low, so this might have influenced the results.

Table 23. Numbers for the three answer possibilities in the different **municipalities**

	Kamenicë	Leposavić	Rahovec	Vushtrri
<b>Answer a</b>	13 (26%)	12 (26%)	14 (25%)	16 (27%)
<b>Answer b</b>	20 (39%)	15 (33%)	13 (23%)	25 (42%)
<b>Answer c</b>	18 (35%)	19 (41%)	17 (30%)	18 (31%)

Respondents in Kamenicë and Leposavić seem slightly less aware of the Convention than those in Rahovec and Vushtrri, although the percentage of respondents that indicated they have heard of the Convention and know its content is similar in all municipalities.

Table 24. Number for the three answer possibilities for all **minority** persons compared to all non-minority persons

	Minority	Non-minority	Non-specified
<b>Answer a</b>	22 (18%)	31 (39%)	2 (50%)
<b>Answer b</b>	44 (38%)	28 (35%)	1 (25%)
<b>Answer c</b>	51 (44%)	20 (26%)	1 (25%)

Awareness of the Convention seems to be higher among non-minority persons than among minority persons. Though this might be partly explained by the fact that the non-minority persons are mainly municipal officers (with a relatively higher education level), it is nonetheless troubling that awareness of the (content of the) Convention is quite low among those it aims to protect.

Table 25. Number of respondents for the three answer possibilities for **different minority groups**

	Alb.	Ashk.	Bos.	Cro.	Egy.	Rom.	Srb.	Tur.	Not specif.
<b>Answer a</b>	22 (42%)	5 (23%)	2 (14%)	1 (100%)	1 (11%)	9 (33%)	12 (24%)	1 (20%)	2 (10%)
<b>Answer b</b>	20 (38%)	6 (27%)	3 (22%)	0 (0%)	2 (22%)	12 (45%)	17 (35%)	1 (20%)	12 (60%)
<b>Answer c</b>	11 (20%)	11 (50%)	9 (64%)	0 (0%)	6 (64%)	6 (22%)	20 (41%)	3 (40%)	6 (3%)

When looking at the awareness of the Convention among different minority groups, the Albanian group resulted being the most aware, closely followed by the Roma. The Bosniak and the Egyptian minorities were the least aware.

Table 26. Number of respondents for the three answer possibilities for all municipal officers compared to all non-municipal officers

	Municipal officers	Non-municipal officers
<b>Answer a</b>	22 (37%)	32 (23%)
<b>Answer b</b>	25 (42%)	48 (34%)
<b>Answer c</b>	12 (20%)	60 (43%)

The percentage of municipal officers who are familiar with the Convention is almost double that of non-municipal officers.

Table 27. Number of respondents for the three answer possibilities for all persons involved in minority policies compared to all persons not involved in minority policies

	Involved	Not involved
<b>Answer a</b>	25 (48%)	30 (20%)
<b>Answer b</b>	22 (42%)	51 (35%)
<b>Answer c</b>	5 (10%)	67 (45%)

As might be expected, municipal officers and minority persons who are involved in minority policies seem to be far more aware of the Convention than those who are not. 90% of them have heard of the Convention, and almost half of them are also aware of the content.

Respondents were asked in a true or false section to say whether certain rights are or are not in the Convention, for which they could receive a maximum score of 5 points. The average score of respondents for this question is 3 points, showing that the respondents were moderately aware of the rights that are ensured by the Convention. It must be noted that while answering the questionnaires, the respondents often answered 'true' because on a normative basis they believed that the right should be a part of the Convention, and not due to certainty that it was.

### ***Awareness of the Charter for Regional or Minority Languages (Charter)***

The data show a lower awareness of the Charter than of the Convention in the target municipalities, as 51% of respondents noted that they were not familiar with the Charter (36% was not familiar with the Convention), and only 15% noted that they had heard of the Charter and were familiar with its content (28% for the Convention).

The awareness of the Charter is analysed more in detail below where the results are presented disaggregated by gender, age, education and municipalities. The question posed was:

16. Are you familiar with the European Charter for Regional or Minority Languages?

- g) I have heard of it, and am familiar with the content
- h) I have heard of it, but don't know the content
- i) no

*Table 28. Number of respondents for the three answer possibilities disaggregated by sex*

	<b>Men</b>	<b>Women</b>
<b>Answer a</b>	15 (13%)	14 (17%)
<b>Answer b</b>	47 (41%)	21 (25%)
<b>Answer c</b>	53 (46%)	49 (58%)

While the percentage of women who are not familiar with the Charter at all is considerably higher than that of men, a slightly higher percentage women than men who have heard of the Charter are also aware of its content.

*Table 29. Number of respondents for the three answer possibilities disaggregated by age categories*

	<b>Young: 0-27 years</b>	<b>Adult: 28-64 years</b>	<b>Senior: 65+ years</b>
<b>Answer a</b>	5 (8%)	23 (17%)	1 (25%)
<b>Answer b</b>	16 (26%)	51 (38%)	1 (25%)
<b>Answer c</b>	40 (66%)	60 (45%)	2 (50%)

As with the Convention, young respondents seem less aware of the Charter than adults. 2/3 of them have never heard of the Charter, and only 8% has heard of the Charter and is familiar with its content.

*Table 30. Number of respondents for the three answer possibilities in the five education categories*

	<b>None</b>	<b>Primary</b>	<b>Secondary</b>	<b>Vocational</b>	<b>University</b>
<b>Answer a</b>	0 (0%)	1 (2%)	9 (15%)	3 (15%)	16 (24%)
<b>Answer b</b>	2 (18%)	13 (31%)	15 (25%)	6 (30%)	32 (48%)
<b>Answer c</b>	9 (82%)	28 (67%)	35 (60%)	11 (55%)	19 (28%)

Respondents with a university education seem by far most aware of the Charter and of its content, as might be expected. Other than with the Convention, over 80% those with no education indicate they have not heard of the Charter at all. Respondents with vocational education are the only ones who seem to be slightly more aware of the Charter than of the Convention.



Table 31. Number of respondents for the three answer possibilities in the different municipalities

	Kamenicë	Leposavić	Rahovec	Vushtrri
<b>Answer a</b>	5 (10%)	10 (22%)	6 (14%)	8 (14%)
<b>Answer b</b>	15 (29%)	17 (38%)	17 (39%)	19 (32%)
<b>Answer c</b>	31 (61%)	18 (40%)	21 (48%)	32 (54%)

While the percentages of respondents who were aware of the Convention and know its content were similar in the different municipalities, there is a larger discrepancy between municipalities regarding awareness of the Charter. Respondents in Leposavić seem to have a significantly higher awareness than in the other municipalities, whereas respondents in Kamenicë have a significantly lower awareness of the Charter.

Table 32. Number of respondents for the three answer possibilities for all **minority** persons compared to all non-minority persons

	Minority	Non-minority	Non-specified
<b>Answer a</b>	11 (10%)	18 (23%)	0 (0%)
<b>Answer b</b>	32 (27%)	33 (42%)	3 (75%)
<b>Answer c</b>	74 (63%)	27 (35%)	1 (25%)

As with the Convention, minority respondents seem significantly less aware of the Charter than non-minority persons. In both categories, awareness of the Charter is significantly lower than that of the Convention.

Table 33. Number of respondents for the three answer possibilities for **different minority groups**

	Alb.	Ashk.	Bos.	Cro.	Egy.	Rom.	Srb.	Tur.	Not specif.
<b>answer a:</b>	13 (25%)	0 (0%)	2 (14%)	1 (100%)	1 (11%)	1 (4%)	8 (16%)	1 (20%)	2 (10%)
<b>answer b:</b>	26 (49%)	4 (18%)	6 (43%)	0 (0%)	5 (56%)	5 (18%)	11 (23%)	1 (20%)	10 (50%)
<b>answer c:</b>	14 (26%)	18 (82%)	6 (43%)	0 (0%)	3 (33%)	21 (78%)	30 (61%)	3 (60%)	7 (35%)

When looking at the awareness of the Charter among different minority groups, the Albanian group resulted being the most aware. This result is similar to the awareness of the Convention, albeit slightly lower. In contrast to the results of the question on the awareness of the Convention, the Roma minority resulted being one of the minority groups least aware of the Charter. Striking is the fact that no-one amongst the Ashkali sample group interviewed answered that they were familiar with the content of the Charter, and only 18% asserted having heard of the Charter before.

Table 34. Number of respondents for the three answer possibilities for all municipal officers compared to all non-municipal officers

	Municipal officers	Non-municipal officers
<b>Answer a</b>	14 (24%)	15 (11%)
<b>Answer b</b>	26 (45%)	42 (30%)
<b>Answer c</b>	18 (31%)	83 (59%)

Municipal officers seem to be significantly more aware of the Charter than non-municipal officers. This may also partly explain the difference in awareness between minority and non-minority respondents, since most non-minority respondents are municipal officers.

Table 35. Number of respondents for the three answer possibilities for all persons involved in minority policies compared to all persons not involved in minority policies

	Involved	Not involved
<b>Answer a</b>	18 (35%)	11 (8%)
<b>Answer b</b>	17 (33%)	51 (35%)
<b>Answer c</b>	16 (32%)	86 (57%)

As might be expected, the respondents involved in minority policies seem significantly more aware of the Charter than those not involved. The difference between those involved and those not involved in minority policies is much more prominent for the Charter than for the Convention.

Furthermore, respondents were also not very aware of the Charter's applicability to Kosovo\* law as 68% of respondents answered that they did not know whether it was applicable whereas 24% of respondents stated 'yes'.

The low awareness of the Charter is also ascertained by the lower average score of the respondents' responses to the true or false section asking whether certain rights are or are not in the Charter, which is 3, thus showing that the level of awareness of the Charter and the rights it ensures is overall quite low.

### ***Awareness of mechanisms for the protection of national minorities***

The majority of respondents were not aware of the international mechanisms protecting minority rights. 48% of respondents noted that they did not know the monitoring bodies, and 81% of the 198 respondents who answered a question of where they were based noted that they did not know where they are. Of the 19% that stated that they did know, a majority got the answer wrong, with many noting that the seat was in Prishtina or in Brussels. Out of all the respondents who answered this question, only 4 gave the right answer, Strasbourg.

The awareness of international mechanisms was generally low among all respondents. As stated, the respondents who confirmed knowledge or awareness of the mechanisms did so without certainty and if asked further did not provide any particular indication that they knew what the mechanisms were about. Namely they said they knew them based on their names and the fact that they might have heard about them on the news. There was no difference between the persons belonging to minority groups and those not belonging to them. Likewise there was very little difference between persons working on minority issues particularly on the mechanisms; the "yes" was given without certainty although municipal officers in Kosovo generally do attend trainings on the topic so they are a bit more informed than members of the community. It was only members of the non-majority communities active in advocating for their rights who were more certain about these mechanisms.

There is also a very low awareness of national mechanisms. Even though the questions were modified to reflect national institutions, 48% of the respondents noted that they did not know these institutions whereas 51% did not know of the periodic reports sent by OSCE/UNMIK on the implementation of the Convention and Charter.

### ***Awareness of national legislation, policies and strategies for the protection of national minorities***

More concerning is that 41% of the respondents were not aware of national legislation and policies whereas 34% stated that they knew little. In comparison, respondents seem to be most aware of the Convention, after that of national legislation and policies, while awareness of the Charter is the lowest. These data show that the awareness of minority rights, particularly among minority members of communities is very low. This also corresponds with the findings found with question 36, where the lack of awareness of minority persons of their rights is most often marked as the main barrier towards the implementation of minority rights.

The awareness of national legislation, policies and strategies is analysed more in detail below where the results are presented disaggregated by gender, age, education and municipalities. The question posed was:

23. Are you familiar with national legislation, policies and strategies for the protection of national minorities?

- g) yes
- h) a little
- i) no

Table 36. Number of respondents for the three answer possibilities disaggregated by sex

	Men	Women
Answer a	35 (30%)	16 (19%)
Answer b	38 (33%)	30 (36%)
Answer c	43 (37%)	38 (45%)

A significantly higher percentage of men than women seem to be familiar with national legislation, policies and strategies for the protection of national minorities.

Table 37. Number of respondents for the three answer possibilities for all three age categories

	Young: 0-27 years	Adult: 28-64 years	Senior: 65+ years
Answer a	4 (7%)	44 (33%)	3 (60%)
Answer b	22 (36%)	44 (33%)	2 (40%)
Answer c	35 (57%)	46 (34%)	0 (0%)

A significantly higher percentage of adults than young people is familiar with national legislation and policies. Two thirds of the adults say they are familiar or a little familiar with these national policies.

Table 38. Number of respondents for the three answer possibilities for all five education categories

	None	Primary	Secondary	Vocational	University
Answer a	2 (18%)	6 (14%)	14 (24%)	4 (20%)	25 (37%)
Answer b	0 (0%)	10 (23%)	22 (37%)	5 (25%)	31 (46%)
Answer c	9 (82%)	27 (63%)	23 (39%)	11 (55%)	11 (17%)

As with the Convention and the Charter, respondents with a university education are significantly more often familiar with national legislation and policies.

Table 39. Number of respondents for the three answer possibilities in the different municipalities

	Kamenicë	Leposavić	Rahovec	Vushtrri
Answer a	12 (24%)	9 (20%)	19 (43%)	11 (19%)
Answer b	12 (24%)	20 (43%)	7 (16%)	29 (49%)
Answer c	27 (52%)	17 (37%)	18 (41%)	19 (32%)

Respondents in Rahovec seem to be significantly more aware of national legislation and policies than elsewhere; over 40% of them said yes. Significantly more respondents in Kamenicë indicated they were not familiar at all with national legislation and policies.

Table 40. Number of respondents for the three answer possibilities for all minority persons compared to all non-minority persons

	Minority	Non-minority	Non-specified
Answer a	21 (18%)	29 (37%)	1 (25%)
Answer b	38 (32%)	29 (37%)	1 (25%)
Answer c	58 (50%)	21 (26%)	2 (50%)

The percentage of minority respondents who are familiar with national legislation and policies is almost half that of non-minority respondents. For both categories, awareness of national legislation and policies is higher than of the Charter, but lower than of the Convention.

Table 41. Number of respondents for the three answer possibilities for all municipal officers compared to all non-municipal officers

	Municipal officers	Non-municipal officers
Answer a	22 (37%)	29 (21%)
Answer b	21 (36%)	47 (33%)
Answer c	16 (27%)	64 (46%)

The percentage of municipal officers who are familiar or a little familiar with national legislation and policies is significantly higher than of non-municipal officers.

Table 42. Number of respondents for the three answer possibilities for all persons involved in minority policies compared to all persons not involved in minority policies

	Involved	Not involved
Answer a	26 (50%)	25 (17%)
Answer b	19 (37%)	49 (33%)
Answer c	7 (13%)	74 (50%)

Respondents who are involved in minority policies are far more often familiar with national legislation and policies than those who are not involved in minority policies. As many as half of those involved said they are familiar with national legislation, and another 13% said they are a little familiar. It is striking that they seem to be more familiar with national legislation and policies than with the Convention, while for all respondents overall it is the other way around. The difference between those involved and those not involved in minority policies is even more pronounced than for the Charter.

Generally, the lack of awareness of national laws and mechanisms was widespread among the municipal officials as well as members belonging to non-majority communities. Municipal officials were more aware of national instruments than respondents who belonged to non-majority communities, where the lack of knowledge was very observed, particularly among the younger generations. It is indicative that municipal officials are not much more aware of national instruments for non-majority communities' protection, than they were of the international instruments. The municipal officials who work with minorities largely noted that they were aware of the national laws, however they were less aware of the periodical reports. Even if they answered in the affirmative, this was done with some uncertainty. The results overall show a low awareness of the national instruments available for the protection of non-majority communities, more so among members of non-majority communities than municipal officials, however the number still remains low as 41% of respondents noted that they were not aware of national legislation. Striking was an interview with two young Serb men in Kamenicë/Kamenica, who reacted with surprise when they were informed of the legislation and mechanisms which exist in Kosovo\* for the protection of their rights.

### ***Importance of rights and problems experienced***

Respondents were asked to score the priority they attach to different rights enshrined in the Convention and the Charter on a five point scale. The questions that were asked are the following:

*24.a. How important do you deem the right for persons belonging to a national minority to be treated or not treated as such and such a choice may not result in any disadvantage? (meaning that everyone can choose for themselves to be treated as part of the minority or part of the majority, and in both cases they shouldn't have any disadvantages because of that choice)*

- 25.a. How important do you deem the right for national minorities to have the right to equality before the law? (meaning they should not have less rights than everyone else in the country)
- 26.a. How important do you deem the right for national minorities to be protected from threats, discrimination, hostility or violence?
- 27.a. How important do you deem the right for national minorities to have opportunities to learn their language and receive instruction in their language, in state and their own private schools?
- 28.a. How important do you deem the right for national minorities to display signs, local names, street names, etc. visible in public in their own minority language?
- 29.a. How important do you deem the right of people to teach and study in regional minority languages?
- 30.a. How important do you deem the prohibition of all forms of distinction, exclusion, restriction or preference relating to the use of regional minority languages?
- 31.a. How important do you deem the right to use regional minority languages in criminal and civil proceedings and administrative procedures? (meaning in court cases, when people have to appear before a judge).
- 32.a. How important do you deem the obligation to publicise official documents in regional minority languages and facilitate the use of these languages in local assemblies?
- 33.a. How important do you deem the obligation to facilitate the use of Regional Minority Languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions?
- 34.a. How important do you deem the obligation to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form?

In general, most of the rights were given a mark of 'important' or 'very important'. A significant difference was noted with the Roma community of Vushtrri/Vučitrn that gave very low marks to the rights mostly showing disenchantment with their economic and social condition.

The highest priority was given to the right for equality before the law and the right for protection from discrimination, threats, violence or hostility. On the other hand, the rights which were given the lowest ranking in the four municipalities was the right for persons belonging to a national minority to be treated or not treated as such and such a choice may not result in any disadvantage, the prohibition of all forms of distinction, exclusion, restriction or preference relating to the use of regional minority languages and the obligation to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form.

Table 43. The average value assigned to rights by respondents

Right (as listed above)	Average value assigned by respondents
24a	4.04
25a	4.23
26a	4.22
27a	4.19
28a	4.11
29a	4.15
30a	4.04
31a	4.09
32a	4.14
33a	4.11
34a	4.08

Respondents were also asked to indicate on a five-point scale how well they thought these rights were implemented in their municipality. The implementation of the rights was mostly marked lower with a 3 or 4 mark showing that the target municipalities should increase their efforts in the implementation of minority rights and in ensuring minority protection. Often the low marks mainly showed a general discontent with their situation more than as a reflection of the implementation of the certain right, however this also is indicative of the fact that more must be done in advancing minority rights, in particularly in encouraging the integration of minority communities.

The rights whose implementation was considered best were the right to be protected from threats discrimination, violence and hostilities and the right to use regional or minority languages in criminal and civil proceedings and administrative procedures. It must be noted that the latter right has a higher implementation rate because of the Ashkali and Egyptian communities who all speak Albanian so court proceedings do not need additional translation. However, state-wide there is an issue with translation in courts into the Serb language. While the implementation of the right for persons belonging to a national minority to be treated or not treated as such and such a choice may not result in any disadvantage, and the obligation to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form, were considered as being least implemented in all four municipalities. The latter was given a lower mark mostly due to the political relationship between Kosovo\* and Serbia.

### ***Most crucial rights for the preservation of identity***

The most important rights for the preservation of the identity of minority persons according to respondents answering an open question were language, education, culture and employment. Respondents in Leposavić/Leposaviq also noted the importance of health services, whereas respondents in Rahovec/Orahovec noted the right to inheritance which has a gender component as many women, particularly those belonging to minority communities, are pressured either by gender norms or male members of their families to hand their inheritance to a male relative of guarding thus hindering their economic independence.

*Table 44. Rights Important to the preservation of identity*

<b>Right important to preservation of identity</b>	<b>Number of Respondents</b>
<b>Language</b>	58
<b>Education</b>	50
<b>Culture</b>	43
<b>Employment</b>	40

*Table 45. What is the right most often mentioned by all respondents of different sexes?*

<b>Men</b>	<b>Language</b>
<b>Women</b>	<b>Education</b>

*Table 46. What is the right most often mentioned by all respondents in different age categories?*

<b>Young: 0-27 years</b>	<b>Language</b>
<b>Adult: 28-64 years</b>	<b>Education</b>
<b>Senior: 65+ years</b>	<b>Language and Education</b>

Table 47. What is the right most often mentioned by respondents of different education levels?

<b>None</b>	<b>Employment</b>
<b>Primary</b>	Culture/tradition and employment
<b>Secondary</b>	Language
<b>Vocational</b>	Culture
<b>University</b>	Education

### **Main barriers to minority protection**

Respondents were asked what they thought are the main barriers to minority protection. They could choose up to three possible barriers from a list, or add a barrier if it was not mentioned in the list. The barriers presented in the list were the following:

- *lack of awareness of rights among minority persons*
- *lack of interest in rights among minority persons*
- *lack of commitment from municipal authorities*
- *lack of effective action from municipal authorities*
- *lack of funding for minority protection measures*
- *lack of organisations and authorities to implement minority protection measures*
- *barriers at national level*

Table 48. What are the barriers most often mentioned by all respondents?

<b>1</b>	<b>Lack of awareness of rights by persons belonging to minority communities</b>
<b>2</b>	Lack of financing for measures for the protection of non-majority communities
<b>3</b>	Lack of interest by non-majority communities

Table 49. What is the barrier most often mentioned by all respondents of different sexes?

<b>Men</b>	<b>Lack of awareness of rights among minority persons</b>
<b>Women</b>	Lack of awareness of rights among minority persons

Table 50. What is the barrier most often mentioned by all respondents in different age categories?

<b>Young: 0-27 years</b>	<b>Lack of awareness of rights among minority persons</b>
<b>Adult: 28-64 years</b>	Lack of awareness of rights among minority persons
<b>Senior: 65+ years</b>	Lack of organisations and authorities to implement minority protection measures

Table 51. What is the barrier most often mentioned by respondents of different education levels?

<b>None</b>	<b>Lack of organisations and authorities to implement minority protection measures</b>
<b>Primary</b>	Lack of awareness of rights among minority persons
<b>Secondary</b>	Lack of awareness of rights among minority persons
<b>Vocational</b>	Lack of effective action from municipal authorities
<b>University</b>	Lack of awareness of rights among minority persons



### *Differences between and within minority groups*

A majority of the respondents who answered question 37, 51% believed that different minority groups enjoyed the same level of protection. 31% of the respondents, mostly belonging to minority groups, thought that not all minority groups were treated the same.

*Table 52. Level of protection for the different minority groups*

<b>Municipality</b>	<b>Yes</b>	<b>No</b>	<b>Don't know</b>	<b>Total</b>
<b>Kamenicë</b>	32	13	6	<b>41</b>
<b>Leposavić</b>	17	19	9	<b>45</b>
<b>Rahovec</b>	24	11	8	<b>43</b>
<b>Vushtrri</b>	28	19	12	<b>59</b>
<b>Total</b>	<b>101</b>	<b>62</b>	<b>35</b>	<b>198</b>

When asked whether they believed that women and men enjoyed the same level of protection, a majority of the respondents who answered the question thought that women and men enjoyed the same level of protection (56%) whereas 25% of respondents, of which 46% women and 54% men, stated that men and women did not enjoy the same protection suggesting overall a low awareness of the double marginalization of women belonging to minority communities.

*Table 53. Level of protection for the different genders*

<b>Municipality</b>	<b>Yes</b>	<b>No</b>	<b>Don't know</b>	<b>Total</b>
<b>Kamenicë</b>	30	11	3	<b>44</b>
<b>Leposavić</b>	25	7	12	<b>44</b>
<b>Rahovec</b>	23	17	3	<b>43</b>
<b>Vushtrri</b>	29	15	15	<b>59</b>
<b>Total</b>	<b>107</b>	<b>50</b>	<b>33</b>	<b>190</b>

### *Responsibility for solving problems*

The different bodies and authorities were considered as equally responsible, on average, with the national and local authorities having higher levels of responsibility attributed.

*Table 54. The three actors deemed most responsible, in descending order*

<b>1.</b>	<b>National Authorities</b>
<b>2.</b>	Regional Authorities
<b>3.</b>	Persons belonging to non-majority communities

On the effectiveness of measures, they were seen largely as being *moderately effective*, especially in regards to the effectiveness of measures taken by national or local authorities.

*Table 55. The three actors deemed most effective, in descending order*

<b>1.</b>	<b>National Authorities</b>
<b>2.</b>	Local Authorities
<b>3.</b>	International Organisations



### *Topic of the local project*

A majority of the respondents saw the target theme of the project as being very important (50%). When asked about the priority of the topic, a majority of the respondents (33%) considered that the problem to be solved by the municipality with the respective project was 'a high priority'.

*Table 56. Importance of the project topic*

<b>Municipality</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Total</b>
<b>Kamenicë</b>	0	0	8	12	19	<b>39</b>
<b>Leposavić</b>	1	1	8	15	20	<b>45</b>
<b>Rahovec</b>	0	2	4	0	38	<b>44</b>
<b>Vushtrri</b>	8	5	11	19	16	<b>59</b>
<b>Total</b>	<b>9</b>	<b>8</b>	<b>31</b>	<b>46</b>	<b>93</b>	<b>187</b>

However, in most municipalities the respondents emphasized that the most primary issue is the economic situation of the minority communities and the low levels of employment. Due to this these two questions were given lower marks as it was believed that they were a priority but not the primary one.

*Table 57. Priority of the problem to be solved by the project*

<b>Municipality</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Total</b>
<b>Kamenicë</b>	0	0	9	13	17	<b>39</b>
<b>Leposavić</b>	2	5	17	18	3	<b>45</b>
<b>Rahovec</b>	0	1	5	5	33	<b>44</b>
<b>Vushtrri</b>	7	6	20	13	13	<b>59</b>
<b>Total</b>	<b>9</b>	<b>12</b>	<b>51</b>	<b>49</b>	<b>66</b>	<b>187</b>

A majority of the respondents (51%) stated that they believed the project would be successful whereas 12% believed that it would not be successful without further elaboration. In general the municipal officials and the minority persons were enthusiastic about the project expressing hope that it would lead to positive results.

*Table 58. Success of the project*

<b>Municipality</b>	<b>Yes</b>	<b>No</b>	<b>Maybe</b>	<b>Total</b>
<b>Kamenicë</b>	30	0	18	<b>48</b>
<b>Leposavić</b>	21	12	12	<b>45</b>
<b>Rahovec</b>	29	5	10	<b>44</b>
<b>Vushtrri</b>	28	4	27	<b>59</b>
<b>Total</b>	<b>9</b>	<b>8</b>	<b>31</b>	<b>187</b>

### *Conclusions*

Overall, there was a low awareness of the Convention and the Charter as well as of minority rights. What was most concerning was the fact that minority members themselves were not very aware of their rights and mostly gave their answers on the basis of 'should', namely on normative basis, than on factual knowledge. This negative trend could also be observed among young people belonging to minorities who were also very little aware of their rights. It was evident in the visits in the four target municipalities that the main issue was that of employment and economic hardships and that stands as the highest priority of the different communities when it comes to their problems.

The issues faced by the non-majority communities in Kosovo\* are consequential in the sense that they create a circle of perpetuation of the problem. The data obtained shows that the education level

among members of non-majority communities is generally lower, with a low number having completed university (22 out of 67 who stated that they had finished university/college). Among the Roma, Ashkali and Egyptian communities there is also a higher rate of illiteracy. Education was noted as being one of the most important rights by the respondents (50 respondents). The lower level of education in turn relates to the issue of employment, which was mentioned as a priority by 40 respondents. The lack of education and employment contributes towards the lack of adequate representation of these communities in the public institutions, and during the interviews disenchantment with public institutions was evident.

Regarding the projects to be implemented in the target municipalities, a majority of the respondents (108 respondents out of 196) believed that the project would be successful. However, attempts will have to be made by all municipalities to include the communities more directly, not just as beneficiaries but as an integral part of the project. Although the projects do not address directly the most pressing issue of the communities such as the economic situation and employment, they could be beneficial in advancing the awareness of non-majority communities of their rights as well as including them more in activities.

