



PROMOTING HUMAN RIGHTS
AND MINORITY PROTECTION
IN SOUTH EAST EUROPE



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Final Regional Report

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Final regional report

35 lessons from 35 municipalities for local implementation of human rights and protection of minorities

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1 Introduction

Albania, Bosnia and Herzegovina, Croatia, Montenegro, Serbia, “the former Yugoslav Republic of Macedonia” and Kosovo* 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). 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) joined forces to improve implementation of the Convention and Charter, and of EU legislation and policies concerning minority protection with a project called 'Promoting human rights and minority protection in South East Europe'. In the framework of this project, initially 36 municipalities in seven beneficiaries were selected to implement projects to ensure basic services for minorities with a small grant from the project. One municipality had to drop out before implementation started, but from January 2015 onwards, 35 of these local projects were implemented by Municipal Taskforces (hereafter Taskforces) in the municipalities.

Monitoring and evaluation of local projects

Aside from a successful implementation of the local projects themselves, the overall goal was to thoroughly monitor and evaluate the projects to identify elements of good practice, in order to disperse these practices further and thereby improve the implementation of the Convention and Charter. To do this, a number of evaluations and researches were carried out.

A Research Team gathered by the College of Europe (see Annex 3 for a list of Research Team members throughout the project) was selected to carry out a participatory action research throughout the implementation phase of the local projects, in two phases. In the first phase, the College of Europe Research Team carried out two assessments to form a baseline study.

Phase I: Awareness Assessment

The Research Team assessed the awareness among minority people and civil servants in the selected municipalities of the rights and obligations in the Convention and Charter. This resulted in the report 'Second cross-country report: awareness assessment', published in October 2015. It was later summarised in the 'Presentation of Findings' report, published in February 2016, and a further summary of this awareness assessment is included in this final regional report in chapter 2.

Phase I: First Project Assessment

A first project assessment was carried out by the Research Team when the local projects had just begun their implementation phase, resulting in the report 'First cross-country report: project assessment' that was published in May 2015. After that, the National Experts of the Research Team have kept in contact with stakeholders involved in the implementation of the local projects in most beneficiaries, and have been available for advice in all.

Phase II: Second Project Assessment

The second phase of the research project started in the spring of 2016, and comprised a second project assessment and the compilation of this final comparative regional report in which a comparative analysis over time throughout the implementation of the project, a record of lessons learnt in the implementation of the local projects and recommendations and conclusions on possible strategies and practices for municipalities are conveyed. In Chapter 3, the lessons learnt are described.

Selection of best practices per beneficiary by the Council of Europe

Among the other evaluations of the local projects that were carried out was an assessment per beneficiary by the Project Steering Group of the project, the Council of Europe and the European Union in January 2016. The Steering Group of the project consists of representatives of the governments of the seven beneficiaries. Per beneficiary, they gave the projects points on different agreed standard criteria and thereby selected seven municipalities as 'elements of good practice' that would receive an additional small grant to continue activities to further the goals of the project. These are Përmet in Albania, Gradiška in Bosnia and Herzegovina, Pula in Croatia, Tivat in Montenegro, Subotica in Serbia, Staro Nagoričane in "the former Yugoslav Republic of Macedonia" and Vushtrri in Kosovo*. In the report 'Report on the selection of elements of good practice', the reasons for selecting these particular projects are described in detail.

Centre of South East European Studies: evaluation of elements of good practice

The seven 'elements of good practice' municipalities were further evaluated in-depth by the Centre of South East European Studies of the University of Graz, in order to assess the projects' effectiveness and benefits in implementation as well as the potential for the replicability of the projects in other local contexts and beneficiaries. The results of this assessment are conveyed in the publication 'Elements of Good Practice Identified During the Implementation of the EU/CoE Regional Joint Project 'Promoting Human Rights and Minority Protection in South East Europe'.

Evaluation of small grants projects

Another evaluation was also carried out among all participating municipalities. 'Evaluation of small grants projects' reports were produced by consultants engaged by the Council of Europe for each of the seven beneficiaries. In these reports, the results of the different projects are conveyed, along with project-specific lessons learnt and recommendations.

Outline regional report

This final regional report starts with a summary of the results of the awareness assessment of minority rights carried out in 36 municipalities in chapter 2, explaining the methodology used, conveying the results and summing up the conclusions and recommendations that could be drawn from the awareness assessment. Chapter 3 is devoted to the project assessment done by the Research Team of the College of Europe. It first describes the methodology and how the assessment was carried out, and then goes into the lessons that might be learnt from analysing the 35 projects that were implemented in conjunction. It closes with an overview of conclusions and recommendations resulting from the project assessment. The fourth chapter then summarizes the overall conclusions and recommendations from the Research Team of the College of Europe. In the Annexes, there is a reflection chapter for each beneficiary, as well as a summary of the results of the second project assessment and a score sheet per municipality.

2 Awareness assessment

This chapter consists of a summary of the results of the awareness assessment of minority rights in the participating municipalities that was carried out at the start of 2015. A full account of results is conveyed in the 'Second cross-country report: awareness assessment'.

2.1 Methodology

The awareness of the Convention and the Charter was assessed in 36 municipalities in seven beneficiaries in South East Europe. These had previously been chosen by the Council of Europe to implement the project, which aimed at protecting the rights of or improving basic services for minorities. The municipalities were not chosen for their measure of representativeness of the population in general, or of minority groups. Rather, through a call for proposals, the 36 municipalities were selected on the basis of different criteria, including the quality of their project

proposals and the likely success of their implementation. In other words, the selection criteria prevent the possibility of reaching methodologically solid comparative conclusions on awareness of the Convention and the Charter.

Indeed, the chosen municipalities differ in population size, in socio-economic situation, living standards, the size and characteristics of minority groups living there, average education level and geographical lay-out aspects. These factors may all influence the awareness inhabitants have of the Convention and the Charter. Given the diversity in beneficiaries 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.

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 poll among the population in general would not have been possible, nor would it have been useful for the purposes of this research. The second reason is that these are the groups that will be mainly involved in the local projects in the framework of the project as a whole.