In conclusion, awareness of minority rights protection and promotion in the Municipalities of Kamenicë/Kamenica, Leposavić/Leposaviq, Vushtrri/Vučitrn and Rahovec/Orahovec was low, however there was a willingness to work with non-majority communities and to implement the project. The target communities need to be more included in decision making and participate in municipal activities. The projects in each of the municipalities is an adequate opportunity to allow for this change in their municipalities.

## *Recommendations*

In order to ensure the effective implementation of the local projects as well as to advance the awareness of minority rights and the respective protection mechanisms, the following can be recommended:

- **A more extensive inclusion of diverse stakeholders.** While it is commendable that the four municipalities have taken a central role in the implementation of the project, it is very important to ensure the inclusion of local civil society organisations (CSOs) as well. Furthermore, these are relatively small municipalities, therefore all the projects should aim to include 'grassroots' involvement, meaning they will have to engage the local population, in particular members belonging to minority communities, more directly in the implementation of the project by informing them of the activities but also assessing their needs and interests. In particular, the parties implementing the project should make sure that there is proper outreach for the project. Since many members of minority communities live in certain areas of the municipality it is likely that other members living in other areas could be side-lined.
- **Clear aim and goals of the project.** The parties implementing the project should have a clearer aim of the project and what it should achieve. It would be advisable to request a clear plan of activities but also of expected goals. This might direct the municipality and NGO officials to look more into a goal-oriented project implementation, and not just an activities oriented project.
- **Continuous work with communities on awareness raising on rights and protection mechanisms.** From the research it was clear that there is generally low awareness among members of minority communities of their rights. This, among others, signifies that stronger and better outreach mechanisms are needed and that the municipalities, in particular, need to work closer with their citizens in order to inform them. This is

**crucial for the implementation of this project but also for the implementation of minority rights laws and instruments.**

## **Literature Review**

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[http://www.assembly-kosova.org/common/docs/ligjet/2006\\_02-L37\\_en.pdf](http://www.assembly-kosova.org/common/docs/ligjet/2006_02-L37_en.pdf)

Law on the Protection and Promotion of the rights of communities and their members in Kosovo\*  
[http://www.ecoi.net/file\\_upload/1504\\_1220511796\\_law-on-the-protection-and-promotion-of-the-rights-of-communities-and-their-members-in-kosovo.pdf](http://www.ecoi.net/file_upload/1504_1220511796_law-on-the-protection-and-promotion-of-the-rights-of-communities-and-their-members-in-kosovo.pdf)

Montenegro

## **“Promoting Human Rights and Minority Protection in South East Europe”**

### **NATIONAL REPORT ON MONTENEGRO FOR THE COLLEGE OF EUROPE**



Brugge

College of Europe  
Collège d'Europe



Natolin

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## Introduction

The National report on Montenegro is based on desk research, data collected in interviews with municipal officers and members of minorities and field research. It combines the information on the national and local situation with the reports on findings of the project assessment and awareness assessment.

## Baseline situation: facts and figures

### National level

#### Statistical information about minorities in the country

Montenegro has 620,029 inhabitants. Montenegrins are the majority, while each of the ethnic communities statistically shown enjoys a certain form of minority status, whether it is on the use of minority languages or national minority status. It is important to note that 30,170 persons, in Montenegro over 4.86% of population, decided not to declare ethnic belonging during the census.

Table 1. Ethnic structure

Community	Population size	Population size in%
Montenegrins	278,865	44.98%
Serbs	178,110	28.73%
Bosniaks	53,605	8.65%
Albanians	30,439	4.91%
Muslims	20,537	3.31%
Roma	6,251	1.01%
Croats	6,021	0.97%
Serbs-Montenegrins	2,103	0.34%
Egyptians	2,054	0.33%
Montenegrin- Serbs	1,833	0.30%
Others	3,358	0.54%
Did not declare	30,170	4.87%
Regional belonging	1,202	0.19%
Yugoslavian	1,154	0.19%
Russian	946	0.15%
Macedonian	900	0.15%
Bosnian	427	0.07%
Slovenian	354	0.06%
Hungarian	337	0.06%
Muslim-Montenegrin	257	0.04%
Gorani	197	0.03%
Muslim-Bosniaks	183	0.03%
Bosniaks-Muslim	181	0.03%
Montenegrin -Muslim	175	0.03%
Italian	135	0.03%
Germans	131	0.02%
Turk	104	0.02%
Total	620,029	100 %

### ***Social, economic and political position of minorities in the country***

Formally, Montenegro ensures respect for and the protection of minorities and their cultural rights. The key legally binding documents are signed and ratified and in implementation phase. The legal and strategic framework provides solid base for minority protection. Minority political parties are part of the governing coalition at national level and members of minorities perform duties at high positions such as ministers.<sup>109</sup> However, most recent ethnic distance research based on citizens opinion shows that behind formally good situations lies number of challenges based on ethnic distance.

The level of ethnic distance in relation to the members of Roma population is worrying. The data indicate that almost every second citizen of Montenegro shows very high distance from the Roma population. These data confirm that the Romani population is an especially endangered entity, and that they are marginalized in every area of social life. They are, simply, undesirable for the members of all other ethnic groups and this is especially important considering a great number of projects and investments aimed at the integration of Roma population in Montenegrin society on the equal basis. Thus, the issue of Roma inclusion is still unsolved and will remain to be a serious challenge for Montenegrin institutions. Distancing in relation to Croats and Albanians is, also, at a very high level. Over 35% of total population expresses the distance toward Croats, and almost 40% show the distance toward Albanians, and again, regardless positive trends on the timeline, these data call for concern. It is evident that violated relations between majority ethnic groups on one hand, and Albanians and Croats, on the other, cannot be solved easily; hence, much more needs to be done towards the restoring of inter-ethnic confidence and the strengthening of interethnic tolerance. Ethnic distance of Montenegrin citizens towards ethnic groups who don't live in Montenegro, and who represent significant nations in Europe, together with the Americans, is at a relatively high level. In this case, the distance value is around 30%. In other words, almost 1/3 of Montenegrin population shows the distance in relation to foreign national groups. These data actually show certain kind of tightness and xenophobia of Montenegrin society that, probably, has its own historical background. The proof of this is the fact that the degree of distancing in relation to "foreigners" is uniform; more precisely, almost the same level of distance is expressed towards the representatives of different national groups that don't live in Montenegro. Equally so, this can be a problem, due to the fact that we all live in the era of globalization, internationalization and the EU integrations.<sup>110</sup>

Although having good preconditions Montenegro fails to implement obligations from European Charter for Regional and Minority Languages and Framework Convention for the Protection of National Minority including national laws such as Law on minorities rights and freedoms and antidiscrimination legislation. In education, the number of Roma students attending primary school has increased markedly compared to previous years, and the desegregation process continued; however, drop-out rates and the low proportion of female Roma students among the total population of Roma students is a cause for concern. Discrimination remains prevalent in access to employment and to social care and violence and child begging largely affects the Roma community.<sup>111</sup>

One of the last court decisions on case regarding obligatory elementary education (in 2014) where female judge decided that it is allowed and justified, although against the Law on Elementary education, to take out 11 years old Romani girl from school in order to help her parents in domestic work shows that discriminative practices based on ethnic distance and prejudices rules over laws.

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<sup>109</sup>Roma are underrepresented in politics, partly because they have no political party and their prominent members are members are in Democratic Party of Socialist and partly because there are no lower electoral thresholds set for them as there are for other minorities

<sup>110</sup>Ethnic distance in Montenegro, CEDEM & Centre for European Studies, December 2013

<sup>111</sup>Progress report Montenegro 2014



### ***Implementation of minority rights in the country***

Regarding the implementation of Framework Convention for the Protection of National Minority (Convention), the Advisory Committee's latest opinion on Montenegro (adopted on 19<sup>th</sup> June 2013) welcomes the adoption of important legislation in the field of anti-discrimination. In addition, electoral legislation was amended in 2011 and 2012 to create more favourable conditions for the election of national minority Members of Parliament and the authorities continue to provide assistance in the field of minority culture and media broadcasting in the languages of national minorities. Teaching in minority languages is organized at the primary and secondary level in the municipalities inhabited by persons belonging to the Albanian minority, while new curricula in the field of language and literature (that includes elements of Serbian, Bosnian and Croatian language and literature) has been developed at the primary and secondary level.

Main issues of concern remain in the implementation of some provisions of the Convention. Law on the Prohibition of Discrimination does not provide for a specialized body dealing with discrimination (specifically racial and ethnic discrimination) capable of offering independent assistance to victims of discrimination in pursuing their complaints. The provisions of the Electoral Law create an unreasonable distinction in treatment between candidates of different minorities and may lead to discrimination. The report notices insufficient will on the part of the authorities to resolve the deplorable conditions of IDP's (mostly Roma from Kosovo) in the Konik Camp, and negative stereotypes and prejudice against persons belonging to the Roma minority, in particular the IDPs from Kosovo continue to persist. Legislative provisions on the modalities for implementation of the right of persons belonging to national minorities to use their language in relations with administrative authorities and to display topographical indications in minority languages remain unclear. The advisory Committee also notices problems in education opportunities for Roma pupils (especially internally displaced), who cannot attend schools due to the lack of identity documents. In addition, the drop-out rate of Roma children remains significantly higher than the average and the number of Roma children continuing education past primary education is unacceptably low.

Regarding the implementation of the European Charter for Regional and Minority Languages, the [Committee of Experts remarked several endorsements in their latest report \(adopted by the Committee of Ministers on 12<sup>th</sup> September 2012\)](#) that the Montenegrin authorities should take into account. Protection of Bosnian and Croatian as well as the status of Serbian in terms of the Charter needs to be clarified, in line with the wishes of the speakers expressed during the on-the-spot visit. The report also calls for clarification of the territorial application of Part III of the Charter with regard to Romani, while Montenegrin authorities say that no municipality in Montenegro has Roma language in official use, as Roma people are not the compact majority or significant number of population in the municipalities. Additionally, the efforts to codify Romani should be intensified, and all necessary measures should be taken to ensure the use of Romani in education, including by providing teacher training and teaching materials.

## Local level

### Statistical information about minorities in the municipalities

#### Bijelo Polje

Bijelo Polje has 46,015 inhabitants.<sup>112</sup> Ethnic structure of population includes: 19.13% of Montenegrins, 35.96% of Serbs, 27.34% of Bosniaks, 13% of Muslims, 2.07% did not want to declare, 0.73% Romani, 0.51% Other, 0.30% Serbs-Montenegrins, 0.21% Muslims-Bosniaks, 0.18% Bosniaks-Muslims, 0.12% Albanians, 0.09% Croats, 0.07% Montenegrins-Serbs, 0.06% Yugoslavs, 0.05% Muslims-Montenegrins, 0.04% Turkish, 0.03% Russians, 0.03% Macedonians, 0.02% Montenegrins-Muslims, 0.02% Germans, 0.01% Gorani, 0.01% Bosnians, 0.01% Hungarians, 0.01% regional belonging.

Table 2. Ethnic structure in Bijelo Polje

Community	Population size in%
Montenegrins	19.13%
Serbs	35.96%
Bosniaks	27.34%
Albanians	0.12%
Muslims	13%
Roma	0.73%
Croats	0.09%
Montenegrins-Serbs	0.07%
Yugoslavs	0.06%
Muslims-Montenegrins	0.05%
Turkish	0.04%
Russians	0.03%
Macedonians	0.03%
Montenegrins-Muslims	0.02%
Germans	0.02%
Gorani,	0.01%
Bosnians	0.01%
Hungarians	0.01%
Serbs-Montenegrins	0.30%
Muslims-Bosniaks	0.21%
Bosniaks-Muslims	0.18%
Regional belonging	0.01%
Did not declare	2.07%
Other	0.51%
Total	100%

#### Kotor

The municipality of Kotor covers the area of 335 km<sup>2</sup> with population of 22,601 inhabitants. Ethnic structure of population includes: 48.88% of Montenegrins, 30.57% of Serbs, 8.61% did not want to declare, 6.87% Croats, 0.79% Regional belonging, 0.41% Yugoslavs, 0.33% Roma, 0.31% Russians, 0.28% Egyptians, 0.28% of Muslims, 0.27% Montenegrins-Serbs, 0.26% Serbs-Montenegrins, 0.45% Albanians, 0.24% Macedonians, 0.72% Other, 0.15% Hungarians, 0.14% Italians, 0.13% of Bosniaks,

<sup>112</sup>Census of Population, Households and Dwellings in Montenegro 2011, Population of Montenegro by sex, type of settlement, ethnicity, religion and mother tongue, per municipalities, MONSTAT2011, pages 6, 7, 8

0.13% Slovenians, 0.10 % Bosnians, 0.06% Germans, 0.01% Montenegrin-Muslims and 0.01% Muslims-Bosniaks.<sup>113</sup>

*Table 3. Ethnic structure in Kotor*

<b>Community</b>	<b>Population size in %</b>
<b>Montenegrins</b>	48.88%
<b>Serbs</b>	30.57%
<b>Did not declare</b>	8.61%
<b>Croats</b>	6.87%
<b>Regional belonging</b>	0.79%
Albanians	0.45%
Yugoslavs	0.41%
Roma	0.33%
Russians	0.31%
Muslims	0.28%
Egyptians	0.28%
Montenegrins-Serbs	0.27%
Serbs-Montenegrins	0.26%
Macedonians	0.24%
Other	0.72%
Hungarians	0.15%
Italians	0.14%
Bosniaks	0.13%
Slovenians	0.13%
Bosnians	0.10%
Germans	0.06%
Montenegrin- Muslims	0.01%
Muslims-Bosniaks	0.01%
<b>Total</b>	100%

## **Plav**

The formal number of inhabitants of Plav according to census is 13,108. However due to dissolution and establishing new municipality of Gusinje, from June/September 2014 after completion of administrative dissolution Plav will have 8,869 inhabitants. Ethnic structure (according to last census from 2011) of population includes: 51.90% of Bosniaks, 18.88% Albanians, 16% of Serbs, 6.27% of Montenegrins, 5.55% of Muslims, 0.82% did not want to declare, 0.24% Other, 0.08% Gorani, 0.05% Serbs-Montenegrins, 0.04% Bosnians, 0.04% Turkish, 0.04% Croats, 0.02% Montenegrins-Serbs, 0.02% Yugoslavs, 0.02% Regional qualification, 0.01% Muslims-Montenegrins, 0.01%, Russians and 0.01% Germans.<sup>114</sup>

<sup>113</sup>Census of Population, Households and Dwellings in Montenegro 2011, Population of Montenegro by sex, type of settlement, ethnicity, religion and mother tongue, per municipalities, MONSTAT2011, pages 8, 9

<sup>114</sup>Census of Population, Households and Dwellings in Montenegro 2011, Population of Montenegro by sex, type of settlement, ethnicity, religion and mother tongue, per municipalities, MONSTAT2011, pages 8, 9

Table 4. Ethnic structure in Plav

Community	Population size in %
<b>Bosniaks</b>	51.90%
<b>Albanians</b>	18.88%
<b>Serbs</b>	16%
<b>Montenegrins</b>	6.27%
<b>Muslims</b>	5.55%
<b>Did not declare</b>	0.82%
<b>Other</b>	0.24%
<b>Gorani</b>	0.08%
<b>Serbs-Montenegrins</b>	0.05%
<b>Bosnians</b>	0.04%
<b>Turkish</b>	0.04%
<b>Croats</b>	0.04%
<b>Montenegrins-Serbs</b>	0.02%
<b>Regional belonging</b>	0.02%
<b>Yugoslavs</b>	0.02%
<b>Muslims-Montenegrins</b>	0.01%
<b>Russians</b>	0.01%
<b>Germans</b>	0.01%
<b>Total</b>	<b>100%</b>

## Tivat

Tivat covers an area of 46km<sup>2</sup>, and has between 100 and 150 inhabitants per square kilometer. Ethnic structure of the town is changed in early nineties by fled of local Croat population and immigration of Serb refugees from Bosnia and Herzegovina and Croatia. According to the 2011 census Tivat has 14,301 inhabitants.

Ethnic structure of population includes: 33.25% of Montenegrins, 31.62% Serbs, 16.42 % of Croats, 9.09% did not want to declare, 2.39% Egyptians, 1.24% Other, 0.81% Muslims, 0.78% Regional qualification, 0.69% Albanians, 0.68% Bosniaks, 0.43% Yugoslavs, 0.41% Slovenians, 0.40% Russians, 0.34% Macedonians, 0.31% Hungarians, 0.25% Roma, 0.25% Bosnians, 0.24% Serbs-Montenegrins, 0.20% Montenegrins-Serbs, 0.08% Italians, 0.06% Germans, 0.03% Gorani, 0.02% Muslim-Bosniaks and 0.01% Turks.<sup>115</sup>

Table 5. Ethnic structure in Tivat

Community	Population size in %
<b>Montenegrins</b>	33.25%
<b>Serbs</b>	31.62%
<b>Croats</b>	16.42%
<b>Did not declare</b>	9.09%
<b>Egyptians</b>	2.39%
<b>Other</b>	1.24%
<b>Muslims</b>	0.81%
<b>Regional belonging</b>	0.78%
<b>Albanians</b>	0.69%
<b>Bosniaks</b>	0.68%

<sup>115</sup>Census of Population, Households and Dwellings in Montenegro 2011, Population of Montenegro by sex, type of settlement, ethnicity, religion and mother tongue, per municipalities, MONSTAT2011, pages 8, 9

<b>Yugoslavs</b>	0.43%
<b>Slovenians</b>	0.41%
<b>Russians</b>	0.40%
<b>Macedonians,</b>	0.34%
<b>Hungarians</b>	0.31%
<b>Roma</b>	0.25%
<b>Bosnians</b>	0.25%
<b>Serbs-Montenegrins</b>	0.24%
<b>Montenegrins-Serbs</b>	0.20%
<b>Italians</b>	0.08%
<b>Germans</b>	0.06%
<b>Gorani</b>	0.03%
<b>Muslims-Bosnikas</b>	0.02%
<b>Turks</b>	0.01%
<b>Total</b>	<b>100%</b>

### ***Social, economic and political position of minorities in the municipalities***

#### **Bijelo Polje**

Since the first democratic elections (1991 elections) Democratic Party of Socialist is governing in Bijelo Polje with different coalition partners. Coalition of Democratic Party of Socialist and Social Democrats constitute current local government of Bijelo Polje. Members of the Bosniak community belonging to Social Democrats are well positioned in local administration. Despite ethnic diversity in this town the Statute of Bijelo Polje has no specific provisions relating to protection of minority rights in any context (education, culture, official use of language, non-discrimination, effective participation).

#### **Kotor**

The local government In Kotor after 2008 local elections to 2012 was formed as coalition of Democratic Party of Socialist, Liberal party and Croatian civic initiative. From 2012 local elections, local government in Kotor is formed by Democratic Party of Socialist, Social Democrats, Liberal party and Croatian civic initiative. Despite ethnic diversity in this town the Statute of Kotor has no specific provisions relating to protection of minority rights in any context (education, culture, official use of language, non-discrimination, effective participation).

#### **Plav**

The municipality of Plav is located in the eastern part of Montenegro and covers the area of 486 km<sup>2</sup>. It is one of the municipalities of medium size, and occupies 3.5% of the area of Montenegro. Plav is located on the state border, having 52 km to the south and south-west side edge of Prokletije with Albania and Kosovo\*. <sup>116</sup> It borders with the municipalities of Andrijevisa, Rožaje, in Montenegro, Pec, Decani in Kosovo\* and Kelmendi in Albania.

The local government from the 2010 local elections to 2012 was the Coalition of Democratic Party of Socialist and Social Democrats. The Social Democrats, dissatisfied with cooperation at local level with the DPS, broke the coalition and together with Bosniak party, Socialist People's Party and Civil Initiative created a new majority in the local Assembly in 2012. From 2012-2014 local elections, this coalition governed with Plav. Same parties (Bosniak party, the Social Democrats, the Socialist People's Party and the Civil initiative) made post-election coalition and continued to govern with Plav

<sup>116</sup>“This designation is without prejudice to positions on status and is in line with UNSCR 1244 and the ICJ opinion on the Kosovo Declaration of Independence”

from June 2014. On 8 January 2013 there was a referendum on the establishment of the municipality of Gusinje and the dissolution from the municipality of Plav. Gusinje was part of Plav with 4,239 inhabitants. In the second half of 2014 the administrative dissolution will be completed.

### **Tivat**

The local government from the 2008 local elections to 2012 was formed by the Coalition of Democratic Party of Socialists, Social Democrats and Croatian Civic Initiative. From the 2012 elections Coalition of Democratic Party of Socialist and Social Democrats made post-election coalition and continued to govern with Tivat. Regardless of the multi ethnic composition of the population, the Statute of Municipality of Tivat has no specific provision regarding protection of minorities (language, culture, education, etc.).

### ***Incidents in (recent) history that might have affected the minorities in the municipalities***

#### **Bijelo Polje**

In July 2014, in the village of Nedakusi, one of the orthodox inhabitants protested in front of the mosque requesting to decrease the volume of the voice during the call for prayer-adhan and interrupted it loudly saying that he will throw a bomb if they do not stop. After that he provided information to the daily newspaper "Dan" that he was threatened by the persons who went out the mosque and that the imam deliberately increased the volume of the microphone in order to disturb other people. The following day for the same reason he protested with a group of orthodox in front of local school. Most Montenegrin media, including the daily "Dan" and "Vijesti" showed only his testimony without asking a statement from the imam in Nedakusi or any other person witnessing the incident. By showing only one side of the incident, the media created a negative atmosphere toward Muslims from Bijelo Polje in public. Titles in the newspapers were "Loudspeaker with mosque in Nedakusi no longer a problem" implying that sound from the mosques is a problem and that the non-tolerant religious majority member is not a problem. Two days later, the Mayor of Bijelo Polje met with Muslim religious authorities but they did not provide any comments in public. After few days there was short info in broadcasting media that the loudspeaker in Nedakusi has same volume as in any other mosque in Montenegro and that it always lasts at the most 2-3 minutes. None of the printed media reported on that information.

#### **Kotor**

After the restoration of independence of Montenegro, just before the census in March 2011 all leaders of minority communities are called member of minorities to freely express themselves on the first census after independence. Croatian national community called on the Croats billboards to freely express ethnic and linguistic belonging at the forthcoming census. Billboards placed in Bar, Kotor and Tivat were damaged immediately after installation and completely non-functional.

#### **Plav**

During the election night at local elections in Plav, after the proclamation of the victory of the Bosniak party at local elections and the victory of their candidate for Mayor, the president of the municipal committee of the Democratic Party of Socialists (DPS) of Plav verbally insulted newly elected mayor and person who was accompanied by the president of municipal committee of the DPS threatened newly elected mayor with a gun.

#### **Tivat**

In 2009, in an elementary school in Tivat two teachers sent out six RAE children from school class due to "hygienic reasons". Their elaboration of that decision was based on personal attitude and a clear signal of discrimination. Expelled pupils were enrolled in the settlement Gradiošnica Municipality of Tivat. All media in Montenegro have published information about the incident as an

act of discrimination but they simultaneously published full names of juveniles from the Egyptian ethnic community and thereby violated several treaties including number Montenegrin law starting with the Law on personal data.

### ***Implementation of minority rights in the municipalities***

#### **Bijelo Polje**

Bijelo Polje is a multiethnic municipality but it is not in any of its documents (e.g. Statute). From the standpoint of the implementation of the Convention for the Protection of National Minority, Bosniaks are the large population in this town participate in local government, have significant social functions. Culture and tradition of this minority is visible and established by very lively cultural activities.

From the other side, all Bosniaks at public positions are members or supporters of Democratic Party of Socialists (DPS) and Social Democratic Party and everything related to political and social engagement is politically conditioned. During the preparation of the initial project of the Municipality of Bijelo Polje National Council of Bosniaks and umbrella representative body of all the Bosniaks in Montenegro was not involved or mentioned in any capacity, which shows the political, social and civic attitude of decision makers in this city against members of their own community with whom do not share the political thinking. However, this is not isolated case.

Implementation of national laws and strategies is also politicised. National institutions for minority protection The Centre for protection of minority cultures and the Fund for minorities hardly cooperate since the first is run by person from DPS and other by candidates of Bosniak political party. Organisations and institutions of Bosniaks that apply for funding through the State Minority Fund (managed by the Minority councils) cannot receive funding if they are not connected with minority political parties which are governing Minority councils. In regular circumstances all these institutions for minority protection national and local should work together and cooperate at all levels but here this is not the case. Possible weakness of the municipal proposal could be lacking participation of the organisations and institutions dealing with culture and tradition of Bosniaks in Montenegro.

#### **Kotor**

Almost the same as Bijelo Polje, Kotor has limited application of the legally binding documents for the precisely very same reason. The political belongings of members of minorities decide their position in society. The cultural heritage of Croat minority together with all cultural heritage of Kotor belongs to the world cultural heritage (UNESCO) from 1979 and that largely contribute to the respect of the state for cultural rights. Croatian language is common in private use and its position regarding European Charter for Regional and Minority Languages is still not finally defined. There is only one magazine on this language which is supported mostly through Fund for minorities. There are formally formed classes for teaching of Croatian language but the programme performed has no foundation in any educational programme. These are entertaining classes for the Croat children of different age groups. At these classes children do not learn Croatian language and literature but spend time in entertainment and prepare programmes for main religious events even all of them are not from religious families which raises many issues regarding educational dimension of these classes. The members of minorities regardless of European Charter for Regional and Minority Languages application (including Croats) are entitled to have personal documents on minority language if they request it in application for documents at local administration. A potential problem could be weak communication regarding implementation of the activities between authorities and Croatian civic association which is editor of the magazine.

## **Plav**

The municipality of Plav is one of the municipalities where minority at national level is majority at local level. The Statute of municipality recognizes multi-ethnic composition of the town and language rights of minorities. The municipality of Plav recognises language diversity in its main document. Respect for language diversity is set out in the Statute of the municipality of Plav, Articles 7-10. In addition to the use of official language – Montenegrin – in official use are: Bosnian, Albanian and Serbian language and script.<sup>117</sup> In two primary schools in Plav, the educational programme of primary education is conducted in the Albanian language. The municipality also ensures bilingual titles at public institutions according to the obligations of the European Charter for Regional and Minority Languages and encourages use minority languages in official communication. According to the national legal and strategic documents<sup>118</sup> local civil society organisations (CSO) apply and receive support for projects aimed on protection and promotion of minority rights from Fund for minorities. The municipal project is focused on ensuring rights of citizens to use their mother tongue in communication with authorities. There are no obstacles for implementation of this project.

## **Tivat**

Regardless of multi ethnic composition of the population, the municipality of Tivat has no specific provision regarding protection of minorities (language, culture, education, etc.), the European Charter for Regional and Minority Languages is not applied for Albanian in Tivat due to the limited number of speakers. However, this reflects the educational achievements of Egyptian children whose mother tongue is Albanian. Even testing for enrolment in early age 5-6 year old children perform on language of majority. The members of minorities regardless of the application of the European Charter for Regional and Minority Languages (including Croats) are entitled to have personal documents on minority language if they request it in application for documents at local administration. The classes of Croatian for the children belonging to this minority are performed by the same programme and teacher as in Kotor. According to the national legal and strategic documents<sup>119</sup> local radio and web portal “Dux” on Croatian language receive funding from the Fund for minorities. Other local organisations also receive support for projects aimed at protection and promotion of minority rights from the Fund for minorities. The main idea of the local proposal is in accordance with national and local programmes and strategies and there are no obstacles for implementation.

## ***Cross-municipality***

The most favourable conditions for implementation of the project are in the municipality of Plav. The project is focused on developing municipal administrative capacities, the municipality is the key stakeholder and decision maker and the project is a response to citizens’ request. Three other projects have less favourable conditions for different reasons. The municipality of Tivat has to rely on a local school, “Drago Milovic”, which this year elects a new director. Even though the agreement between the municipality and the school is confirmed, the election of the new director can at least slow implementation of the project. The municipality of Bijelo Polje has to pay attention to the involvement of all relevant stakeholders into the project because otherwise it would implement small local events instead of nationally significant series of events. The municipality of Kotor has to fully cooperate and involve Croatian civic association in every step of implementation of the project.