Since the target groups are quite narrow and specific, non-probability purposive methods were used to approach them: expert sampling and quota sampling. How respondents were approached differed per municipality. 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. So while an effort was made to harmonise methodology, this was only possible to a certain degree due to the differing circumstances in municipalities.

In total, 1,302 respondents were interviewed. 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 majority of respondents was university educated. This could 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.

Specifically, for minority persons 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 timeframe. 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.

2.2 Summary of results

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.

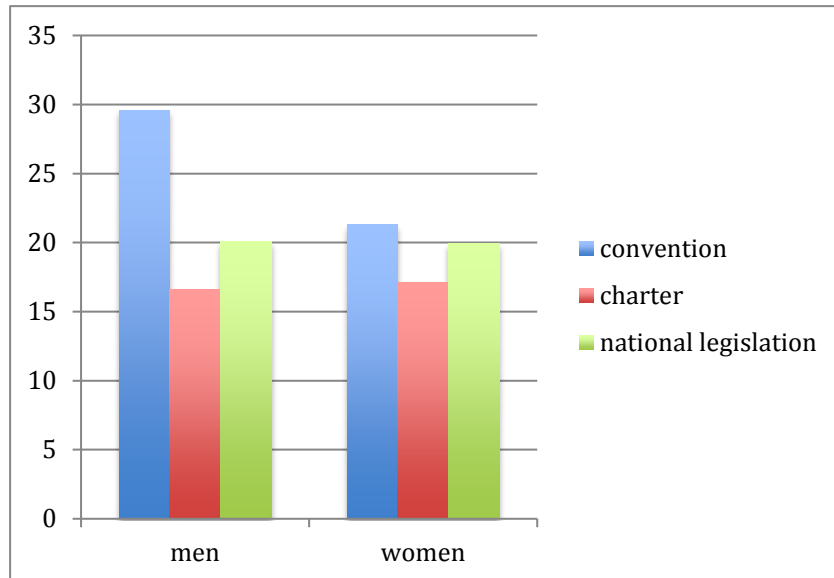


Figure 1: Respondents' awareness of instruments and their content by sex

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.

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 was familiar with the Convention and its content.

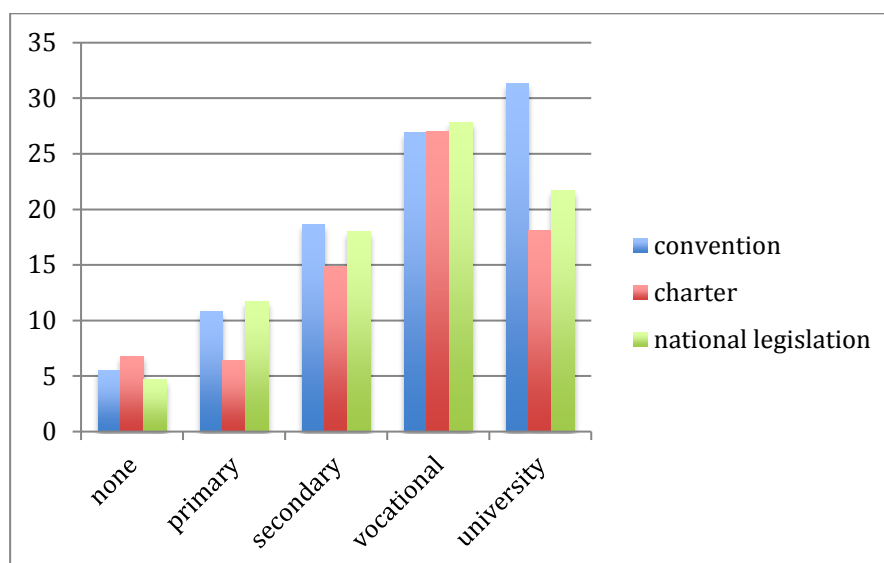


Figure 2: Respondents' awareness of instruments and their content by education level

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 is familiar with the Convention and its content. For the Charter and national legislation, policies and strategies, this percentage is even lower, around 11%.

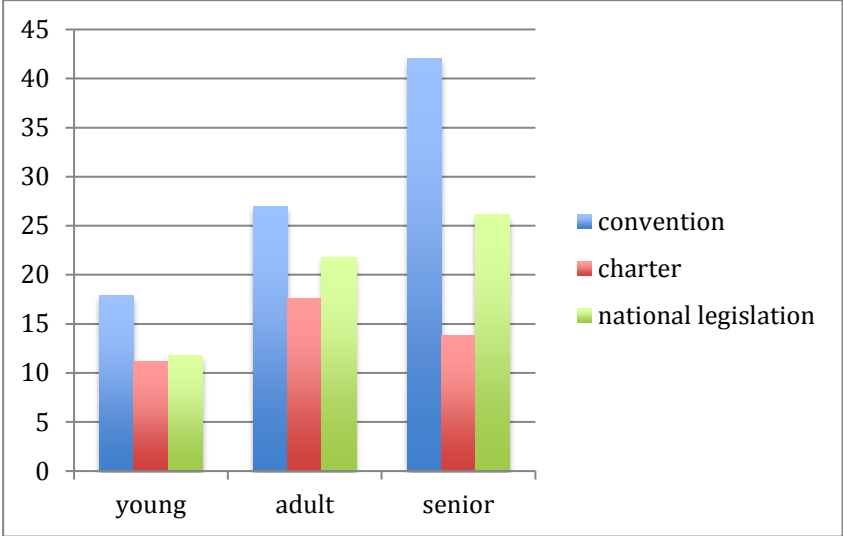


Figure 3: Respondents’ awareness of instruments and their content by age

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 over 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.

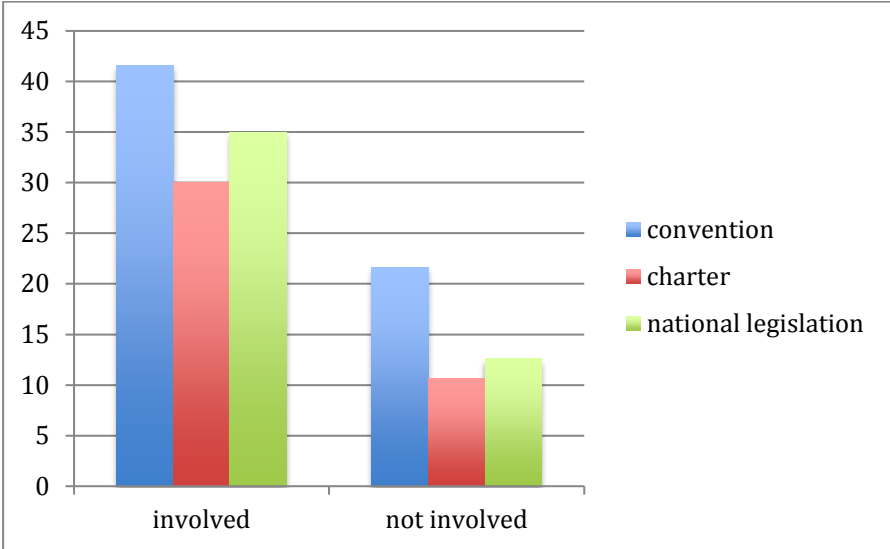


Figure 4: Awareness of instruments and their content of those involved in minority protection compared to those not involved

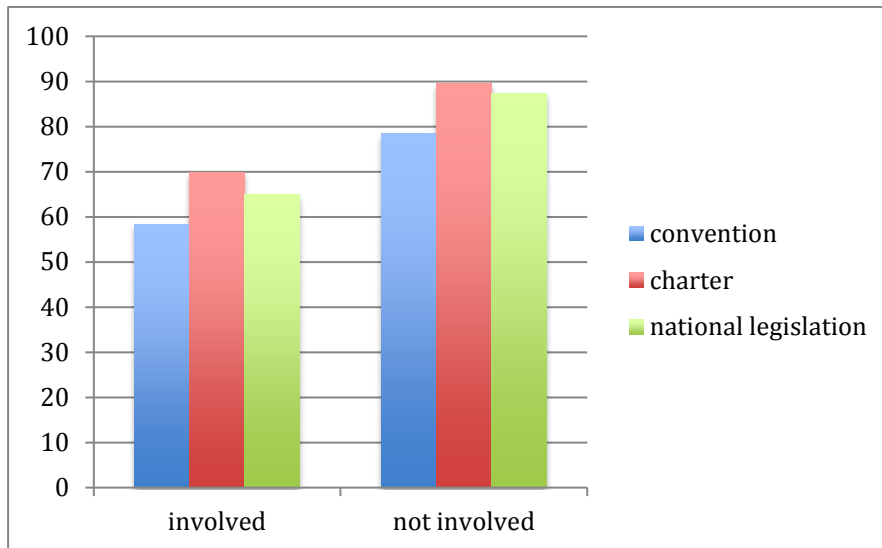


Figure 5: Lack of content awareness by those involved in minority protection compared to those not involved

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.

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.

In most beneficiaries, authorities at national, regional and/or local level were among the actors deemed most responsible for taking minority protection measures; more specifically, in Croatia and Montenegro, local authorities were seen as the most responsible authorities, and in Kosovo* and Serbia the national authorities. 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.

2.3 Conclusions and recommendations

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.

The results of the awareness assessment show that 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 concluded safely 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.

3 Project assessment

In this chapter, the analysis of the two project assessments that were carried out at the very beginning of implementation and after implementation is conveyed. First, the methodology and working methods are described, and after that the lessons that might be learned from the results of the project assessment are explained in-depth. The chapter ends with some overall conclusions and recommendations.

3.1 Methodology

A methodology was developed specifically for this project. In order to see what makes a local project in the area of human rights and minority protection a success, the Research Team looked into the different stages of project management and the different assets that an implementing team might have for a successful implementation. These were ordered into five different project capacities:

Assessment criteria of the project
• Relevance
• Organisational capacity
• Cooperative capacity
• Problem solving capacity
• Results

Relevance

This assessment took place at the start of the project implementation only, as it is not likely to change throughout implementation. To assess what relevance the Municipal Taskforces attach to the projects, questions were asked, such as: *What is the problem to be solved by the project? Is this a priority, considering the local situation? Is the project a suitable way to solve the problem?* Moreover, the respondents were asked to describe the problem to be solved by the project in their own words. It could be that people have different ideas on what this is, which in itself can constitute a risk to the project's implementation. A question was also included in the awareness assessment to ascertain whether minority persons as the projects' target group deemed the project a priority. The answers to both the questions in the project assessment and the awareness assessment could thus be compared. The first project assessment showed that in almost all municipalities, the topic of the project was deemed relevant, both by the Taskforce members and by the respondents to the awareness assessment. In only a few cases, the topic of the project was deemed trivial by respondents to the awareness assessment, mainly when compared to more existential socio-economic challenges of minority groups in those municipalities.

Organisational capacity

This assessment took place in both phases: at the start of the project implementation, and after implementation had finished. The questions themselves were adapted to the phase of the project. The questions posed included: *How did the project design take place? How is the project organisation set up and coordinated? How effective and inclusive is decision-making within the project organisation? Is the project properly funded? Who are the persons directly involved in the implementation of the project, are their tasks clear to them and are they the most suitable persons for their task? What is the level of organisation of minority groups, and their level of involvement in drafting and implementing the project plans?*

Another important issue was the level of organisation of minority groups and their level of involvement in choosing the topic of the project and designing the project itself. For projects concerning minority groups, or any group that may be difficult to reach, a higher level of organisation can often be related directly to a higher chance of success of the project. It facilitates engaging participants, dispersing information and results and also gaining information that can be used to tailor the project to the target group. In some municipalities, enhancing the level of organisation and capacities of minority groups was the specific goal of the project. In those cases, a low level of organisation could even be a success factor, because much can be gained from a raised organisation level for any future projects aimed at improving the situation of minority groups. Aside from their level of organisation, their involvement in the project management is also an important factor, because this might determine the general feeling of the target group towards the project and in turn their willingness to participate. It could also mean that there was a higher chance that the project's topic and design correlates to the reality of the target group.