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<sup>117</sup>Statute of Municipality of Plav, “Official Gazette of Montenegro – Municipal Regulations “N°38/2010

<sup>118</sup>Law on minorities rights and freedoms and Strategy for minorities

<sup>119</sup>Law on minorities rights and freedoms and Strategy for minorities



## *Baseline situation: awareness of minority rights*

### *Cross-municipality analysis of the results of the awareness assessment.*

#### **Questionnaire**

The questionnaire was translated by consultants into Albanian, Montenegrin, Croatian and Serbian by consultants engaged in project “Promoting Human Rights and Minority Protection in South East Europe”. The questionnaire was adopted in a way that term [your country] was replaced with name of the country Montenegro in entire questionnaire.

#### **Method**

The research is prepared in cooperation with the municipalities. Contact persons were members of the municipal project teams and with their support ensured participation of the respondents from municipalities. Members of the project team and members of local civil society organisations from minority groups provided contacts of minorities organisations and individuals for each municipality. Each municipality offered support providing space for organising a meeting with the respondents to present them the research, provide questionnaire and provide an explanation if needed. Meetings were held in Tivat, Kotor and Plav in a conference room in the municipality building and in the public library Bijelo Polje. After a short presentation, respondents had up to 2 hours to fill the questionnaire and return it at the meeting place to the consultant. Persons who could not participate during the scheduled dates for research sent their answers via email.

#### **Target groups:**

In the awareness survey, four main target groups were distinguished in each municipality:

**Target group 1** – Municipal officers involved in minority protection policies, or in the local project

**Target group 2** – Municipal officers not involved in minority protection policies

**Target group 3** – Minority persons involved in minority protection policies, or in the local project

**Target group 4** – Minority persons not involved in minority protection policies.

## *Personal information on the target group*

#### **Gender**

The gender aspect was issue in two project teams in Plav and Bijelo Polje where all team members are male and from Bosniak community where male are dominant in political representation, national council and civil society organisations of this minority. From the other side respondents in Kotor from Croat minority were mostly women. Having in mind that Croatians have only one political party led by women, women representative in Parliament, Deputy of national council is woman it is clear that women are more engaged in participation of this minority in political and social life. (Table 6)

*Table 6. Gender*

<b>Municipalities</b>	<b>Female</b>	<b>Male</b>	<b>Total</b>
<b>Kotor</b>	27	14	<b>41</b>
<b>Bijelo Polje</b>	17	22	<b>39</b>
<b>Plav</b>	14	20	<b>34</b>
<b>Tivat</b>	18	14	<b>32</b>
<b>Total</b>	<b>76</b>	<b>70</b>	<b>146</b>

### Nationality

All respondents member of institutions or minority civil society organisations are citizens of Montenegro except of group of Egyptian from Tivat who fled from Kosovo in 1999. All of them have status of foreigners with temporary or permanent residence. Group of 12 members of Croat minority have citizenship of Montenegro and citizenship of Croatia. (Table 7)

Table 7. Nationality

Municipality	Montenegrin	Serbian	Bosniak	Croatian	Kosovo* 120	Double citizen	Total
Kotor	29	0	0	0	0	12	41
Bijelo Polje	39	0	0	0	0	0	39
Plav	34	0	0	0	0	0	34
Tivat	22	0	0	0	10	0	32
Total	124	0	0	0	10	12	146

### Minority status

The following table shows which (minority or majority/ethnic) group respondents belong to. Citizens of Tivat and Plav cited they minority status in the questionnaire while 5 (13%) of all respondents from Bijelo Polje and 6 (14.5%) from Kotor did not want to cite minority status. (Table 8)

Table 8. Group belonging

Municipality	Montenegrin	Serbian	Bosniak	Croatian	Albanian	Egypt.	NTS	Total
Kotor	18	0	0	17	0	0	6	41
Bijelo Polje	14	0	20	0	0	0	5	39
Plav	12	4	13	0	5	0	0	34
Tivat	12	1	0	1	1	10	7	32
Total								146

66 respondents answered that they consider themselves a part of a minority group in Montenegro answering the question on minority status. 54 of them belong to recognised minorities while 12 of them are Montenegrin due to fact that in municipality where they live (Plav) members of majority at national level, are minority. (Table 9)

Table 9. Minority belonging

Municipality	Albanian	Mont.	Serbian	Bosniak	Croatian	Muslim	Egypt	NTS	Total
Kotor	0	0	0	0	17	0	0	0	17
Bijelo Polje	0	0	0	14	0	0	0	9	23
Plav	5	12	4	1	0	0	0	3	25
Tivat	0	0	1	0	1	1	10	0	13
Total	5	12	5	15	18	1	10	12	78

### Minority language

All of respondents are speaking Montenegrin language as well as read write and understand other South Slavic languages (Bosnian, Croatian, Serbian) even if are not their mother tongues. Small number of citizens of Plav whose mother tongue is not Albanian also speaks this language. (Table 10)

<sup>120</sup>\*“This designation is without prejudice to positions on status and is in line with UNSCR 1244 and the ICJ opinion on the Kosovo Declaration of Independence”

Table 10. Comparison table: all languages

Municipality	Alban	Monte	Serbian	Croatian	Bosnian	Yes	No	A little	No answer
Kotor	0	37	37	37	37	37	0	0	4
Bijelo Polje	2	39	2	2	5	39	0	0	0
Plav	7	11	2	0	11	27	0	0	7
Tivat	10	33	22	22	22	33	0	0	0

50 persons out of 146 in total confirmed that their mother tongue is a minority language in Montenegro. 13 of them in Kotor, 5 in Bijelo Polje, 22 in Plav and 10 in Tivat. (Table 11)

Table 11. Minority language

Municipality	Minority Language
Kotor	13
Bijelo Polje	5
Plav	22
Tivat	10
<b>Total</b>	<b>50</b>

### Age

The biggest respondents age group is “adults”. It comprises 94.8% of respondents from Bijelo Polje, 78.38% of respondents from Kotor, 96.88% of respondents from Tivat and 100% of respondents from Plav. The age group “youth” includes 18.92% of respondents from Kotor, 3.12% of respondents from Tivat and 7.40% of respondents from Bijelo Polje. The age group “seniors” cover only 2.70% of respondents from Kotor. (Table 12)

Table 12. Age

Municipality	Young	Adult	Senior	Total
Kotor	7	33	1	<b>41</b>
Bijelo Polje	2	37	0	<b>39</b>
Plav	0	34	0	<b>34</b>
Tivat	1	31	0	<b>32</b>
<b>Total</b>	<b>10</b>	<b>135</b>	<b>1</b>	<b>146</b>

### Education

The educational structure of the respondents in 4 municipalities show that over 75% of respondents in each municipality have high education and is the following: University/College have 75% respondents from Tivat, 77% from Bijelo Polje, 88.5% from Plav and 92.5% from Kotor; secondary school completed 23% respondents from Bijelo Polje, 6.25% from Tivat, 7.5% from Kotor and 8.3% from Plav. In Tivat, 9.375% completed primary school and the same numbers of respondents (9.37%) has no education. None of the respondents completed vocational training.

### Education Structure in 4 Municipalities

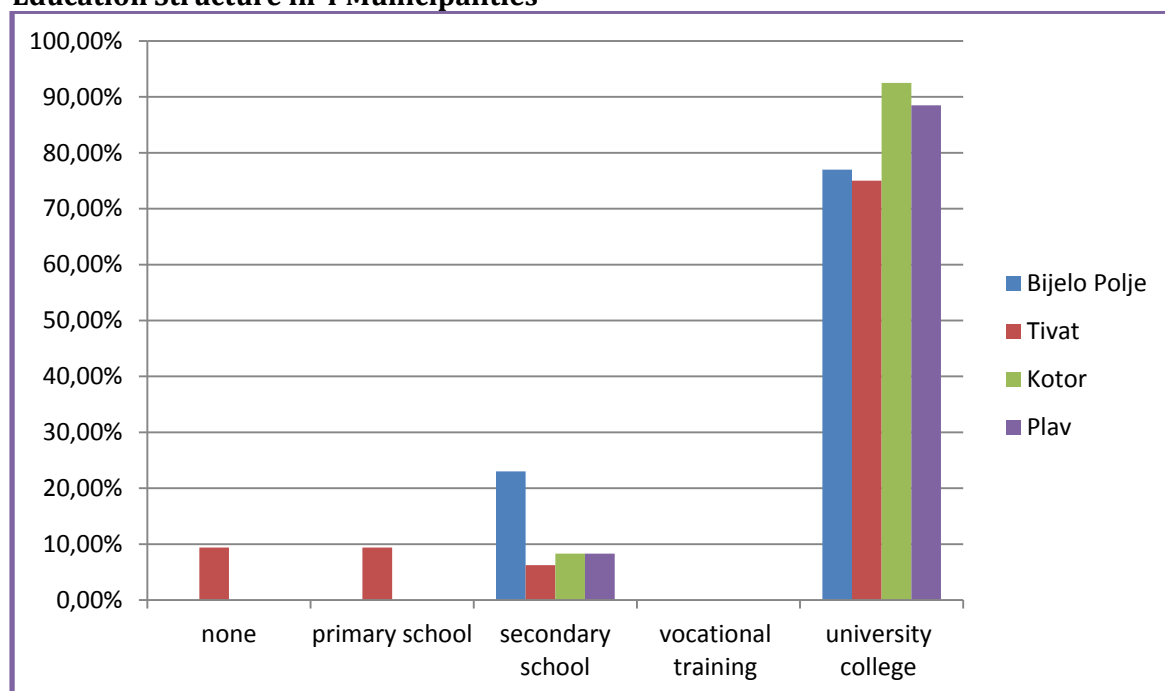


Table 13. What is the highest school type you have completed?

Municipality	None	Primary	Secondary	Vocational	University	Total
Kotor	0	0	3	0	38	41
BijeloPolje	0	0	9	0	30	39
Plav	0	0	4	0	30	34
Tivat	3	3	2	0	24	32
Total	3	3	18	0	122	146

Most of the respondents completed University/College education (122 of 146), 18 respondents completed Secondary school and 3 persons Primary school. 3 persons are without education.

Considering educational structure within target groups the situation is presented in following tables: 38 respondents in Kotor or 92.5% completed University/College, and 3 persons or 7.5% secondary school. In percent 100% municipal officers involved in minority protection policies, or in the local project, 100% municipal officers not involved in minority protection policies and 100% minority persons involved in minority protection policies, or in the local project completed and 85.7% minority persons not involved in minority protection policies completed University/College while 14.3% minority persons not involved in minority protection policies completed secondary school. (Table 14)

Table 14. Education-group responses Municipality of Kotor

	Target group 1	Target group 2	Target group 3	Target group 4 <sup>121</sup>
none	0	0	0	0
primary school	0	0	0	0
secondary school	0	0	0	2 (14.3%)
vocational training	0	0	0	0
university/college	4 (100%)	16 (100%)	7 (100%)	12 (85.7%)
<b>Total</b>	<b>4 (100%)</b>	<b>16 (100%)</b>	<b>7 (100%)</b>	<b>14 (100%)</b>

30 respondents from Bijelo Polje or 77% have University/College while secondary school completed 9 persons or 23% of respondents.

100% of respondents from target group 1, 100% of respondents from target group 2, 57.1% of respondents from target group 4 and 62.5% respondents from target group 3 completed University/College. 37.5% of minority persons involved in minority protection and 42.9% of minority members not involved in minority protection completed secondary education. (Table 15)

Table 15. Education-group responses Municipality of Bijelo Polje

	Target group 1	Target group 2	Target group 3	Target group 4
none	0			
primary school	0			
secondary school	0		3 (37.5%)	6 (42.9%)
vocational training	0			
university/college	5 (100%)	12 (100%)	5 (62.5%)	8 (57.1%)
<b>Total</b>	<b>5 (100%)</b>	<b>12 (100%)</b>	<b>8 (100%)</b>	<b>14 (100%)</b>

30 respondents from Plav or 88.5% have university/college while secondary school completed 3 persons or 8.3% of respondents. 3.2% did not answer.

100% of respondents from target group 1, 100% of respondents from target group 2, 100% of respondents from target group 3 and 37.5% of minority persons not involved in minority protection completed University/College. 50% respondents from target group 4 completed secondary education and 12.5% respondents from group 4 did not answer. (Table 16)

Table 16. Education-group responses Municipality of Plav

	Target group 1	Target group 2	Target group 3	Target group 4
none	0	0	0	0
primary school	0	0	0	0
secondary school	0	0	0	4 (50%)
vocational training	0	0	0	0
university/college	3 (100%)	14 (100%)	2 (100%)	3 (37.5%)
No answer	0	0	0	1 (12.5%)
<b>Total</b>	<b>3 (100%)</b>	<b>14 (100%)</b>	<b>2 (100%)</b>	<b>8 (100%)</b>

<sup>121</sup>Target group 1. Municipal officers involved in minority protection policies, or in the local project

Target group 2. Municipal officers not involved in minority protection policies

Target group 3. Minority persons involved in minority protection policies, or in the local project

Target group 4. Minority persons not involved in minority protection policies.

24 respondents or 75% from Tivat completed university/college, no education 3 persons or 9.37%, primary school 3 persons or 9.37% and secondary school 2 persons 6.25%.

100% of respondents from target group 1, 100% of respondents from target group 2, and 100% respondents from target group 3 completed University/College. 25% of respondents from target group 4 completed secondary education. 37.5% of the same group completed primary school while 37.5% have no education. (Table 17)

*Table 17. Education-group responses Municipality of Tivat*

	Target group 1	Target group 2	Target group 3	Target group 4
<b>none</b>	0	0	0	3 (37.5%)
<b>primary school</b>	0	0	0	3 (37.5%)
<b>secondary school</b>	0	0	0	2 (25%)
<b>vocational training</b>	0	0	0	0
<b>university/college</b>	6 (100%)	17 (100%)	2 (100%)	0
<b>Total</b>	<b>6 (100%)</b>	<b>17 (100%)</b>	<b>2 (100%)</b>	<b>8 (100%)</b>

Of the group of respondents as a whole across country slightly over 45% are municipal officers, while over 54% are not. About of half respondents from Kotor and Plav and about 30% from Tivat and Bijelo Polje work for in municipality. (Table 18)

*Table 18. Number of respondents per municipality working for the municipality*

Municipality	Respondents who work for the municipality	Respondents who do not work for the municipality	Total
<b>Kotor</b>	20	21	41
<b>Bijelo Polje</b>	17	22	39
<b>Plav</b>	20	14	34
<b>Tivat</b>	10	22	32
<b>Total</b>	<b>67</b>	<b>79</b>	<b>146</b>

Almost 22% of municipal officers involved in assessment in Montenegro is involved in minority policies. About 24% of them work in Municipality of Kotor and Bijelo Polje, 20% in municipality of Tivat while about 14% municipal officers in Plav. (Table 19)

*Table 19. Number of municipal officers who work on minority policies*

Municipality	Respondents who work for the municipality and work on minority protection
<b>Kotor</b>	10
<b>Bijelo Polje</b>	9
<b>Plav</b>	6
<b>Tivat</b>	7
<b>Total</b>	<b>32</b>

19 persons from Montenegrin municipalities are involved in the local project in your municipality, funded by the Council of Europe, in the context of the project "Promoting Human Rights and Minority Protection in South East Europe". 7 of them from Tivat, 6 from Kotor, 5 from Plav and 4 from Bijelo Polje. (Table 20)

Table 20. Number of municipal officers who work on project

Municipality	Municipal officers who work on project
Kotor	6
Bijelo Polje	4
Plav	5
Tivat	7
<b>Total</b>	<b>22</b>

### **Awareness of minority rights among the target group**

#### **Awareness of the Framework Convention for the Protection of National Minorities**

27.5% of the highest percentage of respondents who most responded that they are familiar with the Convention live in Tivat, then 27% in Kotor and 14.8 % Plav and 10% in Bijelo Polje. Plav has the highest percentage of respondents who have heard about Convention but are not familiar with content 62%, Tivat has 33.5%, Bijelo Polje 31% and Kotor 27%. The highest number of no responses has Bijelo Polje with 59%, Kotor with 46.5%, and Tivat with 39% and the least Plav with 23.6 %. (Table 21)

Table 21. Awareness on Convention

Comparison table	Kotor	Bijelo Polje	Plav	Tivat
<b>I have heard of it, and am familiar with the content</b>	27%	10 %	14.8%	27.5%
<b>I have heard of it, but don't know the content</b>	27%	31 %	62%	33.5%
<b>No</b>	46.5%	59%	23.6%	39%

#### **Awareness on Convention disaggregated by gender**

From total number of man interviewed in Montenegro 40% are not aware of the Convention, 38.60% do not know content while 21.40% are aware of the Convention and its content. From total number of women interviewed in Montenegro 44.60% are not aware of the Convention, 36.9% do not know content while 18.5% are aware of the Convention and its content. (Table 22)

Table 22. Awareness on Convention disaggregated by gender

Comparison table	Kotor		Bijelo Polje		Plav		Tivat	
	M	F	M	F	M	F	M	F
<b>I have heard of it, and am familiar with the content</b>	3	8	3	1	5	0	4	5
<b>I have heard of it, but don't know the content</b>	5	6	6	6	11	10	5	6
<b>No</b>	6	13	13	10	4	4	5	7
<b>Total</b>	14	27	22	17	20	14	14	18

#### **Convention and minority status**

The difference in awareness of the Convention respondents, who consider themselves part of a minority group and those who do not, is significant for the Convention. 50% respondents who do not belong minorities have not heard of the Convention 34% heard but do not know content while only 16% is aware of the Convention. From the other side double numbers of minority respondents 31.9% are aware of the Convention, 27.1% heard about it while 41% are not aware. (Table 23)

Table 23. Awareness of Convention according to minority status

Comparison table	Respondent considers him/herself part of minority group	Respondent does not consider him/herself part of minority group	Respondent prefers not to say whether s/he is part of a minority group	Total
I have heard of it, and am familiar with the content	21	10	0	31
I have heard of it, but don't know the content	18	21	3	42
No	27	31	15	73
Total	66	62	18	146

### Convention and age

As with the Convention, responses of different age groups could not be comparable due to fact that 92.5% of respondents are adults, 6.9% young and only 0.6% senior. 20% of adult respondents are aware of the content of the Convention, 38.5% heard about it and 41.5% is not aware of the Convention. From 10 respondents among young population 10% is aware, 30% is informed but do not know the content and 60% never heard about Convention. 1 respondent who belongs to the senior group or 100% is aware about Convention. (Table 24)

Table 24. Awareness of Convention according to age

Comparison table	0-27 young	28-64 adult	65+ senior
I have heard of it, and am familiar with the content	1	27	1
I have heard of it, but don't know the content	3	52	0
No	4	56	0
Total	10	135	1

### Awareness of Convention according to employed by municipality

22.8% of persons employed by municipalities and 19.5% persons not employed in municipalities are fully aware of the Convention. 35.4% of municipal officers and 28.5% persons not employed in municipalities are informed about Convention but do not know the content while 41.8% municipal officers and 52% persons not employed in municipalities are not aware of the Convention. (Table 25)

Table 25. Awareness of Convention according to employed by municipality

Comparison table	Employed by municipality	Not employed by municipality
I have heard of it, and am familiar with the content	18	13
I have heard of it, but don't know the content	28	19
No	33	35
Total	79	67

### Awareness of Convention according to educational status

Responses of different age groups on Convention awareness could not be compared due to the size of the samples. For instance of only 3 respondents (with primary school) could not be compared to sample of 122 respondents (with university education). 21.2% of respondents who completed University education are aware of the convention; 39.4% heard about Convention but do not know the content while 39.4% of them are not aware of the Convention. (Table 26)



Table 26. Awareness of Convention according to educational status

	I have heard of it, and am familiar with the content	I have heard of it, but don't know the content	No
None	0	1	2
Primary	0	1	2
Secondary	3	4	11
Vocational	0	0	0
University	26	48	48

#### **Awareness of Convention according to involvement with minority issues**

Municipal officers involved in minority protection policies, or in the local project and minority persons involved in minority protection policies, or in the local project from Kotor are fully aware of Convention and its content. 43.75% of municipal officers not involved in minority protection policies are informed about Convention but do not know the content while 56.25% municipal officers not involved in minority protection policies and 100% of minority persons not involved in minority protection policies are not aware of the Convention. (Table 27)

Table 27. Kotor-group responses

Comparison table	Group 1 <sup>122</sup>	Group 2	Group 3	Group 4
I have heard of it, and am familiar with the content	100%	0 %	100%	0%
I have heard of it, but don't know the content	0%	43.75%	0%	0%
No	0%	56.25%	0%	100%

Municipal officers involved in minority protection policies, or in the local project and, or in the local project, municipal officers not involved in minority protection policies and 13% minority persons involved in minority protection policies from Bijelo Polje are fully aware of Convention and its content. 87% of minority persons involved in minority protection policies from Bijelo Polje are informed about Convention but do not know the content while 64.5% of minority persons not involved in minority protection policies are not aware of the Convention. (Table 28)

Table 28. Bijelo Polje-group responses

Comparison table	Group 1	Group 2	Group 3	Group 4
I have heard of it, and am familiar with the content	100%	0 %	13%	0%
I have heard of it, but don't know the content	0%	0%	87%	35.5%
No	0%	100%	0%	64.5%

Municipal officers involved in minority protection policies, or in the local project and, or in the local project and 50% minority persons involved in minority protection policies from Plav are fully aware of Convention and its content. 100% of municipal officers not involved in minority protection and

<sup>122</sup>Target group 1. Municipal officers involved in minority protection policies, or in the local project

Target group 2. Municipal officers not involved in minority protection policies

Target group 3. Minority persons involved in minority protection policies, or in the local project

Target group 4. Minority persons not involved in minority protection policies.

50% of minority persons involved in minority protection policies from Plav are informed about Convention but do not know the content while 100% of minority persons not involved in minority protection policies are not aware of the Convention. (Table 29)

Table 29. Plav-group responses

Comparison table	Group 1	Group 2	Group 3	Group 4
I have heard of it, and am familiar with the content	100%	0 %	50%	0%
I have heard of it, but don't know the content	0%	100 %	50%	0%
No	0%	0%	0%	100%

Municipal officers involved in minority protection policies, and minority persons involved in minority protection policies from Tivat are fully aware of Convention and its content. 50% of minority persons not involved in minority protection and 41.18% municipal officers not involved in minority protection from Tivat are informed about Convention but do not know the content while 50% of minority persons not involved in minority protection policies and 35.30% municipal officers not involved in minority protection are not aware of the Convention. 23.52% respondents from municipality who are not involved in minority protection did not answer to the question (Table 30)

Table 30. Tivat-group responses

Comparison table	Group 1	Group 2	Group 3	Group 4
I have heard of it, and am familiar with the content	100%	0 %	100%	0%
I have heard of it, but don't know the content	0%	41.18%	0%	50%
No	0%	35.30%	0%	50%
No answer	0%	23.52%	0%	0%

The answer to the question whether the Convention is applied in Montenegro, 59% respondents in Bijelo Polje answered that they do not know. The same answer were obtained from 68.2% respondents from Tivat, 46.5% respondents from Kotor and 37% respondents from Plav. (Table 31)

Table 31. Is the Convention applicable to all laws in your country

Comparison table	Kotor	Bijelo Polje	Plav	Tivat
Yes	31.8%	25.6%	48.15%	31.8%
No	27%	15.4%	14.85%	0%
don't know	68.2%	59%	37%	68.2%

Municipal officers involved in minority protection policies, minority persons involved in minority protection policies, or in the local project and 14.3% minority persons not involved in minority protection policies in Kotor are aware of application of the Convention to the all laws in Montenegro. 85.7% minority persons not involved in minority protection policies and entire group of respondents, municipal officers not involved in minority protection policies answered that they do not know. (Table 32)

Table 32. Kotor-group responses

Comparison table	Group 1 <sup>123</sup>	Group 2	Group 3	Group 4
Yes	100%	0%	100%	14.3%
No	0%	0%	0%	0%
don't know	0%	100%	0%	85.7%

Municipal officers involved in minority protection policies, minority persons involved in minority protection policies, or in the local project and 14.3% of minority persons not involved in minority protection policies in Bijelo Polje are aware of application of the Convention to the all laws in Montenegro. 57% minority persons not involved in minority protection policies and entire group of respondents, municipal officers not involved in minority protection policies answered that they do not know. 33.4% municipal officers involved in minority protection policies and 87% minority persons involved in minority protection policies, or in the local project responded that Convention is not applied to the all laws in Montenegro. (Table 33)

Table 33. Bijelo Polje-group responses

Comparison table	Group 1	Group 2	Group 3	Group 4
Yes	66.6%	0%	13%	43%
No	33.4%	0%	87%	0%
don't know	0%	100%	0%	57%

Municipal officers involved in minority protection policies, minority persons involved in minority protection policies, or in the local project and minority persons not involved in minority protection policies in Plav are aware of application of the Convention to the all laws in Montenegro. 28.57% municipal officers not involved in minority protection policies answered that there is no application of the Convention to all laws in Montenegro while 71.43% of municipal officers involved in minority protection policies responded that they do not know. (Table 34)

Table 34. Plav-group responses

Comparison table	Group 1	Group 2	Group 3	Group 4
Yes	100%	0%	100%	100%
No	0%	28.57%	0%	0%
don't know	0%	71.43%	0%	0%

Municipal officers involved in minority protection policies, and minority persons involved in minority protection policies in Tivat are aware of application of the Convention to the all laws in Montenegro, while minority persons not involved in minority protection policies and municipal officers not involved in minority protection policies answered that they do not know is Convention applied to the all laws in Montenegro. (Table 35)

<sup>123</sup>Target group 1. Municipal officers involved in minority protection policies, or in the local project

Target group 2. Municipal officers not involved in minority protection policies

Target group 3. Minority persons involved in minority protection policies, or in the local project

Target group 4. Minority persons not involved in minority protection policies.

Table 35. Tivat-group responses

Comparison table	Group 1	Group 2	Group 3	Group 4
Yes	100%	0%	100%	0%
No	0%	0%	0%	0%
don't know	0%	100%	0%	100%

The average number of right answers of the total group of respondents for the Convention is similar in Plav, Bijelo Polje, Tivat and Kotor. All of the participants who provided wrong answers answered do not know: 51.3% of respondents in Bijelo Polje, 66.7% in Plav, 53% in Tivat and 53% in Kotor. (Table 36)

Table 36. Comparison table: Statements about the Convention

Comparison table	Kotor	Bijelo Polje	Plav	Tivat
Average number of right answers of the total group of respondents	2.36	2.43	2.85	2.36
Wrong answers	53%	51.3%	57%	46.9%
do not know	53%	51.3%	57%	46.9%
false	0	0	0	0

Respondents from 4 targeted municipalities showed a different level of awareness regarding Convention.

The lowest level of awareness about Convention application in Montenegro in Municipality of Kotor is shown by municipal officers not involved in minority protection average number of responses of that Convention apply in Montenegro is 1.75, than minority members not involved in minority protection and municipal officers and minority members involved in minority protection had 3.25 and 3.75 average rights answers.