Cooperative capacity

This assessment took place in both phases: at the start of the project implementation and after implementation had finished. The questions themselves, however, were adapted to the phase of the project. To assess the cooperative capacity of the projects, questions were asked, such as: *What is the level of trust between the members of the multi-stakeholder task force? What is the level of ownership felt by different groups and persons involved in project implementation? What is the level of responsibility for solving the problem targeted by the project felt by different interlocutors?*

Considering the fact that many of the municipalities and minority groups are quite small, chances were that most of those involved in the project implementation had worked together before on other minority protection projects in the past. Therefore, respondents were also asked whether they had worked together before, and if so, how successful this cooperation was. If teams had indeed cooperated before but the cooperation was not a success, it might have negatively influenced their feelings toward each other and hamper cooperation in this project.

Problem-solving capacity

This assessment took place after the project's conclusion, so not at the starting phase of the project. In all likelihood, most projects would not yet have run into problems to be solved at the start of implementation. To assess the project's problem-solving capacity, questions were asked like: *How do those involved in the implementation of the project deal with barriers? How successful are they in removing barriers and how far do they cooperate to remove barriers? How are possible personal tensions, lack of clarity about task divisions or other interpersonal issues dealt with within the Municipal Taskforce? How are changes in the plan, the timetable or other changes communicated to the team?*

Results

This assessment took place after the project's conclusion, to see whether the project is called a success or not by the Taskforce and the target group, and most importantly, why. For the evaluation, questions were asked such as: *Have the tangible results aimed at by the project been met? Are those persons targeted by the project helped? Did the project manage to keep within the financial and time frame? How has the cooperation within the Municipal Taskforce and its handling of barriers been perceived by its members?*

Assessment in two stages

As said above, the project assessment was carried out in two stages, at the start and at the end of implementation of the projects. With these assessments at different stages, the Research Team was able to look back after implementation and see which factors that led to success or failure were already in place at the start of the project, and which arose during implementation. This in turn offers information as to which project ideas have worked well in practice and what circumstances need to be in place to make them a success. The comparison between the first and the last assessment is also instructive as to what factors are and are not essential at the outset for eventual success.

It must be noted however that the project assessment is a form of participative action research, whereby the research interacts with the subject. The report of the first project assessment was public and could be used by the Taskforces implementing and co-ordinating the local projects to improve their work. It is not a neutral observation of the local projects, in which the projects would take their course uninfluenced by the research.

Working method

The Research Team had National Experts for each of the seven beneficiaries. These national experts visited the municipalities to interview the Taskforces, or if meeting in person were not possible, interviewed them by Skype or telephone. Based on the interviews, they wrote reports for each of the municipalities. These reports themselves are kept confidential, so as to protect the anonymity of the respondents. However, anonymised public summaries were made for the first report on the project assessment published in 2015 and again for this report (see annexes). Moreover, score sheets were made for each municipality, indicating areas of risk or obstacle in orange or red, and areas where no risks or obstacles seemed to exist in green, as a visual tool to assess the project implementation. For this second phase, the national experts were asked to prepare two types summaries of results for each municipality: one to be included in this report (see annexes) and the other confidential.

The project assessment is a qualitative research. A number of questions in the first assessment asked the respondents to indicate their level of clarity about the purpose and working methods, their trust in one another and other aspects on a five-point scale, in order to create a possibility to do a comparable analysis across municipalities. However, the results of open questions were most decisive in the project assessment, while the answers of persons closer to the day-to-day implementation of the project weighed more heavily than the answers of those further removed.

Target group

The target group for the project assessment is uniform across municipalities, mainly composed of the members of the Taskforces, which were set up in the context of the local projects in each municipality. There should be at least five members in each Taskforce, as stipulated by the Council of Europe. This was however not the case in each municipality, as the first project assessment showed. In some exceptions, Taskforces had only three members.

If relevant and according to the local situation and the nature of the project, others directly involved in the implementation of the projects could be questioned for the project assessment too, such as participants, teachers, local minority leaders and other relevant parties. In the target group, there should be at least two municipal officers and two people belonging to (a) minority group(s). The National Experts also made an effort to include both men and women, but this was not possible everywhere as in some municipalities the Taskforce consisted of only men or only women.

The size of the sample could differ between municipalities, according to how many persons are involved in the Taskforce and the project implementation. Considering the qualitative nature of the research, a difference in sample size has no bearing on the validity of the results, unless a minimum threshold is not reached. This minimum threshold was set at three respondents and was reached in almost all cases. Where fewer than three respondents could be interviewed, the validity of the results was considered in question.

Mainly through the municipal contact persons, the national experts identified the persons to be interviewed for the project assessments. While the second project assessment has the same target group as the first, namely the Taskforce members, in some cases the individual persons to be interviewed were not the same. In some municipalities, there were changes in the composition of the Taskforces between the beginning of 2015 and the spring of 2016. In the second assessment, also one or two beneficiaries of the project were included if this was feasible, to assess whether the target group has benefited from the project in their own opinion.

First project assessment

In the first project assessment, the National Experts of the Research Team tried to interview the members of the Taskforces in all 36 municipalities, and were successful in 35 municipalities. In Tetovo, in “the former Yugoslav Republic of Macedonia”, enough respondents could not be found willing to participate so that municipality could not be included in the first assessment.

The first project assessment identified the risk and success factors of the 35 projects. Only five of the 35 projects showed no risk factors at all, in the opinion of the Taskforce members. Even so, most risks for the remaining 31 projects seemed to be fairly easily possible to overcome, such as lack of clarity among Taskforce members about the purpose of the project and their tasks within it. The organisational capacity seemed to be higher for those Taskforces that involved all relevant stakeholders in the design of the project. Where the municipality, or in some cases a civil society organization (CSO), designed the project more unilaterally, there was more lack of clarity among those that had not been involved. The cooperative capacity was highest when Taskforce members had worked together successfully in the past, which luckily was often the case. The greatest difficulty seemed to exist in engaging the target group of minority persons. This seemed to be worse in municipalities where minority persons display a low level of organisation, especially when it concerned Roma people.

Second project assessment

In the second project assessment, the Research Team interviewed the members of the Taskforces, and in some cases also several project beneficiaries, in 35 municipalities. This time an assessment for Tetovo in “the former Yugoslav Republic of Macedonia” was made; however, an assessment was not made for the project in Bijelo Polje in Montenegro, which ran into obstacles and ended after 6 months of implementation.