The number of respondents from Kotor (who said they are familiar with Convention), 27%, corresponds to the percentage of those who think that the Convention is applicable to the law in the country (27%). However, the number of average right answers on the statements about the Convention is over 45% which shows that respondent are aware of the rights but not aware that these rights are part of the ratified Convention. (Table 37)

Table 37. Convention Comparison Table: Kotor-group responses

Awareness of Convention	Kotor	Applicability of Convention	Kotor	Statements about the Convention	Kotor
I have heard of it, and am familiar	27 %	Yes	31.8%	Average number of right answers	2.36
I have heard of it, but I am not familiar	46.5%	No	27.0%	Wrong answers	53%
No	0	don't know	68.2%	do not know false	53% 0

The number of respondents from Bijelo Polje who responded that they are familiar with Convention (10%) is less than those who believed the Convention was applicable to their country (25.6%) .The number of average right answers on statements about the Conventions is higher than the level of awareness of the Conention overall and its applicability to the country. (Table 38)

Table 38. Convention Comparison Table: Bijelo Polje-group responses

<b>Awareness of Convention</b>	<b>Bijelo Polje</b>	<b>Applicability of Convention</b>	<b>Bijelo Polje</b>	<b>Statements about the Convention</b>	<b>Bijelo Polje</b>
<b>I have heard of it, and am familiar</b>	10 %	<b>Yes</b>	25.6%	<b>Average number of right answers</b>	2.43
<b>I have heard of it, but I am not familiar</b>	31%	<b>No</b>	15.4%	<b>Wrong answers</b>	51.3%
<b>No</b>	59%	<b>don't know</b>	59%	<b>do not know</b>	51.3%
				<b>False</b>	0

The number of respondents from Plav who responded that they are familiar with the Convention does not correspond to the number those who believe it is applicable to their country. Less people say that they are aware of the Convention than those who say that they think it applies to Montenegro. The average number of right responses is 2.85 while 57% of answers are wrong. (Table 39)

Table 39. Convention Comparison Table: Plav-group responses

<b>Awareness of Convention</b>	<b>Plav</b>	<b>Applicability of Convention</b>	<b>Plav</b>	<b>Statements about Convention</b>	<b>Plav</b>
<b>I have heard of it, and am familiar</b>	14.8%	<b>Yes</b>	48.15%	<b>Average number of right answers</b>	2.85
<b>I have heard of it, but I am not familiar</b>	62%	<b>No</b>	14.85%	<b>Wrong answers</b>	57%
<b>No</b>	23.6%	<b>don't know</b>	37%	<b>do not know</b>	57%
				<b>False</b>	0

The number of respondents from Tivat who responded that they are familiar with Convention (27.5%) is slightly different than the number of those who think that the Convention is applicable to Montenegro (24.5%). (Table 40)

Table 40. Convention Comparison Table: Tivat-group responses

<b>Awareness of Convention</b>	<b>Tivat</b>	<b>Applicability of Convention</b>	<b>Tivat</b>	<b>Statements about Convention</b>	<b>Tivat</b>
<b>I have heard of it, and am familiar</b>	27.5%	<b>Yes</b>	24.5%	<b>Average number of right answers</b>	2.9
<b>I have heard of it, but I am not familiar</b>	33.5%	<b>No</b>	0	<b>Wrong answers</b>	46.9%
<b>No</b>	39%	<b>don't know</b>	75.5%	<b>do not know</b>	46.9%
				<b>False</b>	0

Average number of right responses on the Convention in the whole country is 2.60 while 45% of answers are wrong.

### ***Awareness of the Charter for Regional or Minority Languages***

Amongst the respondents who are familiar with the Charter, 33.33% of them from Plav, then 24.4% from Tivat and 19% from Kotor and lowest number of respondents 7.7% from Bijelo Polje. Tivat has the highest percentage of respondents who have heard about Charter but are not familiar with content 51.6%, Plav 44.44%, Kotor 34.3% and Bijelo Polje 25.8 %. The highest number of “no responses” has Bijelo Polje 66.5 %, Kotor 46.5%, Plav 22.22% and the least Tivat 24% (Table 41)

*Table 41. Awareness on Charter*

<b>Comparison table</b>	<b>Bijelo Polje</b>	<b>Kotor</b>	<b>Plav</b>	<b>Tivat</b>
<b>I have heard of it, and am familiar with the content</b>	7.7%	19.2%	32%	24.4%
<b>I have heard of it, but don't know the content</b>	25.8%	34.3%	44.4%	51.6%
<b>No</b>	66.5%	46.5%	23.6%	24%

The number of respondents from Kotor who responded that they are familiar with Charter (19%) is close to the number of those who believe that the Charter is applicable to the law in Montenegro (24.5%). However the number of average right answers on statements about the Charter is 2.36 which correspond to previous answers.

### ***Awareness on Charter disaggregated by gender***

From total number of man interviewed in Montenegro 44.4% are not aware of the Charter, 32.8% do not know content while 22.8% are aware of the Charter and its content. From total number of women interviewed in Montenegro 44.80% are not aware of the Charter, 35.6% do not know content while 19.6% are aware of the Charter and its content. (Table42)

*Table 42. Awareness on Charter disaggregated by gender*

<b>Comparison table</b>	<b>Kotor</b>		<b>Bijelo Polje</b>		<b>Plav</b>		<b>Tivat</b>	
	<b>M</b>	<b>F</b>	<b>M</b>	<b>F</b>	<b>M</b>	<b>F</b>	<b>M</b>	<b>F</b>
<b>I have heard of it, and am familiar with the content</b>	2	6	2	1	8	3	4	5
<b>I have heard of it, but don't know the content</b>	4	10	6	4	8	7	5	6
<b>No</b>	8	11	14	12	4	4	5	7
<b>Total</b>	14	27	22	17	20	14	14	18

### ***Charter and minority status***

Half of the respondents who belongs to minority groups that heard about the Charter but do not know content, one third of them or 33.3% are familiar with the Charter while 16.6% has no information about the Charter. 51.5% of the majority respondents are not aware of the Charter, 34% heard about it but do not know the content while 14.5% are not aware of the Charter. The respondent group who prefers not to say whether are part of a minority group are 83.5% not aware of the Charter while only 16.6% heard about but do not know content. (Table 43)

Table 43. Awareness of Charter according to minority status

Comparison table	Respondent considers him/herself part of minority group	Respondent does not consider him/herself part of minority group	Respondent prefers not to say whether s/he is part of a minority group
I have heard of it, and am familiar with the content	22	9	0
I have heard of it, but don't know the content	33	21	3
No	11	32	15
<b>Total</b>	<b>66</b>	<b>62</b>	<b>18</b>

### **Charter and age**

Responses of the different age groups on the Charter could not be comparable due to fact that 92.5% of respondents are adults, 6.9% young and only 0.6% senior. However, 20.7% of adult respondents are aware of the Charter, 37.8% knows about it but does not know the content while 41.5% does has never heard about the Charter. Half of the young respondents heard about the Charter but does not know the content; 60% do not know about the Charter while 10% are familiar with the content. (Table 44)

Table 44. Awareness of Charter according to age

Comparison table	0-27 young	28-64 adult	65+ senior
I have heard of it, and am familiar with the content	1	28	1
I have heard of it, but don't know the content	5	51	0
No	4	56	0
<b>Total</b>	<b>10</b>	<b>135</b>	<b>1</b>

### **Charter according to employed by municipality**

21.4% of persons employed by municipalities and 25.3% persons not employed in municipalities are fully aware of the Charter. 29.2% of municipal officers and 43.3% persons not employed in municipalities are informed about Charter but do not know the content while 49.4% municipal officers and 31.4% persons not employed in municipalities is not aware of the Charter. (Table 45)

Table 45. Awareness of Charter according to employed by municipality

Comparison table	Employed by municipality	Not employed by municipality
I have heard of it, and am familiar with the content	17	17
I have heard of it, but don't know the content	23	29
No	39	21
<b>Total</b>	<b>79</b>	<b>67</b>

### **Awareness of Charter according to educational status**

Responses of different age groups concerning the Charter could not be compared due to the small samples – for instance of only 3 respondents (with primary school) could not be compared to a sample of 122 respondents (with University education). 21.3% of respondents who completed

University education are aware of the Charter; 41% heard about the Charter but do not know the content while 37.7% of them are not aware of the Charter. (Table 46)

Table 46. Awareness of Charter according to educational status

	<b>I have heard of it, and I am familiar with the content</b>	<b>I have heard of it, but don't know the content</b>	<b>No</b>
<b>None</b>	0	1	2
<b>Primary</b>	0	1	2
<b>Secondary</b>	4	4	10
<b>Vocational</b>	0	0	0
<b>University</b>	26	50	46
<b>Total</b>	<b>30</b>	<b>56</b>	<b>60</b>

#### **Awareness of Charter according to involvement with municipal policies**

63.5% municipal officers and member of minorities involved in minority protection policies and 2.9% persons not involved in minority protection policies are fully aware of Charter and its content. 22 % of municipal officers and minority members involved in minority protection policies and 40% of them not involved in minority policies are informed about Charter but do not know the content while 14.5% municipal officers not involved in minority protection policies and minority persons as well as 57.1% not involved in minority protection policies are not aware of the Charter.(Table 47)

Table 47. Awareness of Charter according to involvement with municipal policies

	<b>Involved</b>	<b>Not involved</b>
<b>I have heard of it, and I am familiar with the content</b>	26 (63.5%)	2 (2.9%)
<b>I have heard of it, but I don't know the content</b>	9 (22%)	42 (40%)
<b>No</b>	6 (14.5%)	61 (57.1%)
<b>Total</b>	<b>41 (100%)</b>	<b>105 (100%)</b>

#### **Applicability of the Charter**

Over 60% of respondents from Plav are aware of the application of the Charter in Montenegro while number of aware respondents in other municipalities varies from 24.5% aware respondents in Kotor to only 6.1% in Tivat. The highest percentage of respondents un aware of the Charter is in Tivat 93.90% than Bijelo Polje 82% and Kotor 75%. (Table 48)

Table 48. Is the Charter applicable in your country?

<b>Comparison table</b>	<b>Kotor</b>	<b>Bijelo Polje</b>	<b>Plav</b>	<b>Tivat</b>
<b>Yes</b>	24.5%	18%	66.7%	6.10%
<b>No</b>	0%	0%	0%	0%
<b>don't know</b>	75.5%	82%	33.3%	93.90%



Table 49. Charter Comparison Table: Kotor-group responses

Awareness of Kotor Charter		Applicability of Charter	Kotor	Statements about Charter	Kotor
I have heard of it, and am familiar	19.2%	Yes	24.5%	Average number of right answers	2.36
I have heard of it, but	34.3%	No	0	Wrong answers	54.6%
No	46.5%	don't know	75.5%	do not know	0
				False	0

The number of respondents from Bijelo Polje who responded that they are familiar with Charter is 7.7% and twice lower than those who think that the Charter is applicable to the law in Montenegro: 18%. However, the number of average right answers in question 18<sup>124</sup> shows that respondents are moderately aware of the rights. (Table 50)

Table 50. Charter Comparison Table: Bijelo Polje-group responses

Awareness of the Charter	Bijelo Polje	Applicability of the Charter	Bijelo Polje	Statements about Charter	Bijelo Polje
I have heard of it, and am familiar	7.7%	Yes	18%	Average number of right answers	2.43
I have heard of it, but	25.8%	No		Wrong answers	53%
No	66.5%	don't know	82%	do not know	53%
				False	0

The number of respondents from Plav who responded that they are familiar with the Charter (32%) is for a half lower than the number of those who think the Charter is applicable to the law in Montenegro: 66.7%. The number of average right answers on the statements about the Charter (50%) is greater than awareness shown about the overall Charter or of its applicability; this shows that respondent are moderately aware of the rights and application of Charter. (Table 51)

Table 51. Charter Comparison Table: Plav-group responses

Awareness of the Charter	Plav	Applicability of the Charter	Plav	Statements about Charter	Plav
I have heard of it, and am familiar	32%	Yes	66.7%	Average number of right answers	2.92
I have heard of it, but	44.4%	No		Wrong answers	51.85%
No	23.6%	don't know	33.3%	do not know	51.85%
				False	0

<sup>124</sup>Question 18 provides true statements of the Charter with a question whether it is true or false, which tests the respondents knowledge about Charter.

The number of respondents from Tivat who responded that they are familiar with Charter (24.4%) is four times higher than the number of those who thought the Charter was applicable to the law in Montenegro (6.10%). However, the number of average right answers to the statements about the Charter is 7 which correspond to the general awareness of the Charter. (Table 52)

Table 52. Charter Comparison Table: Tivat-group responses

Awareness of the Charter	Tivat	Applicability of the Charter	Tivat	Statements about Charter	Tivat
I have heard of it, and am familiar	24.4%	Yes	6.10%	Average number of right answers	2.75
I have heard of it, but	51.6%	No	0	Wrong answers	45%
No	24%	don't know	93.90%	do not know false	0

The average score of respondents in the whole country with regard to assessing the veracity of statements on the Charter is 2.56 and wrong answers are slightly over 48%.

### **Awareness of mechanisms for the protection of national minorities**

Most of the respondents about 50% are not aware about mechanisms for the protection of national minorities at national level. 32.2% know a little about national mechanisms for protection while 17.8% is aware of them. (Table 53)

Table 53. Awareness of mechanisms for the protection of national minorities disaggregated by sex

	Female	Male	
Yes	12	14	26 (17.8%)
A little	24	23	47 (32.2%)
No	40	33	73 (50%)
Total	76	70	146 (100%)

Almost equal number of males and females are aware about mechanisms for the protection of national minorities at national level. Twice more women heard about mechanisms for the protection of national minorities at national level than those who knows the contents while three times more women do not know about mechanisms for the protection of national minorities at national level. The number of males who are not aware about mechanisms for the protection of national minorities at national level is twice higher than number of these who are aware.

The persons who belongs to minorities and those who not belong to minority groups are equally aware about national provisions for protection of national minorities however in each group largest number constitute persons who has no information about national mechanism of protection for national minorities. (Table 54)

Table 54. Awareness of the national provisions according to Minority status

Comparison table	Minority	Not minority	persons who not declare
Yes	13	13	0
A little	30	17	0
No	23	32	18
Total	66	62	18

Municipal officers and persons who are not employed by municipality provided similar responses regarding national mechanism of protection for minorities. (Table 55)

*Table 55. Awareness of the national provisions according to whether employed by municipality*

Comparison table	Employed by municipality	Not employed by municipality
Yes	15	11
A little	20	27
No	44	29
<b>Total</b>	<b>79</b>	<b>67</b>

Responses according to age are not comparable concerning small number of young and senior respondents. However within adult group over 50% of respondents are not aware about national mechanism of the protection for national minorities. (Table 56)

*Table 56. Awareness of the national provisions according to age*

Comparison table	Young	Adult	Senior
Yes	4	21	1
A little	3	44	
No	3	70	
<b>Total</b>	<b>10</b>	<b>135</b>	<b>1</b>

Responses according to education are not comparable concerning small number of respondents who completed primary and secondary school or have no education. However within group of respondents who completed university over 50% of respondents are not aware of national mechanism of the protection for national minorities. (Table 57)

*Table 57. Awareness of the national provisions according to educational level*

Comparison table	none	Primary	Secondary	Vocational	University
Yes	0	0	4	0	22
A little	2	2	11	0	32
No	1	1	3	0	68
<b>Total</b>	<b>3</b>	<b>3</b>	<b>18</b>	<b>0</b>	<b>122</b>

Persons involved in development and implementation of minority policies and persons who are not involved provided similar responses regarding national mechanism of protection for minorities. 44% of persons involved in development and implementation of minority policies are familiar with national mechanism of protection for minorities 29% is informed about while 27% do not know about national mechanism of protection for national minorities. (Table 58)

*Table 58. Awareness of the national provisions according to involvement with municipal policies*

Comparison table	Involved in minority policies	Not involved in minority policies	Total
Yes	18	8	26
A little	12	35	47
No	11	62	73
<b>Total</b>	<b>41</b>	<b>105</b>	<b>146</b>

The number of respondents from Kotor (who responded that they are familiar with the international bodies for the protection of minorities) is 12.4% and they also knew where these bodies are based. Over 70% of respondents who were not familiar with mechanisms had no knowledge on state obligations, legislation, policies and strategies. (Table 59)

Table 59. Awareness Comparison Table: Kotor-group responses

Awareness of int. and nat. mechanisms	Kotor	Awareness of location	Kotor	Awareness of national bodies	Kotor	Awareness of state obligations	Kotor	Awareness of nat. legisl. policies	Kotor
Yes, and know what they do	12.4%	Yes, in (open question)	12.4%	Yes, and know what they do	22%	Yes	32.4%	Yes	39%
Yes, but don't know what they do	46.5%	No	86.5%	Yes, but don't know what they do	39%	a little	37.8%	a little	34.3%
No	41.1%	Strasbourg Other	2 3	No	39%	no	29.8%	no	26.7%

The number of respondents from Bijelo Polje who responded that they are familiar with the international bodies for the protection of minorities is 2.6% and is twice lower than the percentage of the respondents who knew where these bodies are based. 2.6% of respondents stated that they heard about the Secretariat for Convention and the Charter as well as obligation to provide periodical reports. 3.7% of the respondents stated they are familiar with the national legislation, policies and strategies for the protection of national minorities. (Table 60)

Table 60. Awareness Comparison Table: Bijelo Polje-group responses

Awareness of int. and nat. mechanisms	Bijelo Polje	Awareness of location	Bijelo Polje	Awareness of national bodies	Bijelo Polje	Awareness of state obligations	Bijelo Polje	Awareness of nat. legisl. policies	Bijelo Polje
Yes, and know what they do	2.6%	yes, in (open question)	5.2%	Yes, and know what they do	2.57%	Yes	2.6%	Yes	2.6%
Yes, but don't know what they do	12.19%	no	94.8%	Yes, but don't know what they do	25.7%	a little	5.2%	a little	30.8%
No	84.5%	Strasbourg Other	1 1	No	71.73%	no	82.2%	no	66%

The number of respondents from Plav who responded that they are familiar with the international bodies for the protection of minorities is 18.52% and is exactly the same percentage of those who knew where these bodies are based. The same number of respondents stated that they heard about the Secretariat for Convention and the Charter as well as the obligation to provide periodical reports. 18.52% of the respondents stated that they are familiar with national legislation, policies and strategies for the protection of national minorities. (Table 61)

Table 61. Awareness Comparison Table: Plav-group responses

Awareness of int. and nat. mechanisms	Plav	Awareness of location	Plav	Awareness of national bodies	Plav	Awareness of state obligations	Plav	Awareness of nat. legisl. policies	Plav
Yes, and know what they do	5 (18.52%)	yes, in (open question)	5 (18.52%)	Yes, and know what they do	18.52%	Yes	44.44%	Yes	18.52%
Yes, but don't know what they do	13 (48.15%)	no	22 (81.48%)	Yes, but don't know what they do		a little	0%	a little	37.04%
No	9 (33.33%)	Strasbourg Other	5	No	81.48%	no	55.56%	no	44.44%

The number of respondents from Tivat who responded that they are familiar with the international bodies for the protection of minorities is 12.2% and is exactly same percentage as those who knew where these bodies are based. 9.2% of the respondents stated that they have heard about Secretariat

for Framework Convention for the Protection of National Minorities and the Charter and 18.75% knew about the obligation to provide periodical reports. 18.75% of the respondents stated they are familiar with national legislation, policies and strategies for the protection of national minorities. (Table 62)

Table 62. Awareness Comparison Table: Tivat-group responses

Awareness of int. and nat. mechanisms	Tivat	Awareness of location	Tivat	Awareness of national bodies	Tivat	Awareness of state obligations	Tivat	Awareness of nat. legisl. policies	Tivat
Yes, and know what they do	12.2%	yes, in (open question)	12.2%	Yes, and know what they do	9.2%	Yes	18.75%	Yes	18.75%
Yes, but don't know what they do	48.5%	no	87.8 %	Yes, but don't know what they do	6.2%	a little	25%	a little	25%
No	39.3%	Strasbourg	4	No	84.6%	no	56.25%	no	56.25%
		Other	0						

### Importance of rights and problems experienced

The responses from municipalities with regards to the importance of rights and to the extent that the rights were thought to be respected in their municipality vary from average 4.48 regarding importance of the rights to 3 -1 regarding implementation of the rights at local level. Most responses show that perception of the importance of the rights is scored 4-3 and implementation 2-3. (Table 63)

Table 63. Comparison Table

Comparison table	Average respondents			
	Bijelo Polje	Kotor	Plav	Tivat
How important do you deem the right for persons belonging to a national minority to be treated or not treated as such and such a choice may not result in any disadvantage	3.1	3.21	4.33	3.6
To what extent do you think this right is respected in your municipality	3.1	3	2.4	2.84
How important do you deem the right for national minorities to have the right to equality before the law	3.2	4.37	4.33	3.81
To what extent do you think this right is respected in your municipality	2.71	3.63	2.81	2.78
How important do you deem the right for national minorities to be protected from threats, discrimination, hostility or violence	3.48	4.35	2	3.68
To what extent do you think this right is respected in your municipality	2.56	3	2.33	3.25
How important do you deem the right for national minorities to have opportunities to learn their language and receive instruction in their language, in state and their own private schools	2.64	3.51	4.0	3.93
To what extent do you think this right is respected in your municipality	2.61	2.32	2.37	3.28
How important do you deem the right for national minorities to display signs, local names, street names, etc. visible in public in their own minority language	2.38	3.32	3.48	3.15
To what extent do you think this right is respected in your municipality	2.28	2.19	2.88	2.93
How important do you deem the right of people to teach and study in regional minority languages	1.94	3.32	4.48	3.25
To what extent do you think this right is respected in your municipality	0	1.26	2.4	2.45
How important do you deem the prohibition of all forms of distinction, exclusion, restriction or preference relating to the use of regional minority languages?	3.12	4	3.44	4.25
To what extent do you think this right is respected in your municipality	2.33	2	2.81	3
How important do you deem the right to use regional minority languages in criminal and civil proceedings and administrative procedures	2.94	3.48	4.0	4.45
To what extent do you think this right is respected in your municipality	2	2.29	2.77	2.25
How important do you deem the obligation to publicise official documents in regional minority languages and facilitate the use of these languages in local assemblies	3	4.43	4.33	2.69
To what extent do you think this right is respected in your municipality	2.71	2.35	3	2.31

How important do you deem the obligation to facilitate the use of Regional Minority Languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions	3	4.29	4.33	3.48
To what extent do you think this right is respected in your municipality	3	2.16	3	3.18
How important do you deem the obligation to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form	3.48	4.43	4.48	3.69
To what extent do you think this right is respected in your municipality	2.61	4.3	4.48	3.81

### *Most crucial rights for the preservation of identity*

The most crucial rights for the respondents were different in the various municipalities. Kotor and Plav municipality had the highest number of respondents who considered the right to use language Kotor (17), Plav (14) as most crucial for the persons belonging to national minorities for the preservation of their identity while most important right for respondents in Tivat was the right to education. Having in mind that this municipality has a numerous. Egyptian minority whose main issue is enrolment and prevention of drop out of school, this result was expected. In the municipality of Bijelo Polje as most crucial right is recognized as right to employment. This right belongs to the group of economic and social rights although in this case it is recognized as precondition of identity protection. Besides that number of human rights not directly connected with protection of culture and identity were listed in all municipalities such as: the right to housing (13times), the right to employment (13 times), the freedom of expression (6 times), the freedom of thinking (2 times), equality before the law (6 times), freedom of speech (9 times) and protection against discrimination (4 times).

The most important right for men and women is right to use language. For the groups with none and primary school most important right was access to employment. For persons with secondary school it was language while persons who have university had diverse answers. Their answers vary from right to education, freedom of expression to protection against discrimination and right to housing. Young people selected right to protect culture and customs as most important rights while adults had diverse answers but protection of culture and customs was selected as very important. (Table 64)

*Table 64. Importance of Rights*

Importance of rights	Kotor		Bijelo Polje		Plav		Tivat	
	M	F	M	F	M	F	M	F
Right to use language	7	10	2	1	10	4	4	3
Right to education	2	2	0	0	0	0	7	7
Right to education in minority language	2	2	0	0	4	1	0	0
Right to employment	1	2	4	3	0	0	8	5
Protection of culture and customs	4	3	6	2	8	4	2	1
Freedom of expression	2	1	1	2	0	0	2	1
Equality before law	2	1	3	2	0	0	1	2
Freedom of thinking	2	0	0	0	0	0	0	0
Freedom of speech	2	1	2	1	0	0	2	1
Protection against discrimination	1	1	0	0	8	2	1	1
Right to elect and be elected	0	0	2	2	0	0	0	0
Right to health protection	0	0	2	2	0	0	0	0
Protection of religious identity	0	0	0	0	2	1	0	0
Right to housing	0	0	0	0	0	0	8	5

Most important right according to age for the largest group– adults is right to use language as 1 senior representative. Young respondents recognize protection culture and customs. (Table 65)

Table 65. Most important rights according to age

protection culture and customs	Young
right to use language	Adults
right to use language	Senior

Most important right for the largest group according to education – persons with university education and respondents who completed secondary school – is right to use language. For persons with primary school and respondents with no education right to employment is most important right. (Table 66)

Table 66. Most important right according to education

right to employment	None
right to employment	Primary
right to use language	Secondary
right to use language	University

The highest number of respondents in the municipalities Tivat Kotor and Bijelo Polje consider a lack of awareness of rights among minority persons as the main barrier that prevents the implementation of minority rights followed by lack of interest in rights among minority persons and lack of funding for minority protection measures. The respondents in municipality of Plav consider a lack of funding for minority protection measures followed by lack of awareness of rights among minority persons.

### Main barriers to minority protection

Members of all groups from Kotor recognize the lack of awareness of rights among minority persons, the lack of funding for minority protection measures as well as the lack of interest in rights among minority persons. Minorities recognise also the lack of organisations and authorities to implement minority protection measures while authorities do not recognise this as an issue. (Table 67)

Table 67. Most important barriers preventing implementation of minority rights

Comparison	Bijelo Polje		Kotor		Plav		Tivat	
	M	F	M	F	M	F	M	F
Lack of awareness of rights among minority persons	10	2	16	8	9	4	7	14
Lack of interest in rights among minority persons	4	0	12	8	0	0	5	9
Lack of commitment from municipal authorities	4	8	3	6	0	0	0	0
Lack of effective action from municipal authorities	0	1	2	10	0	0	0	0
Lack of funding for minority protection measures	4	4	5	18	15	2	9	7
Lack of organisations and authorities to implement minority protection measures	0	0	0	0	2	8	4	7
Barriers at national level	0	0	0	0	8	2	0	0

Man and women recognise the lack of awareness of rights among minority persons as the most important barrier in minority protection. At the second place is the lack of funding for minority protection recognised by equal number of men and women as an important barrier followed by the



lack of awareness of rights among minority persons recognised by men and women, and the lack of effective action from municipal authorities recognised by women. (Table 67)

For the largest group according to age – adults – the most important barrier is lack of awareness of rights among minority persons. Young respondents recognise lack of funding for minority protection as well as 1 senior representative. (Table 68)

*Table 68. Most important barrier according to age*

<b>Lack of funding for minority protection measures</b>	Young
<b>Lack of awareness of rights among minority persons</b>	Adults
<b>Lack of funding for minority protection measures</b>	Senior

For the largest group according to education – persons with university education – the most important barrier is lack of awareness of rights among minority persons. Respondents who completed primary and secondary school recognise lack of funding for minority protection while persons with no education recognise lack of commitment from municipal authorities as most important barrier. (Table 69)

*Table 69. Most important barrier according to education*

<b>Lack of commitment from municipal authorities</b>	None
<b>Lack of funding for minority protection measures</b>	Primary
<b>Lack of funding for minority protection measures</b>	Secondary
<b>Lack of awareness of rights among minority persons</b>	University

### *Differences between and within minority groups*

In most of the municipalities 100% of the respondents answered that there are no differences between minorities and that the minorities enjoy the same rights. Respondents in the municipality of Tivat had different answers. 100 % of the respondents answered that minorities do not enjoy the same rights in this municipality.

According to the respondents in municipalities Kotor, Bijelo Polje and Plav, men and women belonging to minority groups in these municipalities enjoy the same measure of protection. 71.8% respondents in the municipality of Tivat believe that men and women belonging to minority groups in these municipalities enjoy the same measure of protection, 9.4% that they do not enjoy the same protection and 18.8% don't know. (Table 70-71)

*Table 70. Differences between and within minority groups enjoy same measures*

<b>Municipality</b>	<b>Yes</b>	<b>No</b>	<b>Don't Know</b>	<b>Total</b>
<b>Kotor</b>	100%	0	0	<b>100%</b>
<b>Bijelo Polje</b>	100%	0	0	<b>100%</b>
<b>Plav</b>	100%	0	0	<b>100%</b>
<b>Tivat</b>	71.8%	9.4%	18.8%	<b>100%</b>

*Table 71. Overall country result for all municipalities*

<b>Municipality</b>	<b>Yes</b>	<b>No</b>	<b>Don't Know</b>	<b>Total</b>
<b>Kotor</b>	41	0	0	<b>41</b>
<b>Bijelo Polje</b>	39	0	0	<b>39</b>
<b>Plav</b>	34	0	0	<b>34</b>
<b>Tivat</b>	23	3	6	<b>32</b>
<b>Total</b>	<b>137</b>	<b>3</b>	<b>6</b>	<b>146</b>



The reasons why these answers are that different is that the minority groups in Tivat have a different legal status, involvement in decision making and exercising rights. Tivat is a town with about 16% of Croat minority, politically organized, has 1 Minister and 1 assistant to the minister in government of Montenegro, a number of associations, use right to have the mother tongue on the ID and organizations of this minority and receive support from a Fund for minorities. This rather small community (0.97% at national level) has its own local Croatian radio Dux and monthly magazine "Glasnik". Egyptian minority are speaking Albanian language which is recognized at all levels of use according to the ratification of Charter. However, Egyptians in Montenegro are mostly persons displaced from Kosovo and citizens of other state thus not enjoying all the rights according to Convention and Charter that Croats in Tivat and other minorities throughout Montenegro enjoy. To this minority applies the Law on foreigners even if a number of them live there already many years before they fled from Kosovo from 1998 and 1999.

When asked whether they believed that women and men enjoyed the same level of protection, a majority of the respondents who answered the question thought that women and men enjoyed the same level of protection (56%) whereas 25% of the respondents, of which 46% women and 54% men, stated that men and women did not enjoy the same protection suggesting overall a low awareness of the double marginalization of women belonging to minority communities. (Table 72)

*Table 72. Do women and men enjoy the same level of protection?*

<b>Municipality</b>	<b>Yes</b>	<b>No</b>	<b>Don't Know</b>	<b>Total</b>
<b>Kotor</b>	30	11	0	41
<b>Bijelo Polje</b>	39	0	0	39
<b>Plav</b>	23	17	3	43
<b>Tivat</b>	29	15	15	59
<b>Total</b>	121	43	18	182

### ***Responsibility for solving problems***

The respondents in municipalities of Kotor, Plav and Bijelo Polje did not respond to questions from 39 to 42 (see annex 5.b.) due to the format of questionnaire.

The following authorities or groups are responsible for taking minority protection measures according respondents from Tivat. (Table 73)

*Table 73. Responsibility for solving problems Tivat*

<b>Authorities or groups responsible:</b>	<b>Average</b>
<b>local authorities</b>	4.75
<b>national authorities</b>	4.5
<b>civil society</b>	4.12
<b>international community</b>	3.75
<b>minority persons themselves</b>	3.25
<b>regional authorities (where applicable)</b>	1.25

The local authorities with an average score of 4.75, followed by national authorities with an average score of 4.5 are the most responsible authority for protecting minorities and ensuring their rights according to respondents, followed by civil society with an average score of 4.12, international community with a score of 3.75, the minority themselves 3.25, and regional authorities with a score of 2. (Table 74)

Table 74. Responsibility for solving problems group responses

Group Responses	Group 1	Group 2	Group 3	Group 4
Local authorities	5	4	5	5
National authorities	4	5	4	5
Civil society	3.5	3	5	5
International Community	3.5	2.75	4	5
Minority persons themselves	3	3	4	3
Regional authorities (if applicable)	2	1	1	1

According to the group responses minority members believe that the main responsibility for implementation of the rights is on authorities, local and national as well as international community while municipal officers despite involvement in minority protection believes that responsibility for rights implementation is on local and national authorities as well as civil sector. (Table 75)

Table 75. Effectiveness of groups or authorities in protecting minorities and ensuring their rights

	Average
local authorities	5
national authorities	5
civil society	4.25
minority persons themselves	4.25
international community	3
regional authorities (where applicable)	1.75

As the most effective in protecting minorities and ensuring their rights respondent recognise role of national and local authorities as most effective. Slightly less effective are member of civil society and minorities themselves while the least effective are regional authorities.

### Topic of the local project

All respondents from target groups 1, 3 and 4<sup>125</sup> from Tivat and Kotor knew the content of the project and were informed about it. Target groups 2 in both municipalities were not informed about projects. Target groups 1 and 3 and partly 2 and 4 in municipality of Plav were informed about project. In municipality of Bijelo Polje persons involved in preparation of the project and minorities were aware of the project (target groups 1 and 3).

The most of respondents in 3 municipalities responded that they believe that the local project will be a success while in Bijelo Polje 74 % of respondents did not answer the question due to no information about project. (Table 76, 77, 78, 79 and 80)

Table 76. Success of the Project

Comparison table	Kotor	Bijelo Polje	Plav	Tivat
Yes	80.5%	7.7%	77.7%	82%
No	0	0	0	0
Maybe	19.5%	10.3%	22.3%	18%
No answer	0	82%	0	0
Total	100%	100%	100%	100%

<sup>125</sup>Target group 1. Municipal officers involved in minority protection policies, or in the local project

Target group 2. Municipal officers not involved in minority protection policies

Target group 3. Minority persons involved in minority protection policies, or in the local project

Target group 4. Minority persons not involved in minority protection policies.

Table 77. Importance of project & priority of the problem: Kotor

	Group 1	Group 2	Group 3	Group 4
Importance of the project	5	3.87	5	4.42
Priority of the problem	5	3.87	5	4.57

Table 78. Importance of project & priority of the problem: Bijelo Polje

	Group 1	Group 2	Group 3	Group 4
Importance of the project	5	1.14	4.37	3.7
Priority of the problem	5	1	3.12	2.85

Table 79. Importance of project & priority of the problem: Plav

	Group 1	Group 2	Group 3	Group 4
Importance of the project	5	4.4	5	5
Priority of the problem	5	3	5	5

Table 80. Importance of project & priority of the problem: Tivat

	Group 1	Group 2	Group 3	Group 4
Importance of the project	5	4	5	5
Priority of the problem	4	4	4	4

## Conclusions

The analysis showed that respondents in 4 municipalities are, to some extent, aware of the rights. However their awareness is not based on knowledge on the Convention or the Charter, even not (which is clear from percentage regarding national legislation) on national legislation. In this case it is mostly based on personal sense of right and wrong<sup>126</sup> which is clear from their answers. The average of right answers for question 15<sup>127</sup> went up to 3 and there were up to 45% wrong answers. The average of right answers for question 15 (*are the following statements about the Convention true or false*) went up to 2.92 and wrong answers were over 50%.

The comparison of answers to questions on importance of rights and problems experienced showed that respondents do not know the Charter and the Convention but as well national legislation and its implementation at local level in municipalities where they live. The respondents answered questions which were not relevant for them (even though they had the possibility to ask the interviewer to further explain the questions) such as using language in court procedure in Tivat (there are no courts in Tivat) and similar.

The general conclusion of the awareness could be that those municipal officers not involved in minority protection are basically not aware of minority rights enacted by neither Parliament of Montenegro nor national legislation in this area. However in their everyday work they need to communicate and provide certain services to citizens including minorities and they as well as members of other target groups need further education in this area.

## Baseline situation: project capacities

### Cross-municipality analysis of the results of the project assessment

<sup>126</sup>From the questionnaire it is clear that respondents have no knowledge on the Convention and Charter so in the questionnaire they circled answers related to the Conventions and Charter which were close to their personal beliefs - how it should be, and their personal attitude on what is right and what is wrong regarding minority rights

<sup>127</sup>Are the following statements about the Convention true or false and then list true statements which number of respondents marked as false

### **Questionnaire**

The questionnaire was not adopted at national level. It was translated by consultants and used in the original version.

### **Respondents**

Number of respondents per target group per municipality

The total number of respondents in the project assessments in 4 municipalities was 27. There were 6 respondents from Bijelo Polje, 9 respondents from Kotor, 5 from Plav and 7 from Tivat

Profile of respondents per target groups per municipality

#### **Bijelo Polje**

Target group A consists of 3 minority members (50%) 3 men. Target group B consists of 6 municipal officers (100%) 2 women and 4 men. Target group C, 2 of the (male) respondents are municipal officers and minority members.

#### **Kotor**

Target group A consists of 5 minority members (56%) 4 women and 1 man. Target group B consists of 4 municipal officers (44%) 3 women and 1 man. There were no target groups C and D.

#### **Plav**

There were no target groups A, C and D. Target group B consists of 5 municipal officers (100%).

#### **Tivat**

Target group A consists of 3 minority members (43%) 1 women and 2 man. Target group B consists of 4 municipal officers (57%) 3 women and 1 man. There were no target groups C and D.

### **Differences in interviews**

Respondents were open and interested to take part in interview in Bijelo Polje and Kotor .The meetings in Tivat and Plav were well organised and members of task force open and prepared for conversation.

### **Gender**

Gender balance of project organisation between municipalities is shown in Table 81.

*Table 81. Gender balance*

<b>Municipality</b>	<b>Men</b>	<b>Women</b>	<b>Other</b>	<b>Total</b>
<b>Bijelo Polje</b>	4 (66.67%)	2 (33.33%)	0	<b>6 (100%)</b>
<b>Kotor</b>	2 (2.22%)	7 (77.78%)	0	<b>9 (100%)</b>
<b>Plav</b>	5 (100%)	0	0	<b>5 (100%)</b>
<b>Tivat</b>	3 (42.86%)	4 (57.14%)	0	<b>7 (100%)</b>

### **Organisational set-up**

#### *Striking aspects and differences in organisational set-up between municipalities*

The members of the Municipal Task Force in Bijelo Polje defined team but this did not define roles in the task force. The municipality of Kotor has a Municipal Task Force which consists of 9 members. 3 of them from the side of municipality will coordinate implementation of the project 1 will take part in the events. 3 of respondents from the civil society organisation Croatian Civic will implement and

2 of them from civil society organisations will take part in implementation and at the events. The municipality of Plav has a task force which consists of 5 members. 1 of them from the side of municipality and coordinating project 1 will be technical support and 3 of respondents are implementers. The municipality of Tivat has a task force which consists of 7 members. 1 Municipal official will coordinate implementation while minority members 2 of them will implement activities with support of 4 municipal officials.

**An explanation of projects in Municipalities was not the task in this part of the report neither of the project objectives.**

### ***Relevance of the project***

#### **Bijelo Polje**

The respondents from Bijelo Polje were moderately informed about the project. The third of the respondents did not answer or did not know the content of the project. Group A understood the aim of the project and what problem needs to be solved Group B 2 respondents had no answer and 1 respondent answered that do not know. According to the respondents the problem to be solved by the project is a moderately priority, (average priority 3.22) compared to other problems that minority groups in Bijelo Polje municipality face. For the group A for 2 respondents it is high priority in comparison with other minority problems while for 1 it is a priority. For group B 3 person believes that the problem to be solved by the project compared to other problems that minority groups in the municipality face is moderately a priority. It is visible from the results that respondents who are directly involved management or even participation in the project consider problem slightly more important than municipal officers not involved in minority protection. The average opinion of respondents on whether this project is a suitable method is 3.44. For 3 respondents the project is very suitable method to solve a problem for 1 respondent is suitable and for 2 respondents is moderately suitable and 3slightly suitable.

#### **Kotor**

The respondents from Kotor were well informed about project. Group A knew exactly the aim of the project and what problem needs to be solved Group B 2 respondents had no answer and 1 respondent understood that publishing magazine is goal for itself while 1 that the project is promotion of Convention, 1 respondent knew the aim of the project and what problem needs to be solved. The persons who will work on implementation and at the same time minority members (group A) understood the aim of the project while persons from group B (at the same time management of the project) even participated project preparation did not fully understood to which problem is this project solution. Group B do understood that this is about minority issues and related to legally bided documents Convention and Charter) but cannot connect right to use minority language or have media on minority language to the documents (Convention, Charter) and national laws with publishing magazine on Croatian language. The problem to be solved by the project compared to other problems that minority groups in the municipality face is on average priority 3.22. 7 respondents said that the problem to be solved by the project compared to other problems that minority groups in the municipality face is moderately a priority and 2 of them that this is a priority. According to the answers from awareness questionnaire the problem to be solved by the project is a priority(4.35)Member of A group responded that project is very suitable (3 of them) and suitable (1) for solution of the problem while group B had 1 response for suitable, 3 for moderately suitable and 1 without answer.

#### **Tivat**

The average priority attached by respondents to the problem to be solved by the project compared to other problems that minority groups in the municipality face is 3.28. The answers were following:

5 respondents said that the problem to be solved by the project compared to other problems that minority groups in the municipality face is moderately a priority and 2 of them that this is a priority. For the group A for 4 respondents it is moderately priority in comparison with other minority problems while for 1 it is a priority. For group B 1 person believes that the problem to be solved by the project compared to other problems that minority groups in the municipality face is a priority while 1 respondent believe it is moderately a priority. According to respondents from awareness research the problem to be solved by the local project a priority, compared to other problems minority groups experience is the average score of the group of respondents as a whole 4.5. The average opinion of respondents on whether this project is a suitable method to (help) solve the problem is 4.85. For 6 respondents the project is very suitable method to solve a problem for 1 respondent is suitable.

### **Plav**

All respondents knew that right to use minority language in communication with authorities is the main issue to be solved by the project. The problem to be solved by the project compared to other problems that minority groups in the municipality face is the average 4. The answers are following: priority 5 respondents said that the problem to be solved by the project compared to other problems that minority groups in the municipality face is a priority. The respondents from awareness research consider problem to be solved by the local project] a priority. The average priority attached to the problem to be solved by the project compared to other problems minority groups experience is 4. The average opinion of respondents on whether this project is a suitable method to (help) solve the problem is 4. For 5 respondents the project is suitable method to solve a problem.

### ***Organisational capacity***

What main possible risk and success factors can be concluded from the answers in the different municipalities?

### **Bijelo Polje**

Most of the respondents as main criteria that should be used for selecting the persons to perform tasks within the project implementation proposed professionalism and experience of persons involved. The rest of the respondents proposed interest for the topic of the project as important criteria. 2 persons from group B, answered that interest for the topic should be for selecting the persons to perform tasks within the project implementation while 3 persons from group A think that persons involved in projects should be professional and have experience, 1 person from group B think that knowledge are qualifying criteria for selection.

According to the answers for respondents from Bijelo Polje the tasks designated to the persons involved in the implementation of the project are suitable on average 3.83. 1 respondent answered that the persons involved in the implementation of the project are suitable for the tasks, 2 respondents answered very suitable and 3 moderately suitable. Most of the persons involved in this project were involved in similar project previously and have capacity to fulfil tasks. There are no significant differences between target groups A and B on this issues. According to the respondents decision-making within the project organisation is on average effective 3.33. The decision making in project organisation for respondents is effective (5 respondents) and 1 respondent do not know. According to answers, the decision-making within the project organisation is on average inclusive 2.66. The respondents answered that the decision-making within the project organisation are inclusive (2 respondents) moderately inclusive (2 respondents) and slightly inclusive (1 respondent) and 1 respondent do not know. The group B little lower score to the inclusiveness than group A.

### ***Level of organisation of minority groups***

According respondents representatives of minority groups in Bijelo Polje participate and express their interests through national councils, political parties and civil society organisations (CSOs). Half of the group B group did not know how to answer this question; the members of this group are also members of majority employed in municipality. According to respondents the level of organisation of minority groups in Bijelo Polje is on average 3.83. The respondents on average think that minorities were moderately involved 3.33 in choosing the topic of the project, drafting the project plans and setting up the project organisation. According to the members of the task force minorities are very involved in project (2 respondents), involved (2 respondents) and 2 respondents responded not involved.

The respondents are divided in two groups regarding funding. 3 persons did not know how to answer on that question and 3 persons answered that funding for project is adequate. The half of respondents did not see any risks to a successful implementation of the project, connected with the project organisation, such as the division of tasks within the organisation, decision-making procedures; involvement of stake-holders, another half did not answer the question. The Group A answered that there is no risks.

### **Kotor**

According to the answers the tasks of all persons involved in the implementation of the project to the respondents are clear on average 4.42. 4 respondents answered that tasks of all persons involved in the implementation are very clear, 2 that they are clear, 1 answered moderately clear and 2 persons did not answer. Most of the respondents as main criteria that should be used for selecting the persons to perform tasks within the project implementation proposed professional knowledge and capacity of persons involved. The respondents find the persons involved in the implementation of the project are suitable for tasks on average 3.77. 5 respondents said that the persons involved in the implementation of the project are suitable for the tasks, 1 respondent said very suitable and 3 moderately suitable. According to answers the decision-making procedures are clear to respondents on average 2.88. 6 of the respondents answered that procedures are moderately clear, 2 of them slightly clear and 1 answered clear. There are no significant differences between target groups A and B.

The respondents deem the decision-making within the project organization is effective on average 4. The decision making in project organization for respondents are very effective (4 respondents), effective 3 respondents and moderately effective 2 respondents.

The respondents answered that the decision-making within the project organization was inclusive on average 4: (4 respondents), inclusive (2 respondents) moderately inclusive (2 respondents) and slightly inclusive (1 respondent).

### ***Level of organisation of minority groups***

44.25% of respondents did not answer the question on level of organization of minorities. 44.25% stated that Croatian minority is organized through political parties and CSOs and 11.5% said that minorities participate on the basis of their requests to participate. Members of B group did not know how to answer this question; they perceive participation of minorities in public life as submitting requests to the Local government and Government and waiting to get response or approval for action. The respondents deem the level of organization of minority groups in the municipality on average 3.66. 6 respondents said that minorities are organized while 3 respondents said that they are moderately organized. According to respondents minority groups been involved in choosing the topic of the project, drafting the project plans and setting up the project organization on average 3.33.

5 of respondents answered that minorities were involved in choosing the topic of the project, drafting the project plans and setting up the project organization. 2 respondents said that they were moderately involved and 2 respondents answered slightly involved. Most of the respondents believe that fund for the project is not adequate and will not be sufficient for the full project funding. 7 respondents said that they believe that funding will not be sufficient for the publishing 12 numbers while 2 of respondents believe those funds are adequate. The 44.25% of respondents do not see any risks to a successful implementation of the project, connected with the project organisation because implementation team leading by editor in chief is effective. 55.75% of respondents did not see any risks although have no explanation for this estimation.

### **Tivat**

The tasks of all persons involved in the implementation of the project to the respondents are clear on average 5. 7 respondents answered that tasks of all persons involved in the implementation are very clear. All respondents answered that the criteria for selecting the persons to perform tasks within the project implementation should be knowledge and experience. The persons involved in the implementation of the project are on average 4.28 suitable for their tasks. The answers were following 5 respondents said that the persons involved in the implementation of the project are suitable for the tasks, 2 respondent said very suitable. The decision-making procedures are on average 4.71 to respondents. The answers were following: 5 respondents said that the decision-making procedures are very clear to them, 2 respondents said that they are clear. The decision making in project organization for respondents are effective on average 5 (7 respondents answered very effective). The respondents answered that the decision-making within the project organization was inclusive on average 5. (7 respondents answered very inclusive).

### ***Level of organisation of minority groups***

All of respondents answered that Minority participate through associations, and two respondents answered and through associations and model of empty chair in local assembly. The respondents deem the level of organisation of minority groups in the municipality is on average. 4.14. The answers were following: 2 respondents said that minorities are very organized, 4 respondents said that minorities are organized while 1 respondent said that they are moderately organised. According to respondents minorities were involved on average 4.28. The answers were following: 2 respondents answered that minorities are very involved and 5 respondents that they are involved in choosing the topic of the project, drafting the project plans and setting up the project organization. Out of 7, 6 respondents said that they believe that funding will be sufficient for project implementation and 1 said that it will not be sufficient funding for implementation of the project.

### **Plav**

The tasks of all persons involved in the implementation of the project to the respondents are clear on average 5. 5 respondents answered that tasks of all persons involved in the implementation are very clear. According to all respondents persons involved in this project have knowledge, experience and capacity to fulfil tasks. The persons involved in the implementation of the project are suitable for their tasks on average 4. 5 respondents said that the persons involved in the implementation of the project are suitable for the tasks. The respondents deem that the decision-making within the project organisation is on average 4. The decision making in project organisation for respondents is effective (5 respondents), The respondents deem the decision-making within the project organisation is inclusive on average 4. The respondents answered that the decision-making within the project organisation was inclusive (5 respondents).



### ***Level of organisation of minority groups***

All respondents knew that Minority participate through political parties, minority councils and associations. The respondents deem the level of organisation of minority groups in the municipality on average 3.8. The four respondents said that minorities are organised while 1 respondent said that they are moderately organised.

### ***Cooperative capacity***

#### **Bijelo Polje**

The persons worked together on other projects in the past consider this cooperation was successful. The other respondents did not know about past projects and involvement of the project team in it. The answers on previous project were: (4 answers were yes, 1 “no” and 1 “do not know”). Two persons from group B do not know as understood because they were not involved in previous cooperation. The cooperation was evaluated on average 3 or: successful (3 respondents) moderately successful (2 respondents) and one respondent do not know. Persons who knew about previous cooperation evaluated it as successful and persons who were not involved estimated it as moderately successful or said that they do not know.

Respondents deemed that the chance that municipal officers will execute their tasks in the project implementation in a proper and timely fashion are 3.83 or: very high (3 respondents), high chance (2 respondents), no answer (1 respondent), Group A responded very high (3 respondents).

Respondents deemed that the chances that minority stakeholders will execute their tasks in the project implementation in a proper and timely fashion are 3.66 or: high chance (4 respondents), moderately good chance (2 respondents). Group A responded high (3 respondents), moderately good chance (1 respondent) while Group B responded high chance (1 respondent), moderately good chance (1 respondent). The respondents do not see any risks to a successful implementation of the project, connected with the cooperation between the persons involved in the project implementation.

#### **Kotor**

According to the respondents the project is continuation of the previous cooperation and activities for promotion of cultural heritage of the Croats and activities planned for 2015 with support of municipality. Persons involved in previous cooperation knew about this and other respondents had no information. The cooperation was evaluated 4.44. The responses were following: very successful (6 respondents), successful (1 respondents) moderately successful (2 respondents).

Respondents deemed that the chance that municipal officers will execute their tasks in the project implementation in a proper and timely fashion is 4. The answers were following: very high (2 respondents), high chance (4 respondents), moderately good chance (two respondents), and no answer (1 respondent). Respondents deemed that the chance that minority stakeholders will execute their tasks in the project implementation in a proper and timely fashion is on average 4.5. The answers were following: very high (5 respondents), high chance (2 respondents), moderately good chance (1 respondent), and no answer (1 respondent).

#### **Tivat**

According to the respondents the project is continuation of the previous cooperation and activities for promotion of education of Egyptian children with support of municipality. Persons involved in previous cooperation knew about previous cooperation. The respondents deem past cooperation between those involved in the implementation of the local project on average 5. The cooperation was evaluated very successful (7 respondents). The respondents deem the chance that municipal officers will execute their tasks in the project implementation in a proper and timely fashion on average 4.71.

Respondents deemed that the chance that municipal officers will execute their tasks in the project implementation in a proper and timely fashion are very high (5 respondents), high chance (2 respondents). The respondents deem the chance that minority stakeholders will execute their tasks in the project implementation in a proper and timely fashion on average 4.83. Respondents deemed that the chance that minority stakeholders will execute their tasks in the project implementation in a proper and timely fashion is very high (5 respondents), high chance (1 respondent), do not know (1 respondent).

#### **Plav**

All respondents previously worked together and cooperation was scored 5. All respondents said that they believe that funding will not be sufficient although municipality will look forward for additional funding for items needed for simultaneous translation that cannot be purchased due to limited amount of the project. The cooperation was evaluated very successful (7 respondents). Respondents deemed that the chance that municipal officers will execute their tasks in the project implementation in a proper and timely fashion is very high (5 respondents). Respondents deemed that the chance that minority stakeholders will execute their tasks in the project implementation in a proper and timely fashion is on average 5. All respondents answered very high (5 respondents) to this question.

#### ***Expectations***

##### **Bijelo Polje**

According to 50% respondents the local project has a chance to be a success while other 50% consider that it may be successful. From the other side twenty respondents or 74% did not answer this question in awareness questionnaires; only 11.1% answered yes (100% from Group 1: municipal officers involved in minority protection) and 14.9% maybe (28.6% from Group 2: municipal officers not involved in minority protection). 71.4 % of group who had no answer are members and group 2, 3 and 4. This shows that municipal officers not involved in minority protection, and both groups of minorities are not adequately informed on municipal proposal. There were no answer on the question regarding risks or other factors that can influence implementation.

#### ***Success of the project***

##### **Kotor**

Over 50% of respondents do not see risks for implementation of the project due top previous cooperation while, 34.5% do not see risks but also have no explanation to this one respondent consider lack of confidence as risk. 89% of project assessment respondents consider that project will be successful while 11% did not answer. 78.38% respondents in awareness questionnaires consider project to be successful while 21.62% believe it may be successful.

##### **Tivat**

All respondents answered that there are No risks due to previous experience in joint projects. All respondents believe that project will be a success. According to 81.25% respondents from awareness research the local project has a chance to be a success while other 18.75% consider that it may be successful

##### **Plav**

All respondents answered that there are no risks due to simplicity of project. All of respondents believe that project will be successful. According to 77.7% respondents from awareness research the local project has a chance to be a success while other 22.3% consider that it may be successful.

### ***Conclusion on project assessment***

#### **Bijelo Polje**

Regarding project planning and implementation the municipal team are still not well organised, some of the municipal officials have more information than the other. All participants in the project must be familiar with the contents of the project and the municipality shall, before the start of the project, define exactly what is whose role in the project. Only risk factor could be level of the organisation and preparation of the Municipality for implementation of the project. The second risk is financial situation in the municipality. Therefore one of the recommendations would be opening separate account for the project.

#### **Kotor**

The project is needed, well prepared and could be very successful if the Municipality let civil society organisations do the implementation with reasonable coordination. However one manager from Municipality would be fine and more effective than 3.

#### **Tivat**

The project is planned and organised well and municipal officers as well as civil society organisations' partners share tasks and responsibilities. The civil society organisation Association of Egyptian and Municipality of Tivat have extensive history of cooperation and have been implemented several projects together in area of education. However local school is in process of electing new director which could not be risk as itself since Municipality requested permission of the Ministry of education and sports to work with school although if the new director is less willing to cooperate it could slow the process.

#### **Plav**

The project is planned and organised well, team is small and operative and municipal officials are very interested to implement this project. Since Municipality is implementing this without external partners and main activities are hiring staff and procurement of needed equipment it should be undemanding to implement the project.

### ***Recommendations***

On the basis of the previous experience with municipal project, it would be good that all Municipalities have separate project accounts.

At the level of municipality all stakeholders from the proposals shall be involved.

The Municipalities which cooperate with civil society organisations and/or minority councils have to designate part of the work to the stakeholders.

The next cycle of research should be timely prepared in order to have sufficient time to provide better quality of reports.

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Serbia

## “Promoting Human Rights and Minority Protection in South East Europe”

### NATIONAL REPORT ON **SERBIA** FOR THE COLLEGE OF EUROPE



Brugge

College of Europe  
Collège d'Europe



Natolin

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## Introduction

The research in Serbia within the project "Promoting Human Rights and Minority Protection in South East Europe" was conducted between 23<sup>rd</sup> January to 8<sup>th</sup> March 2015 and included: desk research, one day-visit to 6 municipalities (Subotica, Pančevo, Petrovac na Mlavi, Novi Pazar, Bosilegrad and Bujanovac) selected for the project, distribution and collection of the awareness questionnaires and project assessment questionnaires and analysis of the results gathered through questionnaires.

In order to assess the level of awareness of regional as well as national legislation and policies protecting and promoting minority rights, a baseline study was conducted in the six target municipalities with municipal officers, citizens belonging to minority communities and citizens belonging to the majority community. The baseline data was gathered by the national expert through interviews conducted with persons from the different target groups. In addition to the awareness assessment, the baseline also assesses the projects to be implemented in the targeted municipalities; particularly it assesses the level of organization, effectiveness and cooperation of the persons who will implement the project. The results of this project assessment can be found in a separate cross-country report.

## Baseline situation: facts and figures

### **National level: Statistical information about minorities in the country**

According to Census data published on 29<sup>th</sup> November 2011, 83.32% of Serbia's population are Serbs, 0.08% Albanians, 2.02% Bosniaks, 0.26% Bulgarians, 0.23% Bunjevci, 0.49% Vlachs, 0.11% Goranis, 0.32% Yugoslavs, 3.53% Hungarians, 0.32% Macedonians, 0.31% Muslims, 0.06% Germans, 2.05% Roma, 0.41% Romanians, 0.05% Russians, 0.20% Ruthenians, 0.73% Slovaks, 0.06% Slovenians, 0.07% Ukrainians, 0.81% Croats, 0.54% Montenegrins and 0.24% other. Moreover, 0.43% of the population declared their regional affiliation, in 1.14% of cases it is unknown, while 2.22% did not declare their regional affiliation.