The second project assessments built upon the first. The first assessment used a similar questionnaire in all beneficiaries and municipalities, to afford a measure of comparability and to create a baseline. The second assessment was more project-specific, and addressed the possible risks and success factors identified in the first assessment with open questions. So while the topics addressed were the same in each municipality, the questions asked could differ in order to gain as much insight in the situation as possible. Furthermore, emphasis was put on possible results achieved during implementation of the projects.

Success

It must be noted that a direct comparison of success between projects cannot be made, for a number of reasons. The first is that the beneficiaries as well as the municipalities differ from each other. In a larger municipality with multiple minority groups, a project is often more challenging than in a smaller municipality with only one major minority group. Reversely, a larger municipality may have extensive previous experience with the management of an internationally funded project, while for a smaller municipality this might be a first time. Also the social and economic situation of minority groups differs significantly in different municipalities. In municipalities with minority groups that have a relatively low education level and low living standards, it will be more difficult to engage them in the project, either as members of the Taskforce or as participants. However, a project aimed at improving these living standards and the exercise of rights of minority groups might be more challenging there, but also more essential.

The projects themselves also differ a lot. Some municipalities had a very concrete and relatively “easy” to implement project idea, such as translating municipal documents, while others had a much more encompassing and ambitious project plan that was less concrete and less easy to implement. Some projects were also politically more controversial and challenging than others, especially when the targeted minority group showed low levels of organisation. Moreover, a few of the more ambitious projects aimed at finding additional financing, or required some physical infrastructure, which was not yet assured at the outset. It could however be that the less concrete, more encompassing and more controversial projects will eventually have a greater reward for the target group than the more concrete and less ambitious or controversial projects.

It can therefore not be concluded that projects for which more risks or obstacles are indicated in the score sheet 'did worse' than projects that have less. The specific nature of the beneficiary, municipality, minority group and project always need to be taken into account.

Even so, the analysis below sometimes speaks of projects with 'the most' or 'more' successful implementation. While a comparative list of the success of municipalities cannot be drawn up, some Taskforces were more successful than others in overcoming obstacles, achieving the project goals and providing (lasting) benefits to the minority target group(s). These are mainly the projects with the least orange or red marks in their score sheets (see annexes) and/or the projects that scored relatively high in the evaluation by the Project Steering Group, the Council of Europe and the European Union. Sometimes, however, a municipality might have a number of orange marks in some areas, but could have dealt with other aspects of the project, such as involving minority communities, in an exemplary way. They are then mentioned as good practices in that specific paragraph.

In the analysis, mainly good practices and not bad practices are highlighted with mention of the name of the municipality. As the purpose of the project as a whole is to learn positive lessons for future projects to implement minority rights at local level, these are the examples that are most relevant.

3.2 Cross-municipality and regional analysis

The interviews held with Taskforce members and beneficiaries of the projects in the participating municipalities were not only analysed separately (see annexes), but also jointly, to see what lessons

can be learnt from the project as a whole. The research has resulted in a wealth of information, from which valuable lessons may be drawn. They are conveyed below, arranged in order of the five project capacities that were analysed; project design and relevance, organisational capacity, cooperative capacity, problem-solving capacity and results.

Most vital project capacities: organisation and cooperation

When comparing the five project capacities among each other, it can be said that the organisational and cooperative capacities are by far the most important for successful implementation. The people make the project. The commitment of the staff working on the project to achieve success, their willingness to invest time and effort, their care for each other and for the target group are decisive, as are a feeling of ownership among all involved in the project implementation and a high level of trust between them. Where the relevance of the project was deemed low, by either the target group or the municipality, this could be compensated by the commitment of the Taskforce. And where initially there was little clarity in the purpose of the project, the division of tasks or the procedures to be followed, this was fairly easily overcome if the level of trust within the Taskforce was high. On the other hand, if the level of trust and the commitment of the staff was low, relatively small problems in other areas could lead to delays and discontent and cause an unsatisfactory result.

3.2.1 Project design: relevance

Each project started with a project design; the topic to be addressed, and an idea of the activities to be executed in the project year. From the experiences in the various projects, a number of lessons can be drawn for designing projects for the promotion of minority rights at local level.

Lesson #1: Listening to the needs of minority groups

In some cases, the topic to be addressed was not deemed highly relevant compared to other problems faced by minority groups in the municipality. This was among others the case where the use of minority language or the promotion of minority culture was the topic of the project, while minority groups felt that other more existential issues were more pressing.

In Kosovo*, minority groups for instance felt that their socio-economic problems were more pressing, while in Sarajevo the lack of affordable office space was deemed one of the most pressing issues for minority organisations. However, this turned out to not affect the success of the project, as long as minority groups felt that the municipality listened to their needs.

It must be emphasised that the municipality needs to truly listen to the minority group, and not just go through the motions of organising participation meetings. In one municipality, the minority group was enthusiastic to participate at first, but when information was presented to them in official municipal language they could not understand and they discovered that plans had almost been finalised before they were asked to participate, their enthusiasm waned. The lesson would be that it is important to truly listen to what minority people have to say, in their own words, and not only to what the municipality wants to hear.

Interesting to note is that the problem does not have to be immediately solved per se. In the case of Sarajevo, the project aimed at cultural visibility of minority groups and the problem with office space as expressed by minority organisations was not solved. However, the municipality did make room within the project to discuss this problem and took it seriously, thus ensuring that the minority organisations felt that they were heard and respected.

Lesson #2: Starting with a needs assessment

In some municipalities, such as Përmet, Vushtrri and Dropull i Poshtëm, the Taskforce members indicated that if they would do the project over again, they would start with a needs assessment among minority groups. These projects were all highly successful, but feel they would have benefited from a more thorough understanding of what it is that minority people need most from the outset.

The reason why the lack of such an assessment did not hamper successful implementation in some cases is that the Taskforces there took all the time needed to listen to what minority groups had to say. In Vushtrri, much time was invested in meetings with minority representatives, also after working hours. In Përmet, efforts were made to address the problems voiced by Egyptians, among others by adding to the project the placement of windows in houses of very poor Egyptian families. The project in Jablanica faced other problems hampering its success, but one of the tangible and positive results of the project was the renovation of a Roma cemetery, which was suggested by the Roma minority itself and taken up in the framework of the project. Even so, a needs assessment at the outset could much benefit the project design.