*Table 1. Population of Serbia*

Community	Population size (in percentage)
Serbs	83.32%
Albanians	0.08% <sup>128</sup>
Bosniaks	2.02%
Bulgarians	0.26%
Bunjevci	0.23%
Vlachs	0.49%
Goranci	0.11%
Yugoslavs	0.32%
Hungarians	3.53%
Macedonians	0.32%
Muslims	0.31%
Germans	0.06%
Roma	2.05%
Romanians	0.41%

<sup>128</sup>Albanians from South Serbia refused the Census, and consequently, fewer citizens of Albanian nationality were registered than their actual number, to be precise 5,809 persons, whereas there were 61,647 members of the Albanian minority in Serbia according to the results of the 2002 Census.

<b>Russians</b>	0.05%
<b>Ruthenians</b>	0.20%
<b>Slovaks</b>	0.73%
<b>Slovenians</b>	0.06%
<b>Ukrainians</b>	0.07%
<b>Croats</b>	0.81%
<b>Montenegrins</b>	0.54%
<b>Others</b>	0.24%
<b>Regional Affiliations</b>	0.43%
<b>Unknown</b>	1.14%
<b>Did not declare</b>	2.22%
<b>Total</b>	<b>100%</b>

### ***Social, economic and political position of minorities in the country***

The Constitution of the Republic of Serbia prohibits discrimination of members of national minorities and guarantees their right to equality before the law. Furthermore, it envisages that members of national minorities have the right to participate in the management of public affairs and take up public offices on equal terms with other citizens, provided that public authorities and local government bodies take into consideration the ethnic structure of the population and the adequate participation of national minorities in employment. However, available data indicate that there are no official records on the participation of national minorities in public affairs, considering that the Central Personnel Records lack data on the nationality of public officials and employees in the state administration bodies and the Government, as there are no legal grounds for collecting such information.

The law entitles members of national minority groups to participate, either directly or through their representatives, in decision-making on issues related to culture, education, information and the official use of the minority languages and scripts and, for the purpose of achieving their right to self-government in these fields, they can appoint their national councils. In Serbia, the Law on the Protection of Rights and Freedoms of National Minorities is in force since 2002, and the Law on National Councils for National Minorities since 2009. Provisions on certain national minority rights are also enshrined in the Law on the Official Use of Languages and Scripts, the Law on Culture and the Law on the Foundations of the Education System. In addition, national minority rights are treated in the bilateral conventions that Serbia has signed with the neighbouring countries (Macedonia, Croatia, Romania and Hungary). These conventions also envisage the establishment of mixed intergovernmental commissions mandated to monitor the enforcement of these conventions.

The term “national minority” is defined in the Law on the Protection of Rights and Freedoms of National Minorities. According to the statutory definition, among its other essential characteristics, a national minority group’s distinctive characteristic is that it is composed by nationals of the Republic of Serbia, thus excluding groups of migrant workers, temporarily displaced persons, refugees and stateless persons from minority protection. It should be noted that in its Second Opinion, the Council of Europe Advisory Committee on the Framework Convention for the Protection of National Minorities advised that the citizenship requirement be dropped from the statutory definition of national minorities, while the Republic of Serbia stated in its periodical report from 2013 that the shortcomings of this definition would be compensated mainly by liberalising the requirements for acquiring citizenship.

The 2009 Law on National Councils for National Minorities regulates their status and authorities. This Law grants ample powers to national councils, which are entrusted with public authorities in the area of culture, education, information and the official use of national minority languages and

scripts.<sup>129</sup> In January 2014, the Constitutional Court declared that certain provisions of the Law on National Councils for National Minorities regarding the authorities of these councils are contrary to the Constitution of the Republic of Serbia. In May 2014, this Law was amended in the part that concerns the procedure of appointment and establishment of the national councils, including the registration and strike-off of the national councils from the Register kept by the line ministry. However, at the time, the opportunity was missed to also amend the provisions that the Constitutional Court determined should be set out in more detail. Consequently, another set of amendments can be expected in the forthcoming period.

The Republic Council for national minorities chaired by the prime minister and composed by members of relevant government ministries and offices, including representatives of all national minority councils, should have a special role in the active relations between the state and national councils. However, so far this body has not met expectations, as it rarely met and failed to fulfil its role effectively. On 2 April 2015, by the Decision of the Government of the RS, the name of the Council was changed into Council of National Minorities and has met two times since then and it is yet to be seen if this practice will bring new approach of the government towards the national councils and its better cooperation.

The funding of the national councils' activity is envisaged by the law. Every year, the amount directly allocated to national councils is determined by the budget law. In 2014, RSD 250 million were envisaged for this purpose. These funds are distributed in accordance with the provisions of the Law and the Regulation on the procedure of distribution of funds from the budget of the Republic of Serbia for funding the activity of national minority councils. In fact, 30% of the funds is distributed in equal amounts to all registered national councils, whereas 35% is distributed in proportion to the share of the national minority group represented by a national council, in percentages, in the total number of national minority persons with registered national councils. The number registered at the last Census is taken as relevant number of national minority persons. Additionally, the remaining 35% of funds is distributed to each of the four regions in which the councils operate, in four equal amounts, in accordance with a ranking system stipulated in the Regulation. It should be taken into consideration that the national councils with registered seat in the Autonomous Province (AP) of Vojvodina also get substantial funding from the Province's budget. In 2014, RSD 56.7 million were earmarked in the provincial budget for this purpose.<sup>130</sup> On the other hand, in the proceedings on the complaints of the

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<sup>129</sup>For instance, in the area of education, the law allows national councils to establish educational institutions, to propose school curricula to the National Education Council and to propose candidates for the joint list of candidates for the elections of the National Educational Council members. In the area of culture, the law allows them to establish cultural institutions for the preservation, advancement and development of cultural excellence and for the preservation of the national minority's identity; to exercise the rights and obligations of founders and to participate in the management of these institutions. In the area of information, the national councils may, under the conditions stipulated by the Law, establish institutions and companies, either independently or in conjunction with other legal entities, to carry on publishing and broadcasting activities, printing and reproduction of recorded media, and to exercise all the rights and obligations of founders. In the area of the official use of languages and scripts, the national councils are authorised to designate the traditional names of local government units, settlements and other geographical names in the national minority languages; implement measures and activities to promote the use of the national minority official languages and scripts. The law stipulates that the national councils shall cooperate with international and regional organizations, with the organizations and institutions in their countries of origin, and with national minority councils and similar bodies in other countries, and that their representatives shall participate in the work of mixed intergovernmental bodies tasked with monitoring the implementation of bilateral intergovernmental conventions on the protection of national minority rights.

<sup>130</sup>These allocations were not accompanied by appropriate oversight mechanisms. In fact, mandatory external auditing was introduced only in 2011, and no adequate measures are envisaged in cases when the external audit reveals omissions or shortcomings in the work of a national council. In April 2014, the director of the Office for Human and Minority Rights made a statement concerning the irregularities in the spending of these funds by some of the national councils. Hence, there is a need for establishing mechanisms for the oversight of national councils and their activities.

Albanian and Bosniak national minority councils, the Ombudsman established that the provision on the participation of local government in funding the national councils' activity was not adequately enforced in the first four years following the passing of the Law.

In line with valid regulations, national council elections were held in 2010 and 2014, and members of 20 national minority groups elected their representatives, specifically: Albanian, Ashkali, Bosnian, Bulgarian, Bunjevac, Vlach, Macedonian, Hungarian, German, Slovak, Slovenian, Croatian, Ukrainian, Romanian, Ruthenian, Roma, Czech, Greek, Egyptian and Montenegrin national minority groups. In addition, the Executive Board of the Union of Jewish Municipalities also exercises the role of National Council of the Jewish community. Many of the issues with national councils can take on political connotations. For instance, the Bosniak national minority council was not constituted after the 2010 elections, which led to serious political upheavals in Sandžak and, consequently, the previous national council's convocation continued with its work. The case of the Albanian national minority council also deserves a mention. In fact, among others, the refusal resulted in the reduction of funding from the national budget and of the number of members in the Albanian national minority council. Specifically, in view of the fact that 35% share of total earmarked funds is distributed to national councils in proportion with the number of national minority persons registered in the last Census, the Albanian national minority council's share of funding should be tenfold less than the share it had before the Census. Moreover, considering that the law envisages that the number of members of the national minority council is dependent on the number of national minority persons registered in the last population Census, the Albanian national minority council now has the statutory minimum number of members – 15 members.<sup>131132</sup>

In its report for 2014 the Ombudsman noted several problems with regard to national minority rights in Serbia. Among other, the report emphasises that there is still no legal certainty that would guarantee the national councils of national minorities fully exercise of their rights irrespective of any political will or other public interests; relevant provisions of laws in the fields of education, culture and information have not yet been harmonized with the provisions of the Law on National Councils of National Minorities; there is no effective mechanism at municipal and town/city level that would guarantee that any decisions passed by competent authorities are in accordance with the recognised rights of national councils of national minorities; no uniform practice has been adopted in the work of competent authorities of local self-governments where citizens exercise their right to have their name registered in the language and according to the orthocratic rules of their national minority; the issues concerning official use of the Bosnian language in administrative, judicial and other procedures have not been eliminated; the Ministry of Education, Science and Technological Development has not taken measures to harmonise the relevant provisions of the basic law and special laws within its sphere of competence which contradict one another with regard to bilingual teaching for members of national minorities; there are still no system arrangements in place that would govern the use of affirmative action in the education of Roma pupils; no plan has been adopted to address the issue of informal collective camps or to provide housing for the internally displaced Roma who dwell in in unsanitary settlements. Furthermore, some recommendations from the report from 2013 have not been yet addressed by the competent authorities: no mechanism has been provided yet for the mandatory introduction of the official use of national minority languages in the local government units, as a consequence of the delay in amending the Law on the Official Use of

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<sup>131</sup>Please refer to: <http://www.ustavni.sud.rs/page/view/sr-Latn-CS/88-101942/pojedine-odredbe-zakona-o-nacionalnim-savetima-nacionalnih-manjina-nisu-u-saglasnosti-sa-ustavom>

<sup>132</sup>Please refer to Art. 9 of the Law on National Councils. In accordance with the decision of the Ministry of State Administration and Local Self-Government to call for elections of national minority council members, held on 26 October 2014, 15 members of the Albanian national minority council were elected, and on the other hand, 26,889 voters enrolled to vote by the expiry of the statutory term, which is 463% of the number registered in the Census.

Languages and Scripts, when the statutory conditions are met; the lack of Bosnian language interpreters prevents members of the Bosniak national minority from using their language, in speech and writing, in proceedings before state authorities.

In addition, it is worth noting that a large number of interethnic incidents occurred in Vojvodina in 2013, and specifically in Temerin, Bečej and Novi Sad. Because of this, an agreement was reached to ramp up security in Vojvodina by deploying the gendarmerie in addition to police forces. The impression is that the incidence of interethnic incidents declined in 2014. The last incidents that prompted media coverage occurred in October 2014, in the wake of the Serbia v. Albania football match that was interrupted in Belgrade, when several bakeries and other facilities owned by Albanians were vandalised in Vojvodina – Sombor, Stara Pazova and Novi Sad, while the mosque entrance door was set on fire in Subotica. On the other hand, unlike the previous years, this year's celebration of Flag Day, the Albanian national holiday, on 28 November 2014, was not marked by protests or incidents in Bujanovac and Preševo. The representatives of the Albanian national minority announced on this occasion that they would once again seek permission from the state authorities to allow the use of the Albanian national flag and symbols.

### ***Implementation of minority rights in Serbia***

In its Third Opinion on Serbia from 28<sup>th</sup> November 2013, the Advisory Committee notes there have been changes in legislation aimed at promoting the protection of national minority rights. The 2009 Law on National Councils of National Minorities delegates competences in the fields of culture, education, information in national minority languages and official use of language and script, and the 2009 Law on the Prohibition of Discrimination strengthened the legal framework regarding protection from discrimination on grounds relevant to national minority persons. Minority languages have been introduced in official use and education in a number of municipalities and there is a variety of broadcasting and print media. The authorities have made significant efforts to develop comprehensive policies to promote equal opportunities for the Roma, in acquiring identity documents, and their access to housing, health and education.

Even so, the strategic approach to the integration of national minorities in Serbian society is still lacking. There are some concerns about the influence of national minority councils on pluralism and editorial independence in minority language media. Progress in introducing minority languages in official use has generally been slower outside Vojvodina, and practical difficulties impede the implementation of this right in practice. Minorities lack adequate textbooks, which prevents receiving instruction in and of minority languages. Roma are still subject to prejudice and discrimination and face segregation in education and difficulties in access to housing, the labour market and health care. National minorities also remain significantly under-represented in state-level public administration and public enterprises. The report advises promoting effective participation of national minorities, and taking measures to address the under-representation of national minorities in public administration, particularly at state level.

The Committee of Experts evaluated (adopted by the Committee of Ministers on 11 June 2013) the implementation of the Charter and urged the Serbian authorities to pursue steps to secure the implementation of the Charter in all municipal territories where the speakers of the regional or minority languages are present in sufficient numbers for the application of provisions of the Charter, including where necessary changes to statutes of municipalities. The authorities should continue to promote awareness and tolerance in Serbian society at large vis-à-vis the regional or minority languages. Teacher training should be strengthened and provided with adequate teaching materials for all regional or minority languages at all appropriate education stages. The use of Romani and Ukrainian languages should be allowed before judicial authorities and in public services. In addition,

practical measures should be ensured that personal names and place names in the regional or minority languages can be used officially in conformity with the tradition and orthography of the languages concerned.

### **Local Level**

The population of each of the municipalities is listed in the tables below.

*Table 2. Population of Bosilegrad*

<b>Ethnicity</b>	<b>Population size</b>
<b>Bulgarians</b>	5,839
<b>Serbs</b>	895
<b>Macedonians</b>	38
<b>Yugoslavs</b>	20
<b>Others</b>	1,100

According to the Census from 2011, the municipality of Bosilegrad had a population of 8,129 inhabitants: 5,839 ethnic Bulgarians, 895 Serbs, 38 Macedonians, 20 Yugoslavs, and 1,100 of citizens did not even declare their national/ethnic origin.

*Table 3. Population of Bujanovac*

<b>Ethnicity</b>	<b>Population size</b>
<b>Serbs</b>	12,989
<b>Roma</b>	4,576
<b>Albanians</b>	23,000

Bujanovac is multi-ethnic municipality that is besides 12,989 of Serbs, also inhabited by 4,576 members of Roma population and around 23,000 Albanians. Members of Albanian national minority refused the Census in 2011, so the estimated number of Albanians living in the municipality of Bujanovac is based on the results of Census from 2002, when 23,681 members of Albanian national minority were registered.

*Table 4. Population of Novi Pazar*

<b>Ethnicity</b>	<b>Population size</b>
<b>Bosniaks</b>	77,443
<b>Serbs</b>	16,234
<b>Muslims</b>	4,102
<b>Goranci</b>	246

According to the Census from 2011, Novi Pazar had a population of 100,410 inhabitants: Bosniaks are 77,443; Serbs 16,234; Muslims 4,102 and Goranci 246 citizens.

Table 5. Population of Pančevo

Ethnicity	Population size
Serbs	97,499
Macedonians	4,558
Hungarians	3,422
Yugoslavs	586
Bulgarians	501
Germans	196

According to the 2011 census, in the municipality of Pančevo persons belonging to national minorities make up 20.99.% of the total population. In terms of the number of speakers of minority languages, the municipality of Pančevo is multilingual and contains, according to the census, 18,107 persons which count a minority language as their mother tongue, making up 14.67% of the total population. The largest number of citizens with minority mother tongues is those speaking Macedonian (4,558 or 3.7%) then Hungarian (3,422 or 2.8%) and Bulgarian (501 or 0.4%).

Table 6. Population of Petrovac na Mlavi

Ethnicity	Population size
Serbs	25,015
Vlachs	4,609

According to the 2011 census, the Petrovac-na-Mlavi municipality has a total population of 31,259 of which 5,172 citizens belong to a national minority. Among the members of national minorities, the most numerous is the Vlach minority with 4,609 citizens.

Table 7. Population of Subotica

Ethnicity	Population size
Serbs	38,254
Hungarians	50,469
Croats	14,151
Bunjevac	13,553

According to the results of the 2011 census, the City of Subotica has a total of 141,554 inhabitants, of which 35.65% (50,469 people) are members of the Hungarian minority, 27.02% (38,254 people) are Serbs, 10% (14,151) are members of the Croatian national minority, 9.57 % (13,553 people) are members of the Bunjevac national minority, while other nationalities make up 27.33% of the population of Subotica.

### ***Social, economic and political position of minorities in the municipalities***

According to the Third Opinion Framework Convention for the Protection of National Minorities Advisory Committee's on Serbia, the concerns of minorities in parts of Serbia that are farthest from the capital are reportedly not always sufficiently visible to the central authorities, meaning that some minorities may lack trust in the central authorities and may tend to feel a stronger sense of connection with their "kin-State", where one exists, than with Serbia. For instance, the municipality of Bosilegrad, despite the fact that it is predominantly inhabited by members of the Bulgarian national minority, does not have the full capacity to implement the minority rights. The reasons for this are numerous, and some of them are the relations between central and local authorities, and low level of knowledge that the local administration has on standards for the protection of minority rights. In addition, all important institutions of the Bulgarian minority in Serbia (National Council, political parties, institutions of culture and education) are located in the municipality of Dimitrovgrad that is also inhabited by the members of Bulgarian national minority, due to the fact that its

geographic location, traffic routes and other infrastructure are more easily accessible. On the other hand, in Novi Pazar, for instance, some of the main barriers that prevent the implementation of minority rights are weak social bonds between people who are from different ethnic communities, and lack of cooperation with the National Council of the Bosniak National Minority in Serbia. In addition, the local authorities in Novi Pazar have never made any decisions related to the realization, protection and promotion of the rights of national minorities.

### ***Incidents in (recent) history that might have affected the minorities in the municipalities***

The greatest degrees of ethnic distance are expressed with respect to ethnic Albanians, followed by Croats, Roma and Bosniaks.<sup>133</sup> In addition, it is worth noting that a large number of interethnic incidents occurred in Vojvodina in 2013, and specifically in Temerin, Bečej and Novi Sad. Because of this, an agreement was reached to ramp up security in Vojvodina by deploying the gendarmerie in addition to police forces. The impression is that the incidence of interethnic incidents declined in 2014. The last incidents that prompted media coverage occurred in October 2014, in the wake of the Serbia v. Albania football match that was interrupted in Belgrade, when several bakeries and other facilities owned by Albanians were vandalized in Vojvodina – Sombor, Stara Pazova and Novi Sad, while the mosque entrance door was set on fire in Subotica. On the other hand, unlike the previous years, this year's celebration of Flag Day, the Albanian national holiday, on 28 November 2014, was not marked by protests or incidents in Bujanovac and Preševo. The representatives of the Albanian national minority announced on this occasion that they would once again seek permission from the state authorities to allow the use of the Albanian national flag and symbols.

### ***Implementation of international minority rights in the municipalities***

According to the Third Opinion Framework Convention for the Protection of National Minorities Advisory Committee's on Serbia, discrepancies persist as regards the implementation of minority rights in different parts of the country. In the Autonomous Province of Vojvodina, regulations and practices with respect to support to minority cultures and the use of minority languages are more far-reaching than those in other parts of Serbia where minorities live in substantial numbers, such as southern Serbia (Albanian minority), the Sandžak (Bosniak minority) and eastern Serbia (Bulgarian and Vlach/Romanian minorities). Also, this opinion in several sections points to the fact that the allocation of funds for the promotion of national minority cultures is not favorable to certain minorities, as well as to the difficulties in financing long-term activities in this field.

### ***Implementation of national and local minority rights in the municipalities***

In Bosilegrad, the Municipal Assembly has adopted a Development Strategy 2013–2018, but in it there are no separate priorities, goals or other activities dedicated to developing the capacity of municipalities in relation to the rights of national minorities. Despite the changes of regulations, registration of members of the Bulgarian national minority in the Registry book of births is not being realized according to the orthography of the Bulgarian language. The municipality of Bujanovac has no specific strategy that regulates the status of national minorities and interethnic relations. Also, the municipality of Bujanovac did not establish, in accordance with the Law on Local Self-Government, Council for Inter-Ethnic Relations.

Novi Pazar does not have a special cultural strategy, and the local authorities have never made any decisions related to the realisation, protection and promotion of the rights of national minorities. The local self-government did not provide statutory way to encourage and promote the culture of

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<sup>133</sup>Report on the Public Opinion Research "Citizens' Attitudes on Discrimination in Serbia, CESID, Commissioner for Protection of Equality and the UNDP".



Bosniaks (the decisions of the National Council were not implemented, no decision was made regarding the co-financing of the National Council). The City of Pančevo does not provide a direct instrument for the participation of national minorities in public affairs. However, all interested parties, including members of national minorities, have an opportunity to follow the work of the City Assembly. In Petrovac na Mlavi, there are two identified cultural issues related to Vlach minority. The first is the notion of withering of the culture heritage of the Vlachs. One of the existing problems which can be improved, in this respect, is the cooperation linkage between the Vlach representatives in local-self-governing, Vlach minorities and associations dealing with cultural heritage. The second issue is the lack of information about the ethnic and cultural heritage of the Vlachs.

Finally, in Subotica some of the main barriers that prevent the implementation of minority rights are lack of organisation of the official documents and the lack of working materials (model-forms) in minority languages for the City Council and the City Assembly sessions.

### ***Baseline situation: awareness of minority rights***

There were a total of two hundred and sixty-four (264) questionnaires, of which, twenty- seven (27) in Bosilegrad, fifty-two (52) in Bujanovac, fifty-six (56) in Novi Pazar, forty-one (41) in Pančevo, fifty-one (51) in Petrovac na Mlavi and thirty –seven (37) in Subotica.

#### ***Questionnaire***

The questionnaire was translated into Serbian only, after the consultation with the contact persons in municipalities. Adaptions of the translated questionnaires both on the national and local level were minor.

#### ***Method***

The cooperation with the municipality contact persons was successful and good all throughout the research phase. They were responsive to the questions and requests and were very much cooperative in the phase of distribution and collection of the awareness questionnaires. In order to conduct the interviews with the municipal officers and with minority persons, the municipal contact persons were contacted to help with the identification of stakeholders. The municipal officers were particularly helpful in identifying the municipal officers to be interviewed as well as minority persons who work for minority rights protection. The only method used in identification, distribution and the collection of the questionnaires was through the help of project teams.

### ***Personal information on the target group***

#### ***Gender***

The majority of the respondents were female (51,14%) whereas 48,46% of the respondents were men. In the municipalities of Bosilegrad, Pančevo, Petrovac na Mlavi and Subotica the majority of respondents are women, while in the municipalities of Bujanovac and Novi Pazar the majority of respondents are men. Namely, in Pančevo 63.41% of respondents (26 respondents) are women; in Subotica 56.76% of (21 respondents) are women; in Bosilegrad 55.55% of respondents (15 respondents) are women, and in Petrovac na Mlavi 54.9% (28 respondents) are women. On the other hand, in Bujanovac 59.61% of respondents (31 respondents) are men, and in Novi Pazar 57.14% of respondents (32 respondents) are men.

Table 8. Gender

Municipalities	Female	Male	Total
Bosilegrad	15	12	27
Bujanovac	21	31	52
Novi-Pazar	24	32	56
Pančevo	26	15	41
Petrovac	28	23	51
Subotica	21	16	37
<b>Total</b>	<b>135</b>	<b>129</b>	<b>264</b>

### Nationality

In the municipalities of Pančevo and Subotica respondents stated that they are of seven different nationalities, in the municipality of Petrovac na Mlavi respondents stated that they are of five different nationalities, in the municipality of Novi Pazar respondents stated that they are of two different nationalities, and in the municipality of Bosilegrad respondents stated that they are of one nationality. In Pančevo, respondents stated the following nationalities: Serbian, Romanian, Macedonian, Hungarian, Bulgarian and Slovak nationality. In Subotica, respondents stated the following nationalities: Hungarian, Croatian, Bunjevac, Jewish, Hungarian and Serbian, Serbian and Roma. In Petrovac na Mlavi, respondents stated the following nationalities – Serbian, Vlach, Rumanian, Hungarian and Slovak nationality. In Bujanovac, respondents stated the following nationalities – Albanian, Roma and Serbian nationality. Finally, in Novi Pazar, respondents stated they are of Bosniak and Serbian nationality, while in Bosilegrad respondents stated they are of Bulgarian nationality. The nationality of each of the municipalities is listed in the tables below.

Table 9. Nationality

Ethnicity	Pančevo	Subotica	Petrovac	Bujanovac	Novi Pazar	Bosilegrad	Total
Serbian	9	0	26	13	5	0	53
Albanian	0	0	0	15	0	0	15
Roma	0	0	0	14	0	0	14
Bosniak	0	0	0	0	39	0	39
Rumanian	8	0	5	0	0	0	13
Macedonian	7	0	0	0	0	0	7
Vlach	0	0	10	0	0	0	10
Hungarian	6	20	1	0	0	0	27
Slovak	2	0	1	0	0	0	3
Bulgarian	3	0	0	0	0	18	21
Bunjevac	0	2	0	0	0	0	2
Croats	0	5	0	0	0	0	5
Jewish	0	1	0	0	0	0	1
Other	2	3	0	0	0	0	5
not to say	4	6	8	10	12	9	49
<b>Total</b>	<b>41</b>	<b>37</b>	<b>51</b>	<b>52</b>	<b>56</b>	<b>27</b>	<b>264</b>

### Minority status

When asked to specify which groups the respondents belonged to, there are more responses showing more ethnic groups. The data shows that a majority of the respondents (25.76%) answered “prefer not to say” on this question. Second biggest group of respondents are Serbs (18.18 %) then Bosniaks (12.5%) and Hungarians (9.47%).

In all municipalities the majority of respondents cited a minority status. In Bosilegrad, 33.33% (9 respondents) answered “prefer not to say”, while 22.22% (6 respondents) did not want to answer whether they consider themselves part of a minority group. In Novi Pazar, 30.36% (17 respondents) answered 'prefer not to say', while 8.93% (5 respondents) stated that they did not wish to answer whether they considered themselves part of a minority group. In Bujanovac, 25% (13 respondents)

did not want to answer, while 17.31% (9 respondents) did not want to answer whether they considered themselves part of a minority group. In Petrovac na Mlavi, 17.65% (9 respondents) did not answer, while the remaining 5.89% of respondents (3 respondents) did not want to answer this question. In addition, 1.96% (1 respondent) did not want to answer whether he considered himself part of a minority group. In Pančevo, 4.88% (two respondents) did not answer, while 14.63% of respondents (6 respondents) did not want to answer this question. In addition, 12.19% (5 respondents) preferred not to say whether they consider themselves part of a minority group. Finally, in Subotica, 16.22% of respondents (6 respondents) did not want to answer to, while 8.1% (3 respondents) preferred not to say whether they considered themselves part of a minority group

Table 10. Group belonging

Group	Pančevo	ubotica	Petrovac	Bujanovac	Novi Pazar	Bosilegrad	Total
Serbian	9	1	22	12	4	0	48
Albanian	0	0	0	14	0	0	14
Roma	0	0	0	10	0	0	10
Bosniak	0	0	0	0	33	0	33
Rumanian	8	0	5	0	0	0	13
Macedonian	7	0	0	0	0	0	7
Vlach	0	0	10	0	0	0	10
Hungarian	4	20	1	0	0	0	25
Slovak	1	0	1	0	0	0	2
Bulgarian	3	0	0	0	0	18	21
Bunjevac	0	2	0	0	0	0	2
Croats	0	5	0	0	0	0	5
Jewish	0	1	0	0	0	0	1
Other	0	0	0	3	0	0	3
not to say	9	6	12	13	19	9	68
Total	41	37	51	52	56	27	264

When asked whether they considered themselves as part of a minority group in Serbia, 63.26 % of the respondents considered themselves as part of a minority group, whereas 36.74% respondents prefer not to say.

Table 11. Minority group

Municipality	Yes	not to say	No	Total
Pančevo	24	17	0	41
Subotica	30	7	0	37
Petrovac na Mlavi	18	33	0	51
Bujanovac	39	13	0	52
Novi Pazar	38	16	0	56
Bosilegrad	18	9	0	27
Total	167	97	0	264

### Minority language

In all municipalities, except Petrovac na Mlavi, the majority of respondents answered that their mother tongue is considered a minority language in the Republic of Serbia. In addition, in all municipalities, the majority of respondents answered that they speak and understand the official language of the Republic of Serbia.