Another case that deserves mention here is Rahovec, where minority persons were trained in different professions. Taskforce members indicated that the project would have benefited from doing an assessment of both the wishes of minority groups as to the professions they would like to be trained for, and the local market opportunities of these professions. Thorough research before a project is designed might lead to better results.

Lesson #3: It is most important is to create a positive experience

The fact that a project was felt to be successful by all involved seems more important than what the actual practical results of the project are. Respondents in multiple municipalities, such as Gradiška and Sarajevo, have remarked that their project created a positive experience for both the municipality and the minority community, which they can build upon for future activities. In Rahovec, this was most apparent. The minority community initially felt distrust against the municipality and it was difficult to convince them to participate in the project, which aimed to train ten minority persons in a chosen profession and provide them with the tools to set up a small business. However, the time invested in regular meetings and joint decision-making and especially the happiness of the participants with what the project gave them considerably increased the trust of the minority community in the municipality. The municipality is now regularly approached by minority persons, and also asked whether the project will be repeated, because more people would like to take part.

Open and transparent communication and commitment and investment of time by the Taskforce contributes to the sense of positive experience, and the results show that fewer planned activities with a high chance of success have better long-term effects on the relationship between municipality and minorities than a high number of planned activities with a questionable chance of success. The Taskforce members in Pakrac mentioned this as a lesson learnt: less is more. The initial project plans there included a very large number of activities, which caused problems in budget and planning. In a later stage, the number of activities was brought down considerably and this helped to finish the project in the best possible way.

In the project design, the activities of the project should be judged on whether they will create a positive empowering experience for the municipality and minority group together, allowing time and energy for cooperation, discussion and joint solution-finding.

Lesson #4: Tangible products help create a feeling of success

Respondents in a number of municipalities have remarked that a tangible product emanating from the project helps a lot in creating a feeling of success. If minority groups have something that they might look at or hold in their hands as a result of the project, they are more likely to feel content with the project and positive about their collaboration with the municipality and each other.

In Përmet, respondents said that many activities were executed, but the feeling of success was largely helped by the publication of a book and brochure. This was even more apparent in Gradiška, where minority organisations had a lot of fun choosing texts and locations for street signs in minority languages, and have those as lasting tangible evidence of their engagement in the project. Other examples are Prnjavor and Prijedor, where equipment was bought that may be used by schools in years to come; Kruševo, where the publication of research and a poem book and the establishment of a permanent exhibition on Vlach culture at the Vlach Ethno House has given the

participating minority persons something tangible to look at after the project is completed; in Plav, where equipment for translation was bought; and Novi Pazar, where Bosniak music and dances were promoted, among others by making a brochure, sound carrier and movie, having traditional costumes made and buying traditional musical instruments that stay with the minority group. Also in Subotica, Staro Nagoričane and Bujanovac, tangible products were included in the project. However, it should be noted that buying equipment and having a tangible result only works if it serves a larger purpose, like a policy to improve the visibility of minority groups or a closer relationship between municipality and community.

Lesson #5: Including short-term success and long-term benefits

Following from the previous lessons, the most successful projects to improve the position of minority persons should include both short-term tangible successes and longer-term benefits that are less tangible but create a basis for future cooperation. In Vushtrri, this was combined successfully, by working on a long-term minority rights strategy on the one hand, and buying sports equipment for events with minority children on the other hand. Both activities are seemingly unrelated, but worked towards creating a sense of short-term accomplishment embedded in a longer-term policy. Moreover, the Taskforce in Vushtrri decided to spend the money left in the project on buying notebooks for disadvantaged children, thus giving something tangible to the minority community that creates the feeling that the municipality cares for them. It was likewise in Gradiška, where choosing street signs was a tangible and fun activity for minority groups, while they also contributed to a longer-term action plan for minority rights in the municipality and in some other municipalities, where women were trained whose new skills will serve them as a tool for future employment.

Lesson #6: Tailoring activities to different minority, age and gender groups

In the design of the project, it is important to tailor activities to specific groups of minority persons. For instance, by reaching young minority people through schools, older minority people through organisations, and women through women's associations in the municipality. Kruševo is a good example of a project that used various channels to reach diverse groups of minority people, and also Staro Nagoričane managed to engage both younger and older men and women in this way.

Another challenge is reaching different minority groups within the municipality. As was remarked in several municipalities, it is sometimes difficult to engage minority groups with different needs. In quite a number of municipalities, the project on paper included multiple minority groups, but in practice only managed to reach one group. While in some municipalities this remained unmentioned, some others acknowledged this explicitly, and took decisions accordingly.

In Përmet for instance, it was acknowledged that the needs of the Egyptian minority were more existential in nature, with a need for proper housing, employment and education, while the needs of the Greek and Vlach minorities were more aimed at cultural visibility and the use of their language. The Taskforce tried to accommodate this by clearly making a choice to focus mostly on the more disadvantaged Egyptian minority, and investing not only in participation training but also in some basic needs like windows and healthcare costs for them. The Greek and Vlach communities were less engaged in practice, because their needs differed too much from those of the Egyptian community.

In exceptional cases, having multiple minority groups involved was an extra asset for the project. For example, in Sarajevo, the initial plan was to focus on larger and more well-organised minority groups, but when the municipality received applications from many others to participate it was decided to include all those interested. This afforded the smaller and less organised minority groups the chance of peer-to-peer learning from the larger organisations, which was a very positive side-effect. In Kneževi Vinogradi, something similar happened when a call for books in minority languages for the local library did not only attract Serbian and Hungarian minorities, but also German. They were included and this created an improved relationship of the German minority with the municipality that can be built on for the future.

3.2.2 Policy area

A striking result is that when the policy areas are compared, many of the most successfully implemented projects aim at promoting the use of minority languages. They tended to be implemented without meeting any difficulties along the way. The projects aimed at promoting the culture of minority groups ran into a moderate amount of obstacles, while most of the projects with the purpose of promoting education or effective participation had the most obstacles to overcome. There are, of course, some notable exceptions, such as the highly successful project concerning education in Tivat, but a clear trend in this respect can be discerned.

Lesson #7: Language can be a good starting point, but should not stop there

One of the reasons why projects aimed at promoting the use of minority languages were relatively successfully implemented is that they tend to be fairly practical in nature. The project in Plav was an example of this. There, the project consisted mainly of procuring translation equipment, which happened successfully and did not require many human resources. In multiple projects, equipment, software and books are bought, lessons are offered, street signs are put up. However, the projects that were most successful in reaching and improving the situation of minority communities did not aim at the practical results only. They used language as a starting point to enter into dialogue with minority groups and to have something concrete and practical to work on with the target group. In those cases, such as in Gradiška, Prnjavor and Kneževi Vinogradi, the project led to an increase in cooperation and trust between municipality and minority group, which is likely to have more lasting effects than just the equipment bought or the people taught.

In Subotica, where the project itself was highly technical in nature; buying software for translation of official documents and communication in minority language, the Taskforce pointed to the fact that the equipment in itself does not improve the situation of minority groups, but mainly provides a foundation for improvement in the future. Further promotion of the project results is needed to make the new possibilities for communication in their own language visible to all interested citizens. The same applies to Pančevo, where websites were made in five languages that need to be promoted among the target groups to ensure that they benefit minority people.

A remark made in Pula, where municipal officers took Italian lessons to be able to serve the Italian community in their own language, is also relevant here. Those that had taken these lessons in Pula remarked that learning the language also sparked better understanding of the culture and traditions of the minority group, fostering a better relationship between the minority community and the municipality.

Culture/media

The projects concerning culture/media were very different in nature and activities. Some aimed at organising events, others at producing materials or teaching skills to minority persons (e.g the project in Dropull i Poshtëm successfully trained young people from the Greek minority community in producing and selling crafts). The biggest challenge for these projects seems to be to create sustainable results that will continue after the project implementation has finished.

Lesson #8: Making sure that results of cultural/media projects are sustainable

While sustainability of results is of course an important requirement for any project, this seems extra important for projects aimed at culture/media. In some municipalities, there were many activities in the project year, but these run the risk of being one-off. Among others in Rrethina, this problem was explicitly mentioned by the Taskforce. They suggested that the municipality should structurally allocate funds for cultural activities and should propose a long-term plan for the revitalisation of culture.

Those municipalities that did create more lasting results did this in different ways; having tangible results, such as the 'Ethno-room' in Staro Nagoričane, the Vlach database and museum in Petrovac na Mlavi and the 'Vlach family room' in Kruševo, creating a network between minority organisations such as in Sarajevo, making an activity like the National Day for Minorities a recurring

event, or providing structural funding for minority organisations to carry out activities such as in Prijedor.

Participation

Not all projects aimed at effective participation were as successful in their implementation. In a few cases, it proved hard to engage the target group, or the results were not sustainable after the project had finished. Nonetheless, some projects aimed at participation did have success. The decisive factors seem to be an active and committed Taskforce and consistent high-level support within the municipality. While high-level support was indicated as an important success factor in many projects, this was especially relevant for projects in the area of participation. The lessons learnt in this respect are discussed in the section 'organisational capacity: staff' below.

Lesson #9: Representative bodies of minorities need structural funding and training for their members

The establishment of Committees for Intercommunity Relations (CICRs) in “the former Yugoslav Republic of Macedonia” deserves special mention here. In both Saraj and Tetovo, projects were initiated to establish or improve the local CICR. The project in Saraj was highly successful, due to a number of factors. They managed to engage the minority community at large through public appearances of local religious leaders and high-level municipal officials supporting the project. Moreover, they attached a tangible activity to the efforts to strengthen the CICR. Saraj bought sports equipment and organised a sports event including minority children, as a public and tangible result of the project.

Respondents in the projects in Saraj and Tetovo remarked that one of the major problems for CICRs is funding, and that proper funding should be organised for them at national level. Also, training for members of the CICR, administrators working with the CICR and local council members should be structural and regular. While the training courses in Saraj worked well, the members may well be replaced with the next election and the gained knowledge may be lost again. Additionally, efforts should be made to embed the work of the CICR in the regular proceedings of the local council, and joint efforts between CICRs in neighbouring municipalities should be promoted.

The projects in Subotica and Pančevo in Serbia, although more technical in nature and primarily aimed at promoting the use of minority languages, also involved increasing the capacities of representative bodies of minorities. However, there too, some Taskforce members pointed to the danger of knowledge being lost with personal changes within these bodies if training and funding is not made structural.

Education and employment

The projects aimed at education or employment seemed to be the most challenging to implement. This is mainly because the involvement of minority persons is vital for the success of these projects. While language projects could be successfully executed without much, or even any, involvement of the minority community and most culture/media and participation projects could be implemented with minority organisations, the projects aimed at education and employment had to directly engage with minority pupils, parents and unemployed individuals. But while education and employment projects are perhaps more challenging to implement, chances are that the results of these projects in terms of benefits for minority persons are greater and more long-lasting.

Lesson #10: Being prepared to invest much time and energy to engage minority persons in education/employment projects

Education and employment projects found it a challenge to engage minority participants. They had to overcome initial distrust and convince people of the benefits of participation, such as in Rahovec and in Bosanska Krupa. In Bosanska Krupa, the Taskforce managed to convince parents to send their children to mobile kindergarten by carrying out house visits and organising meetings with parents. This took more time than envisioned at first, but once the parents had been convinced to let their children participate, they were very happy with the chances offered to the children and hope that the project can become structural. In Rahovec, the first call to minority people to

participate in vocational training for one of four professions did not lead to enough applications. They invested in finding out what the barriers to application were and found out that the costs of acquiring the necessary documentation was one reason. This barrier was taken away and those that participated were enthusiastic about the results and managed to increase trust in the municipality in general.

3.2.3 Organisational capacity: staff

As said in the introduction to this chapter: the people make the project. Those projects with a highly committed Taskforce, with few personal changes and a high level of availability and time investment were the most successful, even regardless of the topic addressed or the activities envisioned.