In Subotica, 81.08% (30 respondents) answered that their mother tongue is considered a minority language in the Republic of Serbia, while 81.08% (30 respondents) answered that they speak and understand the official language of the Republic of Serbia. In Bosilegrad, 77.78% (21 respondents) answered that their mother tongue is considered a minority language in the Republic of Serbia, while 81.48% (22 respondents) answered that they speak and understand the official language of the Republic of Serbia. In Bujanovac, 76.92% (40 respondents) answered that their mother tongue is considered a minority language in the Republic of Serbia, while 51.92% (27 respondents) answered that they speak and understand the official language of the Republic of Serbia. In Novi Pazar, 69.64% (39 respondents) answered that their mother tongue is considered a minority language in the Republic of Serbia, while 80.36% (45 respondents) answered that they speak and understand the official language of the Republic of Serbia. In Pančevo, 68.29% (28 respondents) answered that their mother tongue is considered a minority language in the Republic of Serbia, while 70.73% (29 respondents) answered that they speak and understand the official language of the Republic of Serbia. Finally, In Petrovac na Mlavi, 41.18% (21 respondents) answered that their mother tongue is considered a minority language in the Republic of Serbia, while 50.98% (26 respondents) answered that they speak and understand the official language of the Republic of Serbia.

*Table 12. Is your mother tongue considered a minority language in Serbia?*

<b>Municipality</b>	<b>Yes</b>	<b>No</b>	<b>No answer</b>
<b>Pančevo</b>	28	0	13
<b>Subotica</b>	30	0	7
<b>Petrovac na Mlavi</b>	21	0	30
<b>Bujanovac</b>	40	0	12
<b>Novi Pazar</b>	39	0	17
<b>Bosilegrad</b>	21	0	6
<b>Total</b>	<b>179</b>	<b>0</b>	<b>85</b>

*Table 13. Do you speak and understand the official language of Serbia?*

<b>Municipality</b>	<b>Yes</b>	<b>No</b>	<b>A little</b>	<b>No answer</b>
<b>Pančevo</b>	29	0	1	11
<b>Subotica</b>	30	1	2	4
<b>Petrovac na Mlavi</b>	26	1	1	23
<b>Bujanovac</b>	27	1	19	5
<b>Novi Pazar</b>	45	0	0	11
<b>Bosilegrad</b>	22	0	0	5
<b>Total</b>	<b>179</b>	<b>3</b>	<b>23</b>	<b>59</b>

### **Age**

The majority of the respondents (64.4%) were adults whereas 29.9% of respondents were young. In the municipalities of Subotica, Pančevo, Novi Pazar, Petrovac na Mlavi and Bosilegrad, the majority of respondents falls into the adult age category. On the other hand, in the municipality of Bujanovac, the majority of respondents falls into the young age category.

In Subotica, 91.89% (34 respondents) fall into the adult age category, while the remaining 8.11% of respondents (three respondents) fall into the young age category. In Pančevo, 9.76% (4 respondents) fall into the young age category; 85.36% of the respondents (35 respondents) fall into the adult age category, and 2 respondents (4.88%) fall into the senior age category. In Novi Pazar, 82.14% (46 respondents) falls into the adult age category, and the remaining 17.86% (10 respondents) falls into

the young age category. In Petrovac na Mlavi, 13.72% (7 respondents) falls into the young age category; 72.55% of respondents (37 respondents) falls into the adult age category, while 11.76% respondents (6 respondents) falls into the senior age category. In Bosilegrad, 51.85% (14 respondents) falls into the adult age category; 9 respondents, i.e. 33.33%, fall into the young age category, and 14.82% respondents (4 respondents) falls into the senior age category. Finally, in Bujanovac, 92% (46 respondents) falls into the young age category, while 8% (four of them) falls into the adult age category.

*Table 14. Age*

<b>Municipality</b>	<b>Young</b>	<b>Adult</b>	<b>Senior</b>	<b>No answer</b>	<b>Total</b>
<b>Pančevo</b>	4	35	2	0	<b>41</b>
<b>Subotica</b>	3	34		0	<b>37</b>
<b>Petrovac na Mlavi</b>	7	37	6	1	<b>51</b>
<b>Bujanovac</b>	46	4	0	2	<b>52</b>
<b>Novi Pazar</b>	10	46	0	0	<b>56</b>
<b>Bosilegrad</b>	9	14	4	0	<b>27</b>
<b>Total</b>	<b>79</b>	<b>170</b>	<b>12</b>	<b>3</b>	<b>264</b>

### **Education**

The majority of the respondents had finished university or college (41.44%) and 38.78% had finished secondary school. In the municipalities of Novi Pazar, Petrovac na Mlavi, Subotica and Pančevo, the majority of respondents have completed higher education. On the other hand, in the municipalities of Bujanovac and Bosilegrad, the majority of respondents have completed secondary education.

*Table 15. Education per minority groups*

<b>Minority group</b>	<b>None</b>	<b>Primary</b>	<b>Secondary</b>	<b>Vocational</b>	<b>University</b>	<b>Total</b>
<b>Yes</b>	1	9	64	21	71	<b>166</b>
<b>not to say</b>	0	5	38	16	38	<b>97</b>
<b>No</b>	0	0	0	0	0	<b>0</b>
<b>Total</b>	<b>1</b>	<b>14</b>	<b>102</b>	<b>37</b>	<b>109</b>	<b>263</b>

In Novi Pazar, 75% (42 respondents) have completed university/college; 14.28% of respondents (eight respondents) have completed vocational training, and 10.72% of respondents (6 respondents) have completed secondary education. In Petrovac na Mlavi, 50.98% (26 respondents) have completed university/college; 21.57% of respondents (11 respondents) have completed vocational training, 19.6% of respondents (10 respondents) have completed secondary education, while the remaining 7.85% respondents (4 respondents) have completed primary education. In Subotica, 45.94% (17 respondents) have completed university/college, 8.1% of respondents (3 respondents) have completed vocational training, while 40.54% of respondents (15 respondents) have completed secondary education. In addition, 5.42% of respondents (2 respondents) have completed primary education. In Pančevo, 45% (18 respondents) have completed university/college, 12.5% of respondents (5 respondents) have completed vocational training, 40% of the respondents (16 respondents) have completed secondary education, and the remaining 2.5% (1 respondent) has completed primary education. In Bujanovac, 1.93% (one respondent) have completed university/college, 5.77% (3 respondents) have completed vocational training, 84.6% (44 respondents) completed secondary education, while 5.77% (3 respondents) completed primary education. In addition, 1.93% (1 respondent) has no education. In Bosilegrad, 18.52% (5 respondents) have completed university/college, 25.92% (7 respondents) have completed

vocational training, 40.74% (11 of the respondents) have completed secondary education, and 14.82% (4 respondents) have completed primary school.

Table 16. Education per municipality

Municipality	None	Primary	Secondary	Vocational	University	Total
Pančevo	0	1	16	5	18	40
Subotica	0	2	15	3	17	37
Petrovac	0	4	10	11	26	51
Bujanovac	1	3	44	3	1	52
Novi Pazar	0	0	6	8	42	56
Bosilegrad	0	4	11	7	5	27
<b>Total</b>	<b>1</b>	<b>14</b>	<b>102</b>	<b>37</b>	<b>109</b>	<b>263</b>

### ***Involvement with the municipality and with minority protection***

Out of two hundred sixty four (264) respondents who answered the question, one hundred eleven (111) work for the municipality. Out of these, thirty two (32) are involved in the protection of non-majority communities within their municipality in different capacities.

Table 17. Number of respondents per municipality working for the municipality

Municipality	work for the municipality	do not work for the municipality	Total
Pančevo	18	23	41
Subotica	25	12	37
Petrovac	14	37	51
Bujanovac	18	34	52
Novi Pazar	31	25	56
Bosilegrad	5	22	27
<b>Total</b>	<b>111</b>	<b>153</b>	<b>264</b>

Table 18. Number of municipal officers who work on minority policies

Municipality	work for the municipality and work on non-majority community protection
Pančevo	9
Subotica	2
Petrovac	7
Bujanovac	11
Novi Pazar	3
Bosilegrad	0
<b>Total</b>	<b>32</b>

Table 19. Number of respondents involved in minority policies

Municipality	Respondents involved in minority policies
Pančevo	17
Subotica	6
Petrovac	10
Bujanovac	18
Novi Pazar	3
Bosilegrad	4
<b>Total</b>	<b>58</b>

## *Awareness of minority rights among the target group*

### ***Awareness of the Framework Convention for the Protection of National Minorities***

In all municipalities, the majority of respondents have heard of the Convention, but do not know the content. In addition, in all municipalities, the majority of respondents did not know that the Convention is applicable in the Republic of Serbia.

In Bujanovac, 80.8% (42) have heard of the Convention, but do not know the content. On the other hand, 73.08% of respondents (38 respondents) do not know that the Convention is applicable to the law in the Republic of Serbia. In Subotica, 59.46% (22 respondents) have heard of the Convention, but are not familiar with its content. On the other hand, 72.97% (27 respondents) do not know that the Convention is applicable to the law in the Republic of Serbia. In Bosilegrad, 59.26% of the total number of respondents (16 of them) stated that they have heard of the Convention, but do not know the content. On the other hand, 76.92% (20 respondents) do not know that the Convention is applicable to the law in the Republic of Serbia. In Novi Pazar, 58.93% of respondents (33 respondents) have heard of the Convention, but do not know the content. On the other hand, 67.93% of respondents (36 respondents) do not know that the Convention is applicable to the law in the Republic of Serbia. In Petrovac na Mlavi, 50.98% (26 respondents) have heard of the Convention, but do not know the content. On the other hand, 78.43% of respondents (40 respondents) do not know that the Convention is applicable to the law in the Republic of Serbia. Finally, in Pančevo, 31.7% (13 respondents) have heard of the Convention, and are familiar with the content, while 46.34% of respondents (19 respondents) have heard of the Convention, but do not know the content. On the other hand, 67.5% of the respondents (27 respondents) do not know that the Convention is applicable to the law in the Republic of Serbia.

The awareness of the Convention is analysed more in detail below where the results are presented disaggregated by gender, age, education and municipalities. The question posed was:

*Are you familiar with the Framework Convention for the Protection of National Minorities?*

- a) I have heard of it, and am familiar with the content*
- b) I have heard of it, but don't know the content*
- c) No*

*Table 20. Numbers of respondents for the three answer possibilities for all women compared to all men*

	<b>Men</b>	<b>Women</b>
<b>Answer a</b>	39 (30.2%)	15 (11.11%)
<b>Answer b</b>	64 (49.6%)	94 (69.63%)
<b>Answer c</b>	26 (20.1%)	26 (19.26%)

Awareness of the Convention seems relatively similar between women and among men. Approximately 80% of the men and the women indicated they were familiar with the Convention and its content, or had heard of it, while around 20 % of both men and women do not have any knowledge of it.

*Table 21. Numbers of respondents for the three answer possibilities per age categories*

	<b>Young: 0-27 years</b>	<b>Adult: 28-64 years</b>	<b>Senior: 65+ years</b>
<b>Answer a</b>	14 (17.72%)	36 (21.18%)	4 (33.3%)
<b>Answer b</b>	44 (55.7%)	105 (61.76%)	6 (50%)
<b>Answer c</b>	21 (26.58%)	29 (17.06 %)	2 (16.7%)



Again, awareness of the Convention seems relatively similar between the young persons and adults. A comparison with senior respondents cannot be made here, since this group is too small to draw meaningful conclusions.

Table 22. Number of respondents for the three answer possibilities in the five **education** categories

	None	Primary	Secondary	Vocational	University
<b>Answer a</b>	0 (0%)	1 (7.14%)	15 (14.7%)	17 (45.94%)	21 (19.27%)
<b>Answer b</b>	0 (0%)	6 (42.86%)	62 (60.78%)	18 (48.65%)	71 (65.14%)
<b>Answer c</b>	1 (100%)	7 (50%)	25 (24.52%)	2 (5.41%)	17 (15.59%)

As might be expected, awareness of the Convention seems highest among respondents with a university education. Around 20% of them indicated they are familiar with the Convention and its content and only approximately 16% has not heard of it at all. Then, the respondents with the vocational training seem to be most knowledgeable about the Convention. As much as 95% indicated they have heard of the Convention, of which 46% says they are also familiar with its content.

Table 23. Numbers for the three answer possibilities in the different **municipalities**

	Pančevo	Subotica	Petrovac na Mlavi	Bujanovac	Novi Pazar	Bosilegrad
<b>Answer a</b>	13 (31.7%)	7 (18.92%)	12 (23.53%)	5 (9.6%)	13 (23.21%)	4 (14.81%)
<b>Answer b</b>	19 (46.34%)	22 (59.46%)	26 (50.98%)	42 (80.8%)	33 (58.33%)	16 (59.26%)
<b>Answer c</b>	9 (21.96%)	8 (21.62%)	13 (25.49%)	5 (9.6%)	10 (17.86%)	7 (25.93%)

It seems like that the percentage of respondents that indicated they have heard of the Convention and know its content is more or less similar in all the municipalities.

Table 24. Number for the three answer possibilities for all **minority** persons compared to all non-minority persons

	Minority	Non-specified
<b>Answer a</b>	30 (17.96%)	24 (24.74%)
<b>Answer b</b>	87 (52.09%)	71 (73.19%)
<b>Answer c</b>	50 (29.95%)	2 (2.07%)

Due to the fact that almost one third of all respondents responded to the question on minority status with the answer “prefer not to say” it is very hard to distinguish how many non-minority and minority persons belong to this unspecified group. It is nonetheless troubling that awareness of the (content of the) Convention is quite low among the minority groups (30% are not aware of the Convention) it aims to protect.

Table 25. Number of respondents for the three answer possibilities for all **municipal officers** compared to all non-municipal officers

	Municipal officers	Non-municipal officers
<b>Answer a</b>	30 (27.03%)	24 (15.69%)
<b>Answer b</b>	63 (56.76%)	95 (62.09%)
<b>Answer c</b>	18 (16.21%)	34 (22.22%)

Table 26. Number of respondents for the three answer possibilities for all persons involved in minority policies compared to all persons not involved in minority policies

	Involved	Not involved
<b>Answer a</b>	26 (44.83%)	28 (13.59%)
<b>Answer b</b>	31 (53.45%)	127 (61.65%)
<b>Answer c</b>	1 (1.72%)	51 (24.76%)



Respondents were asked in a true or false section to say whether certain rights are or are not in the Convention, for which they could receive a maximum score of 5 points. In all municipalities, the average scores of right answers of the total group of respondents about the Convention are higher than 3. In addition, the average score of respondents in the whole country is 3.35. In Subotica, the average score of right answers is 3.78, in Petrovac na Mlavi the average score of right answers is 3.63 in Novi Pazar the average score of right answers is 3.31, in Bosilegrad and Pančevo, the average score of right answers is 3.18, and in Bujanovac, the average score of right answers is 3.

### ***Awareness of the Charter for Regional or Minority Languages (Charter)***

In all municipalities the majority of respondents have heard of the Charter, but do not know its content. In addition, in all municipalities, the majority of respondents did not know that the Republic of Serbia ratified the Charter.

In Bosilegrad, 62.96% (17 respondents) stated they had heard of the Charter, but do not know its content. On the other hand, 81.48% of the respondents (22 of them) do not know that the Republic of Serbia ratified the Charter. In Petrovac na Mlavi, 54.9% of respondents (28 respondents) have heard of the Charter, but do not know the content. On the other hand, 86.27% of respondents (44 respondents) do not know that the Republic of Serbia ratified the Charter. In Pančevo, 51.28% of respondents (20 respondents) have heard of the Charter, but do not know the content. On the other hand, 76.92% of respondents (30 respondents) do not know that the Republic of Serbia ratified the Charter. In Bujanovac, 15.69% (8 respondents) have heard of the Charter and are familiar with the content, while 49.02% of respondents (25) have heard of the Charter, but do not know the content. On the other hand, 52.95% of respondents (27) do not know that the Republic of Serbia ratified the Charter. In Subotica, 48.65% (18 respondents) have heard of the Charter, but do not know the content, while 37.84% of respondents (14 respondents) have not heard of the Charter. On the other hand, 81.08% (30 respondents) do not know that the Republic of Serbia ratified the Charter. In Novi Pazar, 29.09% (16 respondents) have heard of the Charter and are familiar with its content, while 45.45% of respondents (25 respondents) have heard of the Charter, but do not know the content. On the other hand, 80% of respondents (44 respondents) do not know that the Republic of Serbia ratified the Charter.

The awareness of the Charter is analysed more in detail below where the results are presented disaggregated by gender, age, education and municipalities. The question posed was:

#### ***16. Are you familiar with the European Charter for Regional or Minority Languages?***

- j) I have heard of it, and am familiar with the content*
- k) I have heard of it, but don't know the content*
- l) No*

*Table 27. Number of respondents for the three answer possibilities disaggregated by gender.*

	<b>Men</b>	<b>Women</b>
<b>Answer a</b>	21 (16.8%)	28 (20.74%)
<b>Answer b</b>	66 (52.8%)	67 (49.63%)
<b>Answer c</b>	38 (30.4%)	40 (29.63%)

While the percentage of women and the men who are not familiar with the Charter at all is very close, a slightly higher percentage of women than men who have heard of the Charter and are also aware of its content.

Table 28. Number of respondents for the three answer possibilities disaggregated by age categories

	Young: 0-27 years	Adult:28-64 years	Senior: 65+ years	No answer
Answer a	4 (5.19%)	37 (22.02%)	7 (58.33%)	1(33.33%)
Answer b	26 (33.77%)	103 (61.3%)	4 (33.33%)	0 (0%)
Answer c	47 (61.04%)	28 (16.68%)	1 (8.34%)	2(66.67%)

Young respondents seem less aware of the Charter than adults. Almost two thirds of them have never heard of the Charter, and only 5% has heard of the Charter and is familiar with its content.

Table 29. Number of respondents for the three answer possibilities in the five education categories

	None	Primary	Secondary	Vocational	University
Answer a	0 (0%)	2 (14. 28%)	11 (10.78%)	13 (35.13%)	23 (21.7%)
Answer b	0 (0%)	7 (50%)	48 (47.06%)	22 (59.46%)	56 (52.83%)
Answer c	1 (100%)	5 (35.72%)	43 (42.16%)	2 (5.41%)	27 (25.47%)

Respondents with a university education and vocational training seem by far most aware of the Charter and of its content, as might be expected. Other than with the Convention, around 80% of those with lower education indicate they have not heard of the Charter at all.

Table 30. Numbers for the three answer possibilities in the different municipalities

	Pančevo	Subotica	Petrovac na Mlavi	Bujanovac	Novi Pazar	Bosilegrad
Answer a	8 (20.51%)	5 (13.51%)	10 (19.56%)	8 (15.69%)	16 (29.09%)	2 (7.68%)
Answer b	20 (51.28%)	18 (48.65%)	28 (54.9%)	25 (49.02%)	25 (45.45%)	17 (62.96%)
Answer c	11 (28.21%)	14 (37.84%)	13 (25.5%)	18 (35.29%)	14 (25.46%)	8 (29.63%)

Table 31. Number of respondents for the three answer possibilities for all minority persons compared to all non-minority persons

	Minority	Non-specified
Answer a	29 (17.36%)	20 (21.5%)
Answer b	92 (55.09%)	41 (44.09%)
Answer c	46 (27.55%)	32 (34.41%)

As with the Convention, minority respondents seem more aware of the Charter than non-minority persons (72% in comparison with 65%). In both categories, awareness of the Charter is significantly lower than that of the Convention.

Table 32. Number of respondents for the three answer possibilities for all municipal officers compared to all non-municipal officers

	Municipal officers	Non-municipal officers
Answer a	20 (19.05%)	25 (16.56%)
Answer b	57 (54.28%)	76 (50.33%)
Answer c	28 (26.67%)	50 (33.11%)

In comparison with non-municipal officers, the municipal officers are better informed on the Charter. It is however encouraging that both municipal officers and non-municipal officers respondents are in majority (on average more than 60%) familiar with the Charter.

Table 33. Number of respondents for the three answer possibilities for all persons involved in minority policies compared to all persons not involved in minority policies

	Involved	Not involved
Answer a	19 (33.33%)	30 (15.15%)
Answer b	28 (49.12%)	102 (51.51%)
Answer c	10 (17.55%)	66 (33.34%)

As might be expected, the respondents involved in minority policies are more aware of the Charter than those not involved (82% vs 66%). However, it seems that those involved in minority policies are more aware of the Convention than the Charter (95% vs 82%).

The average scores of right answers of the total group of respondents about the Charter are from 1.5 to 2.26. In addition, the average score of respondents in the whole country on the question listing statements about the Charter is 1.92. In Pančevo, the average score of right answers is 2.26, in Novi Pazar and Subotica, the average score of right answers is 2.08, in Petrovac na Mlavi, the average score of right answers is 2.02, in Bosilegrad the average score of right answers is 1.52, and in Bujanovac, the average score of right answers is 1.5.

### ***Awareness of mechanisms for the protection of national minorities***

In all municipalities, the majority of respondents have heard of international bodies for the protection of national minorities, but do not know what they do, and where these bodies are based.

In Bujanovac, 80.8% of respondents (42 of them) have heard of the international bodies for the protection of minorities, but do not know what they do. Also, 86.54% of respondents (45 of them) do not know where the international bodies for the protection of minorities are based. In Subotica, 54.05% of respondents (20 respondents) have heard of international bodies for the protection of minorities, but do not know what they do. Also, 94.6% of respondents (35 respondents) do not know where the international bodies for the protection of minorities are based. In Bosilegrad, 51.85% of respondents (14 respondents) have heard of international bodies for the protection of national minorities, but do not know what they do. Also, 92.59% of respondents (25 of them) do not know where these international bodies are based. In Novi Pazar, 51.85% of respondents (28 respondents) have heard of international bodies for the protection of minorities, but do not know what they do. Moreover, 89.09% of respondents (49 respondents) do not know where international bodies for the protection of minorities are based. In Petrovac na Mlavi, 50.98% of respondents (26 respondents) have heard of international bodies for the protection of minorities, but do not know what they do. Furthermore, 88% of (44 respondents) do not know where these international bodies are based. In Pančevo, 24.32% (9 respondents) have heard of international bodies for the protection of minorities, and know what they do, while 45.94% of respondents (17 respondents) have heard of them, but do not know what they do. Finally, 84.21% of respondents (32 respondents) do not know where international bodies for the protection of minorities are based.

In the municipalities of Bosilegrad and Petrovac na Mlavi, the majority of respondents have heard of the national bodies for the protection of minorities, but do not know what they do, while in other four municipalities (Bujanovac, Subotica, Pančevo and Novi Pazar) the majority of respondents have not heard of these bodies. In Bosilegrad, 51.85% (14 respondents) have heard of the national bodies for the protection of minorities, but do not know what they do. In Petrovac na Mlavi, 15.69% (8 respondents) have heard of the national bodies for the protection of minorities and know what they do, while 49.02% of respondents (25 respondents) have heard of national bodies for the protection of minorities but do not know what they do. In Bujanovac, 50.98% of respondents (26 respondents) have not heard of the national bodies for the protection of minorities. In Subotica, 45.94% of respondents (17 respondents) have heard of national bodies for the protection of minorities, but do not know what they do, while 48.65% of respondents (18 respondents) have not heard of these bodies. In Pančevo, 33.33% of respondents (13 respondents) have heard of national bodies for the protection of minorities, but do not know what they do, and the remaining 43.59% of respondents (17 respondents) have not heard of these bodies. In Novi Pazar, 35.18% of respondents (19 respondents) have heard of national bodies for the protection of minorities, but do not know what they do, while 38.89% of respondents (21 respondents) have not heard of these bodies.

In the municipalities of Bosilegrad, Petrovac na Mlavi and Novi Pazar, the majority of respondents is not familiar with the obligation of the State to send periodical reports to the Council of Europe on the measures they have taken to implement the Convention and Charter, while in the municipality of Bujanovac, the majority of respondents is a little familiar with this obligation of the State. In the municipalities of Pančevo and Subotica, the same number of respondents are a little familiar and not familiar with this obligation of the State. In Bosilegrad, 55.55% of respondents (15) is not familiar with the obligation of the state to send periodical reports to the Council of Europe on the measures they have taken to implement the Convention and Charter. In Petrovac na Mlavi, 37.25% of respondents (19 respondents) is a little familiar, and 47.06% of respondents (24 respondents) is not familiar with the obligation of the State to send periodical 'state reports' to the Council of Europe on the measures they have taken to implement the Convention and Charter. In Novi Pazar, 34.54% of respondents (19 respondents) is a little familiar, and 43.64% of respondents (24 respondents) is not familiar with the obligation of the state to send periodical reports to the Council of Europe on the measures they have taken to implement the Convention and Charter. In Bujanovac, 55.77% of respondents (29 respondents) is a little familiar with the obligation of the State to send periodical 'state reports' to the Council of Europe on the measures they have taken to implement the Convention and Charter. In Pančevo, 39.5% of respondents (15 respondents) is a little familiar, and 39.5% of respondents (15 respondents) is not familiar with the obligation of the State to send periodical 'state reports' to the Council of Europe on the measures they have taken to implement the Convention and Charter. In Subotica, 45.94% of respondents (17 respondents) is a little familiar, and 45.94% respondents (17 respondents) is not familiar with the obligation of the State to send periodical 'state reports' to the Council of Europe on the measures they have taken to implement the Convention and Charter.

### ***Awareness of national legislation, policies and strategies for the protection of national minorities***

In five municipalities (Petrovac na Mlavi, Subotica, Bosilegrad, Novi Pazar and Pančevo) the majority of respondents is a little familiar with national legislation, policies and strategies for the protection of national minorities, while in the municipality of Bujanovac the majority of respondents is not familiar with national legislation, policies and strategies for the protection of national minorities. In Petrovac na Mlavi, 50.98% of respondents (26 respondents) is a little familiar with national legislation, policies and strategies for the protection of national minorities. In Subotica, 48.65% of respondents (18 respondents) are a little familiar with national legislation, policies and strategies for the protection of national minorities, while 35.13% of respondents (13 respondents) is not familiar with this. In Bosilegrad, 48.15% of the respondents (13 of them) is a little familiar with national legislation and strategies for the protection of national minorities, while 40.74% (11 respondents) is not familiar with this. In Novi Pazar, 44.44% of respondents (24 respondents) is a little familiar with national legislation and strategies for the protection of national minorities, and 35.19% of respondents (19 respondents) are not familiar with this. In Pančevo, 43.6% of respondents (17 respondents) is a little familiar with the national legislation and strategies for the protection of national minorities, and 28.2% of respondents (11 respondents) is not familiar with this. Finally, in Bujanovac, 29.41% of respondents (15 respondents) is a little familiar with national legislation, policies and strategies for the protection of national minorities, while 49.02% of respondents (25 respondents) is not familiar with national legislation, policies and strategies for the protection of national minorities. The awareness of national legislation, policies and strategies is analysed more in detail below where the results are presented disaggregated by gender, age, education and municipalities. The question posed was:

23. Are you familiar with national legislation, policies and strategies for the protection of national minorities?

- j) yes
- k) a little
- l) no

Table 34. Number of respondents for the three answer possibilities disaggregated by gender

	Men	Women
Answer a	22 (17.32%)	28 (21.21%)
Answer b	55 (43.31%)	58 (43.94%)
Answer c	50 (39.37%)	46 (34.85%)

On average, both men and women are equally familiar with national legislation, policies and strategies for the protection of national minorities.

Table 35. Number of respondents for the three answer possibilities for all three age categories

	Young: 0-27 years	Adult: 28-64 years	Senior: 65+ years	No answer
Answer a	7 (9.09%)	40 (23.95%)	3 (25%)	0 (0%)
Answer b	34 (44.15%)	71 (42.51%)	7 (58.33%)	1 (33.33%)
Answer c	36 (46.76%)	56 (33.54%)	2 (16.67%)	2 (66.67%)

A higher percentage of adults than young people are familiar with national legislation and policies. Two thirds of the adults say they are familiar or a little familiar with these national policies.

Table 36. Number of respondents for the three answer possibilities for all five education categories

	None	Primary	Secondary	Vocational	University
Answer a	0 (0%)	2 (22.36%)	13 (13%)	13 (37.14%)	22 (20.18%)
Answer b	1 (100%)	8 (57.14%)	23 (23%)	10 (28.57%)	71 (65.14%)
Answer c	0 (0%)	4 (20.5%)	64 (64%)	12 (34.29%)	16 (14.68%)

As with the Convention and the Charter, respondents with a university education are significantly more often familiar with national legislation and policies.

Table 37. Numbers for the three answer possibilities in the different municipalities

	Pančevo	Subotica	Petrovac na Mlavi	Bujanovac	Novi Pazar	Bosilegrad
Answer a	11 (28.2%)	6 (16.22%)	8 (15.69%)	11 (21.57%)	11 (20.37%)	3 (11.11%)
Answer b	17 (43.6%)	18 (48.65%)	26 (50.98%)	15 (29.41%)	24 (44.44%)	13 (48.15%)
Answer c	11 (28.2%)	13 (35.13%)	17 (33.33%)	25 (49.02%)	19 (35.19%)	11 (40.74%)

Respondents in Pančevo seem to be significantly more aware of national legislation and policies than elsewhere; over 70% of them said yes. Significantly more respondents in Bujanovac indicated they were not familiar at all with national legislation and policies (almost 50%).

Table 38. Number of respondents for the three answer possibilities for all minority persons compared to all non-minority persons

	Minority	Non-specified
Answer a	31 (18.79%)	19 (20.21%)
Answer b	84 (50.91%)	29 (30.85%)
Answer c	50 (30.3%)	46 (48.94%)

The percentage of minority respondents who are familiar with national legislation and policies is higher than of non-minority respondents. For both categories, awareness of national legislation and policies is lower than of the Charter and of the Convention.

Table 39. Number of respondents for the three answer possibilities for all municipal officers compared to all non-municipal officers

	Municipal officers	Non-municipal officers
Answer a	31 (28.44%)	19 (12.75%)
Answer b	50 (45.87%)	63 (42.28%)
Answer c	28 (25.69%)	67 (44.97%)

The percentage of municipal officers who are familiar or a little familiar with national legislation and policies is significantly higher than of non-municipal officers.

Table 40. Number of respondents for the three answer possibilities for all persons involved in minority policies compared to all persons not involved in minority policies

	Involved	Not involved
Answer a	30 (51.72%)	20 (9.95%)
Answer b	19 (32.76%)	94 (46.77%)
Answer c	9 (15.52%)	87 (43.28%)

Respondents who are involved in minority policies are far more often familiar with national legislation and policies than those who are not involved in minority policies (84% in comparison with 53%). As many as half of those involved said they are familiar with national legislation, and another 32% said they are a little familiar.

### *Importance of rights and problems experienced*

Respondents were asked to score the priority they attach to different rights enshrined in the Convention and the Charter on a five point scale. The questions that were asked are the following:

24.a. How important do you deem the right for persons belonging to a national minority to be treated or not treated as such and such a choice may not result in any disadvantage? (meaning that everyone can choose for themselves to be treated as part of the minority or part of the majority, and in both cases they shouldn't have any disadvantages because of that choice)

25.a. How important do you deem the right for national minorities to have the right to equality before the law? (meaning they should not have less rights than everyone else in the country)

26.a. How important do you deem the right for national minorities to be protected from threats, discrimination, hostility or violence?

27.a. How important do you deem the right for national minorities to have opportunities to learn their language and receive instruction in their language, in state and their own private schools?

28.a. How important do you deem the right for national minorities to display signs, local names, street names, etc. visible in public in their own minority language?

29.a. How important do you deem the right of people to teach and study in regional minority languages?

30.a. How important do you deem the prohibition of all forms of distinction, exclusion, restriction or preference relating to the use of regional minority languages?

31.a. How important do you deem the right to use regional minority languages in criminal and civil proceedings and administrative procedures? (meaning in court cases, when people have to appear before a judge).

32.a. How important do you deem the obligation to publicise official documents in regional minority languages and facilitate the use of these languages in local assemblies?

33.a. How important do you deem the obligation to facilitate the use of Regional Minority Languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions?

34.a. How important do you deem the obligation to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form?

Table 41. The right for persons belonging to a national minority to be treated or not treated as such and such a choice may not result in any disadvantage (The average scores of importance)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
4.42	4.51	4.79	3.82	4.71	3.37

The average scores of importance of this right in municipalities are from 3.37, in Bosilegrad, to 4.79, in Petrovac na Mlavi. In Novi Pazar, the average score of the importance of this right is 4.71, in Subotica 4.51, in Pančevo 4.42, and in Bujanovac 3.82.

Table 42. The right for persons belonging to a national minority to be treated or not treated as such and such a choice may not result in any disadvantage (The average scores of the extent)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
3.25	4.13	4.33	3.93	2.98	3.22

On the other hand, the average scores of the extent to which this right is respected are from 2.98, in Novi Pazar, to 4.33 in Petrovac na Mlavi. In Subotica, the average score of the extent to which this right is respected is 4.13, in Bujanovac 3.93, in Pančevo 3.25 and in Bosilegrad 3.22.

Table 43. The right for national minorities to have the right to equality before the law (the average scores of importance)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
4.57	4.76	4.96	3.59	4.73	4.48

The average scores of importance of this right in municipalities are from 3.59, in Bujanovac, to 4.96, in Petrovac na Mlavi. In Subotica, the average score of the importance of this right is 4.76, in Novi Pazar 4.73, in Pančevo 4.57, and in Bosilegrad 4.48.

Table 44. The right for national minorities to have the right to equality before the law (the average scores of the extent)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
3.92	4.08	4.68	3.48	3.36	3.81

On the other hand, the average scores of the extent to which this right is respected are from 3.36, in Novi Pazar, to 4.68 in Petrovac na Mlavi. In Subotica, the average score of the extent to which this right is respected is 4.08, in Pančevo 3.92, in Bosilegrad 3.81, and in Bujanovac 3.48.

Table 45. The right for national minorities to be protected from threats, discrimination, hostility or violence (the average scores of importance)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
4.67	4.76	4.96	3.84	4.87	4.3

The average scores of importance of this right in municipalities are from 3.84, in Bujanovac, to 4.96, in Petrovac na Mlavi. In Novi Pazar, the average score of the importance of this right is 4.87, in Subotica 4.76, in Pančevo 4.67, and in Bosilegrad 4.3.

Table 46. The right for national minorities to be protected from threats, discrimination, hostility or violence (the average scores of the extent)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
4.02	4.03	4.57	3.81	4.57	3.96

On the other hand, the average scores of the extent to which this right is respected are from 3.48, in Novi Pazar, to 4.57 in Petrovac na Mlavi. In Subotica, the average score of the extent to which this right is respected is 4.03, in Pančevo 4.02, in Bosilegrad 3.96, and in Bujanovac 3.81.



Table 47. The right for national minorities to have opportunities to learn their language and receive instruction in their language, in state and their own private schools (the average scores of importance)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
4.62	4.46	3.98	3.55	4.7	3.92

The average scores of importance of this right in municipalities are from 3.55, in Bujanovac, to 4.7, in Novi Pazar. In Pančevo, the average score of the importance of this right is 4.62, in Subotica 4.46, in Petrovac na Mlavi 3.98, and in Bosilegrad 3.92.

Table 48. The right for national minorities to have opportunities to learn their language and receive instruction in their language, in state and their own private schools (the average scores of the extent)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
3.82	4.27	3.42	3.94	3.7	3.26

On the other hand, the average scores of the extent to which this right is respected are from 3.26, in Bosilegrad, to 4.27 in Subotica. In Bujanovac, the average score of the extent to which this right is respected is 3.94, in Pančevo 3.82, in Novi Pazar 3.7, and in Petrovac na Mlavi 3.42.

Table 49. The right for national minorities to display signs, local names, street names, etc. visible in public in their own minority language (the average scores of importance)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
4.22	4.13	3.38	3.63	4.53	3.44

The average scores of importance of this right in municipalities are from 3.38, in Petrovac na Mlavi, to 4.53, in Novi Pazar. In Pančevo, the average score of the importance of this right is 4.22, in Subotica 4.13, in Bujanovac 3.63, and in Bosilegrad 3.44.

Table 50. The right for national minorities to display signs, local names, street names, etc. visible in public in their own minority language (the average scores of the extent)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
3.2	4.0	2.54	3.83	3.36	2.96

On the other hand, the average scores of the extent to which this right is respected are from 2.54, in Petrovac na Mlavi, to 4 in Subotica. In Bujanovac, the average score of the extent to which this right is respected is 3.83, in Novi Pazar 3.36, in Pančevo 3.2, and in Bosilegrad 2.96.

Table 51. The right of people to teach and study in regional minority languages (the average scores of importance)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
4.45	4.43	3.77	3.73	4.59	3.74

The average scores of importance of this right in municipalities are from 3.73, in Bujanovac, to 4.59, in Novi Pazar. In Pančevo, the average score of the importance of this right is 4.45, in Subotica 4.43, in Petrovac na Mlavi 3.77, and in Bosilegrad 3.74.

Table 52. The right of people to teach and study in regional minority languages (the average scores of the extent)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
3.1	4.08	3.19	3.78	3.55	3.0

On the other hand, the average scores of the extent to which this right is respected are from 3, in Bosilegrad, to 4.08 in Subotica. In Bujanovac, the average score of the extent to which this right is respected is 3.78, in Novi Pazar, 3.55, in Petrovac na Mlavi 3.19, and in Pančevo 3.1.

Table 53. The prohibition of all forms of distinction, exclusion, restriction or preference relating to the use of regional minority languages (the average scores of importance)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
4.72	4.51	4.61	3.51	4.57	4.04

The average scores of importance of this right in municipalities are from 3.51, in Bujanovac, to 4.72, in Pančevo. In Petrovac na Mlavi, the average score of the importance of this right is 4.61, in Novi Pazar 4.57, in Subotica 4.51, and in Bosilegrad 4.04.



Table 54. The prohibition of all forms of distinction, exclusion, restriction or preference relating to the use of regional minority languages (the average scores of the extent)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
4.72	3.94	3.93	3.85	3.48	3.55

On the other hand, the average scores of the extent to which this right is respected are from 3.48, in Novi Pazar, to 3.94 in Subotica. In Petrovac na Mlavi, the average score of the extent to which this right is respected is 3.93, in Bujanovac 3.85, in Pančevo 3.55, and in Bosilegrad 3.55.

Table 55. The right to use regional minority languages in criminal and civil proceedings and administrative procedures (the average scores of importance)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
4.61	4.59	3.21	3.72	4.2	3.41

The average scores of importance of this right in municipalities are from 3.21, in Petrovac na Mlavi, to 4.61, in Pančevo. In Subotica, the average score of the importance of this right is 4.59, in Novi Pazar 4.2, in Bujanovac 3.72, and in Bosilegrad 3.41.

Table 56. The right to use regional minority languages in criminal and civil proceedings and administrative procedures (the average scores of the extent)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
3.54	3.84	2.56	3.76	3.07	2.96

On the other hand, the average scores of the extent to which this right is respected are from 2.56, in Petrovac na Mlavi, to 3.84 in Subotica. In Bujanovac, the average score of the extent to which this right is respected is 3.76, in Pančevo 3.54, in Novi Pazar 3.07, and in Bosilegrad 2.96.

Table 57. The obligation to publicise official documents in regional minority languages and facilitate the use of these languages in local assemblies (the average scores of importance)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
4.64	4.43	3.31	3.67	4.43	3.41

The average scores of importance of this obligation in municipalities are from 3.31, in Petrovac na Mlavi, to 4.64, in Pančevo. In Novi Pazar and Subotica, the average score of the importance of this obligation is 4.43, in Bujanovac 3.67, and in Bosilegrad 3.41.

Table 58. The obligation to publicise official documents in regional minority languages and facilitate the use of these languages in local assemblies (the average scores of the extent)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
3.36	3.81	2.57	3.52	3.25	2.81

On the other hand, the average scores of the extent to which this obligation is fulfilled are from 2.57, in Petrovac na Mlavi, to 3.81 in Subotica. In Bujanovac, the average score of the extent to which this obligation is fulfilled is 3.52, in Pančevo 3.36, in Novi Pazar 3.25, and in Bosilegrad 2.8.

Table 59. The obligation to facilitate the use of Regional Minority Languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions (the average scores of importance)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
4.28	4.27	3.12	3.63	4.0	3.15

The average scores of importance of this obligation in municipalities are from 3.12, in Petrovac na Mlavi, to 4.28, in Pančevo. In Subotica, the average score of the importance of this obligation is 4.27, in Novi Pazar 4, in Bujanovac 3.63, and in Bosilegrad 3.15.

Table 60. The obligation to facilitate the use of Regional Minority Languages in documents relating to economic and social life, such as employment contracts, pay slips and technical instructions (the average scores of the extent)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
2.9	3.54	2.04	3.74	2.87	2.59

On the other hand, the average scores of the extent to which this obligation is fulfilled are from 2.04, in Petrovac na Mlavi, to 3.74 in Bujanovac. In Subotica, the average score of the extent to which this obligation is fulfilled is 3.54, in Pančevo 2.9, in Novi Pazar 2.87, and in Bosilegrad 2.59.

Table 61. The obligation to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form (the average scores of importance)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
4.52	4.49	4.41	3.57	4.59	3.63

The average scores of importance of this obligation in municipalities are from 3.57, in Bujanovac, to 4.59, in Novi Pazar. In Pančevo, the average score of the importance of this obligation is 4.52, in Subotica 4.49, in Petrovac na Mlavi 4.41, and in Bosilegrad 3.63.

Table 62. The obligation to facilitate cooperation across borders, especially between regional and local authorities in whose territory the same language is used in identical or similar form (the average scores of the extent)

Pančevo	Subotica	Petrova na Mlavi	Bujanova	Novi Pazar	Bosilegrad
3.32	4.05	4.1	3.53	2.89	3.11

On the other hand, the average scores of the extent to which this obligation is fulfilled are from 2.89, in Novi Pazar, to 4.1 in Petrovac na Mlavi. In Subotica, the average score of the extent to which this obligation is fulfilled is 4.05, in Bujanovac 3.53, in Pančevo 3.32, and in Bosilegrad 3.11.

### ***Most crucial rights for the preservation of identity***

In the municipalities of Bosilegrad and Subotica, most often (12 and 26 respondents) respondents mentioned the right of minorities to education in the minority language. In the municipalities of Novi Pazar, Pančevo and Petrovac na Mlavi, most often (24, 17 and 15 respondents) respondents emphasized the right to use minority languages. In addition, in Bujanovac, the majority of the respondents mentioned the right to have opportunities to learn their language and receive instruction in their language. The most often answers are given in the table below:

Table 63. Rights important to preservation of identity

Right important to preservation of identity	Number of Respondent
Language	58
Education	38

Table 64. What is the right most often mentioned by all respondents of different gender?

Men	Language
Women	Education

Table 65. What is the right most often mentioned by all respondents in different age categories?

Young: 0-27 years;	Language
Adult: 28-64 years	Education
Senior: 65+ years	Language and Education

Table 66. What is the right most often mentioned by respondents of different education levels?

None	Language
Primary	Language
Secondary	Language
Vocational	Education
University	Education

## Main barriers to minority protection

Respondents were asked what they thought are the main barriers to minority protection. They could choose up to three possible barriers from a list, or add a barrier if it was not mentioned in the list. The barriers presented in the list were the following:

- *lack of awareness of rights among minority persons*
- *lack of interest in rights among minority persons*
- *lack of commitment from municipal authorities*
- *lack of effective action from municipal authorities*
- *lack of funding for minority protection measures*
- *lack of organisations and authorities to implement minority protection measures*
- *barriers at national level*

In the municipalities of Pančevo, Petrovac na Mlavi and Subotica, the majority of respondents (29, 46 and 21 respondents) indicated the lack of awareness of rights among minority persons as one of the main barriers that prevent the implementation of minority rights, while in the municipality of Novi Pazar the majority of respondents (32 respondents) stated that the lack of awareness of rights among minority persons and the lack of funding for minority protection measures are one of the main barriers preventing the implementation of minority rights. In the municipality of Bosilegrad, the majority of respondents (17 respondents) stated that lack of interest in rights among minority persons is one of the main barriers that prevent implementation of minority rights, while in the municipality of Bujanovac, the majority of respondents (37 respondents) chose “other”, indicating the main barriers that prevent the implementation of minority rights.

Table 67. What are the barriers most often mentioned by all respondents?

<b>1</b>	<b>Lack of awareness of rights among minority persons</b>
<b>2</b>	Lack of funding for minority protection measures
<b>3</b>	Lack of interest in rights among minority persons

Table 68. What is the barrier most often mentioned by all respondents of different sexes?

<b>Men</b>	<b>Lack of awareness of rights among minority persons</b>
<b>Women</b>	Lack of awareness of rights among minority persons

Table 69. What is the barrier most often mentioned by all respondents in different age categories?

<b>Young: 0-27 years</b>	<b>Lack of funding for minority protection measures</b>
<b>Adult: 28-64 years</b>	Lack of awareness of rights among minority persons
<b>Senior: 65+ years</b>	Lack of awareness of rights among minority persons

Table 70. What is the barrier most often mentioned by respondents of different education levels?

<b>None</b>	<b>Lack of funding for minority protection measures</b>
<b>Primary</b>	Lack of interest in rights among minority persons
<b>Secondary</b>	Lack of awareness of rights among minority persons
<b>Vocational</b>	Lack of awareness of rights among minority persons
<b>University</b>	Lack of awareness of rights among minority persons

### *Differences between and within minority groups*

In all municipalities, the majority of respondents believe that different minority groups enjoy the same measure of protection. Namely, in Bosilegrad 92.59% (25 respondents); in Petrovac na Mlavi 66.67% (34 respondents); in Bujanovac 65.38% (34 respondents); in Pančevo 64.86% (24 respondents); in Novi Pazar 56.36% (31 respondents) and, finally, in Subotica 48.57% (17 respondents) believe that different minority groups in the municipality enjoy the same measure of protection.

A majority of the respondents (64%) believed that different minority groups enjoyed the same level of protection. 16% of the respondents thought that not all minority groups were treated the same.

*Table 71. Different minority groups*

<b>Municipality</b>	<b>Yes</b>	<b>No</b>	<b>Don't know</b>	<b>Total</b>
<b>Bosilegrad</b>	25	2	0	<b>27</b>
<b>Bujanovac</b>	34	8	10	<b>52</b>
<b>Pančevo</b>	24	5	8	<b>37</b>
<b>Petrovac na Mlavi</b>	34	3	14	<b>51</b>
<b>Novi Pazar</b>	31	9	15	<b>55</b>
<b>Subotica</b>	17	15	3	<b>35</b>
<b>Total</b>	<b>165</b>	<b>42</b>	<b>50</b>	<b>257</b>

In 5 of a total of 6 municipalities, the majority of respondents believe that men and women belonging to minority groups enjoy the same measure of protection. Namely, in Bosilegrad 83.33% (5 respondents); in Petrovac na Mlavi 80% (32); in Bujanovac 75.55% (34 respondents); in Pančevo 57.14% (12) and in Novi Pazar 44.11% (15) believe that men and women belonging to minority groups enjoy the same measure of protection. On the other hand, in Subotica, the majority of respondents (45.83%) are of the opinion that this is not the case.

When asked whether they believed that women and men enjoyed the same level of protection, a majority of the respondents who answered the question thought that women and men enjoyed the same level of protection (63%) whereas 20% of respondents stated that men and women did not enjoy the same protection.

*Table 72. Different genders*

<b>Municipality</b>	<b>Yes</b>	<b>No</b>	<b>Don't know</b>	<b>Total</b>
<b>Bosilegrad</b>	5	1	0	<b>6</b>
<b>Bujanovac</b>	34	6	5	<b>45</b>
<b>Pančevo</b>	12	4	5	<b>21</b>
<b>Petrovac na Mlavi</b>	32	2	6	<b>40</b>
<b>Novi Pazar</b>	15	10	9	<b>34</b>
<b>Subotica</b>	9	11	4	<b>24</b>
<b>Total</b>	<b>107</b>	<b>34</b>	<b>29</b>	<b>170</b>

### *Topic of the local project*

In four of a total of six municipalities (Petrovac na Mlavi, Novi Pazar, Subotica and Bujanovac) according to respondents, the minority persons themselves are the most responsible for taking minority protection measures. On the other hand, in two other municipalities (Bosilegrad and Pančevo) according to respondents, the national authorities are the most responsible for taking minority protection measures.

In Petrovac na Mlavi the minority persons themselves were rated with an average score of 4.91, followed by the local authorities with an average score of 4.63 and civil society with an average score of 4.11. In Novi Pazar, the minority persons themselves were rated with an average score of 4.72, followed by the local authorities with an average score of 4.5 and the national authorities with an average score of 4.43. In Subotica, the minority persons themselves were rated with an average score of 4.43, followed by the local authorities with an average score of 4.38, and national authorities and civil society with an average score of 4.19. In Bujanovac, the minority persons themselves were rated with an average score of 4, followed by the local authorities, rated by far by the largest number of respondents, with an average score of 3.93, and the national authorities with an average score of 3.87. On the other hand, in Bosilegrad, the national authorities were rated with an average score of 4.43, followed by the local authorities with an average score of 4.4, and the international community with an average score of 4.33. Finally, in Pančevo, the national authorities were rated with an average score of 4.28, followed by the minority persons with an average score of 4.12, and the international community with an average score of 4.05.

*Table 73. The two actors deemed most responsible:*

<b>1.</b>	<b>National Authorities</b>
<b>2.</b>	<b>The minority persons themselves</b>

In two of a total of six municipalities (Subotica and Pančevo), according to respondents, the minority persons themselves are the most effective in protecting minorities and ensuring their rights, while in one municipality (Petrovac na Mlavi) according to respondents, the minority persons themselves and the local authorities are the most effective in protecting minorities and ensuring their rights. In Novi Pazar, according to respondents, the local authorities are the most effective in protecting minorities and ensuring their rights, while in Bosilegrad, according to respondents, the international community is the most effective in protecting minorities and ensuring their rights. Finally, in Bujanovac, according to respondents, the national authorities are the most effective in protecting minorities and ensuring their rights.

In Subotica, the minority persons were rated with an average score of 3.95, followed by the local authorities with an average score of 3.73 and civil society with an average score of 3.59. In Pančevo, the minority persons themselves were rated with an average score of 3.83, followed by the international community with an average score of 3.49 and national authorities with an average score of 3.41. In Petrovac na Mlavi, the minority persons themselves and local authorities were rated with an average score of 4.3, followed by the national authorities with an average score of 4.08 and civil society with an average score of 3.58. In Novi Pazar, the local authorities were rated with an average score of 3.65, followed by the civil society with an average score of 3.5, and minority persons themselves with an average score of 3.4. In Bosilegrad, the international community was rated with an average score of 3.83, followed by the minority persons themselves with an average score of 3.08, and the civil society with an average score of 3.04. In Bujanovac, the national authorities were rated with an average score of 3.96, followed by the local authorities, rated by far by the biggest number of respondents, with an average score of 3.95 and minority persons themselves with an average score of 3.92.

*Table 74. The four actors deemed most effective:*

<b>1.</b>	<b>Minority persons themselves</b>
<b>2.</b>	<b>Local Authorities</b>
<b>3.</b>	<b>International community</b>
<b>4</b>	<b>National Authorities</b>

In all municipalities, the average scores of the importance of the topic that the local project aims to address and of the priority of the problem to be solved by the local project are higher than 3.5 (on the scale from 1 to 5).

In Petrovac na Mlavi, the average score of the importance of the topic that the local project aims to address is 4.52, while the average score of the priority of the problem to be solved by the local project is 4.46. In Pančevo, the importance of the topic that the local project aims to address was rated with an average score of 4.28, while the priority of the problem to be solved by the local project, compared to other problems minority groups experience, was rated with an average of 4.23. In Novi Pazar, the average score awarded to the importance of the topic that the local project aims to address is 4.53, while the priority of the problem to be solved by the local project was 3.9. In Bujanovac, the importance of the topic that the local project will address was rated with an average score of 4.04, while the priority of the problem this local project aims to solve was rated with an average score of 4.08. In Subotica, the importance of the topic that the local project aims at was rated with an average score of 4.23, while the priority of the problem to be solved by the local project, compared to other problems minority groups experience, was rated with an average score of 3.62. In Bosilegrad, the average score of the importance of the topic that the local project aims to address is 3.66, while the average score of the priority of the problem to be solved by the local project compared to other problems minority groups experience is 3.86.

*Table 75. Importance of the project topic (on the scale of 1-5)*

<b>Municipality</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>Bosilegrad</b>	0	0	3.66	0	0
<b>Bujanovac</b>	0	0	0	4.04	0
<b>Pančevo</b>	0	0	0	4.28	0
<b>Petrovac na Mlavi</b>	0	0	0	4.52	0
<b>Novi Pazar</b>	0	0	0	4.53	0
<b>Subotica</b>	0	0	0	4.23	0

*Table 76. Priority of the problem (on the scale of 1-5)*

<b>Municipality</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>Bosilegrad</b>	0	0	3.86	0	0
<b>Bujanovac</b>	0	0	0	4.08	0
<b>Pančevo</b>	0	0	0	4.23	0
<b>Petrovac na Mlavi</b>	0	0	0	4.46	0
<b>Novi Pazar</b>	0	0	3.90	0	0
<b>Subotica</b>	0	0	3.62	0	0

In all municipalities, the majority of respondents believe that the local project will be a success. In Petrovac na Mlavi, 85.71% (42 respondents) believes this local project will be a success. In Bujanovac, 80.77% (42 respondents) believes this local project will be a success. In Pančevo, 54.28% (19 respondents) believes that the project will be a success. In Novi Pazar, 50% (26 respondents) believes that the local project will be a success, while 48.08% of respondents (25 respondents) stated that this might be the case. In Subotica, 50% (17 respondents) believes that the local project will be a success, while 44.12% of respondents (15 respondents) is of the opinion that that this could be the case. Finally, in Bosilegrad, 48% (12 respondents) is of the opinion that the local project will be a success, while 40% of the respondents (ten of them) believe that could be the case.



Table 77. Priority of the problem (on the scale of 1-5)

Municipality	Yes	No	Maybe	Total
Bosilegrad	12	0	10	22
Bujanovac	42	0	0	42
Pančevo	19	0	0	19
Petrovac na Mlavi	42	0	0	42
Novi Pazar	26	0	25	51
Subotica	17	0	15	32
<b>Total</b>	<b>158</b>	<b>0</b>	<b>50</b>	<b>208</b>

## Conclusions

In all municipalities, the average scores of right answers of the total group of respondents about the Convention are higher than 3. In addition, the average score of respondents in the whole country is 3.35. On the other hand, the average scores of right answers of the total group of respondents about the Charter are from 1.5 to 2.26. In addition, the average score of respondents in the whole country is 1.92.

All mentioned rights and obligations of state are important in the opinion of the majority of the respondents. On the other hand, from these answers it is obvious that there is a need for strengthening the capacities of local self-governments for the implementation of minority rights in accordance with international standards and national legislation.

In conclusion, awareness of minority rights protection and promotion in the targeted municipalities is not high enough, however there was a willingness to work on the improvement of the situation and to implement the project. The target communities need to be more included in decision making and participate in municipal activities. The projects in each of the municipalities are an adequate opportunity to allow for this change in their municipalities.

## Recommendations

- To adopt and implement the measures recommended by the international mechanisms for the protection of the national minorities fully, especially recommendations by the Council of Europe Advisory Committee of the Convention and the Committee of the Experts of the Charter. These measures should be addressed both on the national and the local level.
- To adopt and implement the measures recommended by the national bodies such as Ombudsman. These measures should be addressed both on the national and the local level.
- To strength the capacities of local self-governments for the implementation of minority rights in accordance with international standards and national legislation.
- To equip the local self-governments officials to address the minority rights in the municipalities with minority groups by providing them with the knowledge and skills in addressing these issues.
- To raise awareness of the minority rights on both local and national level through concrete projects and actions which will be beneficial to all citizens
- Inclusion of the minority groups in the decision making processes in their municipalities in order to increase their participation and sense of ownership in the projects and actions which deal with minority rights.