Lesson #11: Tailor the size and nature of the Taskforce to the project

In general, it seems that Taskforces of five or more people were better able to implement the project than smaller ones. This is most likely because larger Taskforces included more people from both the municipality and minority groups, thus making a larger group of people responsible for the success of the project. However, in some cases a smaller Taskforce sufficed if the engagement with other municipal departments and minority groups was ensured in other ways. In a few cases, a different form of organisation was chosen. Sarajevo for instance chose to have a relatively small Taskforce, which consulted regularly with a larger implementation group in which the many minority groups involved in the project were represented.

Lesson #12: Having committed and available Taskforce members

This is probably the most important lesson learnt. Those projects where the members of the Taskforce, those people most closely connected to the implementation of the project, showed great commitment and care were experienced as the most successful by the minority target group as well as the Taskforce itself. Commitment is shown among others through a sense of ownership of the project, a feeling of responsibility and the ability to delegate tasks among the team but also to take over tasks from others whenever needed.

Another tell-tale sign of commitment is time investment and availability. Especially if it was felt that the project manager was available at all times for questions and sharing opinions and information, this contributed hugely to the feeling of success and accomplishment in the project. Vushtrri was a good example of this, where the minority participants praised the availability of the Taskforce and the willingness of municipal officers to meet after working hours to suit their agendas. Also in Sarajevo, minority stakeholders praised the Taskforce for their availability, which helped take away any initial feelings of distrust towards the project and municipal authorities.

The person with main responsibility for the implementation of the project played an important role in most municipalities. Where this person was highly competent, committed and available above and beyond the call of duty, this was remarked by others in the Taskforce as one of the great assets for success. This was for instance the case in Bujanovac, Kneževi Vinogradi and Vushtrri. In Rrethina, the project coordinator changed job positions after a territorial reform, but decided to continue coordinating this project until its completion in addition to her new duties, which was positively correlated to the success of the project. In a few cases, the project coordinators were instrumental in achieving results, even if there was little support within the municipal structure or Taskforce. The coordinator in Gračac in this sense managed to bring most activities to a satisfactory conclusion in difficult circumstances. Saraj and Jablanica are also examples of municipalities where a local NGO implemented the vast majority of project activities, and in Kotor the editorial staff of the minority language magazine took on most of the responsibilities. In Bosilegrad, despite many obstacles, the personal commitment of the project leader from a CSO managed to gain results in gaining the project's objectives, even though his payment was in question.

Lesson #13: Being wary of changes to the Taskforce

Connected to the lesson above, it seems important to have the same key persons working on implementation throughout the project. The most successful projects have seen few changes to the Taskforce, or they only had changes at the very beginning or the very end of the implementation period. Projects where one or more key Taskforce members were replaced halfway through implementation were often negatively affected by the changes. Sometimes this could not be prevented due to administrative changes in the municipality as a whole, or due to sickness or resettlement of Taskforce members, but even so the level of trust within the Taskforce and between municipality and minority stakeholders was often negatively influenced by the change, especially where tasks were not handed over properly. The exception is Pančevo, where despite major changes in the political leadership of the municipality and the replacement of all persons in the Taskforce, the project was successfully implemented.

On the other hand, adding more people to the Taskforce along the line, especially if this was to engage more minority stakeholders closer in the implementation or to add specific expertise to the Taskforce, usually affected the project positively. On the whole, larger Taskforces of five to seven people were more successful than smaller ones in reaching a broad group of minority persons, especially where the project aimed at the promotion of minority culture.

Lesson #14: Investing in the capacity of the municipality to manage projects

Municipalities with more experience in implementing international projects, such as Pula and Subotica, had a clear advantage. Almost all projects had some problems with administrative and financial difficulties, which are described in more detail below. The municipalities that had managed larger and international projects before were better able to deal with these obstacles, and were able to spend more time on the activities and communication with minority groups instead of administrative tasks.

In especially smaller municipalities that did not have previous experience with managing such a project, the effort that had to be invested in administrative and management tasks was much greater. Most received expert support from the Council of Europe to deal with this, but some indicated that they would have benefited from even more outside expert support in this area. Even so, the experience did contribute to an increased capacity on the part of the municipality, like was the case in Shijak. There, it was suggested that an investment in capacity building and training in project management for the municipal authorities would have benefited the project.

A lack of previous experience, however, did not have to stand in the way of successful implementation. In Kneževi Vinogradi, the Taskforce had not previously worked together on an international project, but with great commitment and energy managed to implement the project highly successfully. The project has forged a team of people in that municipality who learnt very much in the course of it and will be ready to take on future projects. Similarly, in Staro Nagoričane, the Taskforce felt that their engagement in this project was a valuable learning experience for them, as a positive side-effect. They will be able to use their increased capacity for international project management in the years to come.

Lesson #15: The more support from high up, the better

Last, but certainly not least in this category is the lesson that high-level support within the municipality is often very beneficial to the success of the project. Many respondents in municipalities with successful implementation remarked that consistent support and interest from the mayor or deputy mayor was an important factor in their success. Reversely, a few Taskforces pointed to a lack of political support within their municipality as one of the reasons why implementation of their project was hindered or less successful.

In Saraj, the initiative to establish a Commission for Inter-Community Relations came directly from the mayor, who was involved throughout the project. This convinced minority people of the genuine wish of the municipality to engage with them and also facilitated the involvement of religious leaders and even a government minister in the activities. In Staro Nagoričane, the project was

managed directly from the mayor's office, and while the mayor was not formally part of the Taskforce, he did take the main responsibility for the project.

Support at high political level was extra important where reallocation decisions had to be taken, or where territorial reform required the same decisions to be retaken by a new administration. This happened among others in Rrethina. The territorial reform there resulted in a delay of payments at first, but then the decision of the original Council was retaken without hesitation by the following Council of the newly formed municipality.

Other examples of municipalities where Taskforce members pointed to high level political support as having positive effected the project are Subotica, Dropull i Poshtëm, Cacovec, Petrovac na Mlavi and Sarajevo. Mainly, it seems that direct support from the mayor or deputy mayor or local Council gives credibility and visibility to the project and facilitates decision-making to overcome obstacles.

3.2.4 Organisational capacity: decision-making

Aside from the quality and commitment of the staff responsible for implementing the project, the way in which decisions were made within the project contributed to the feelings that stakeholders had about the project afterwards.

Lesson #16: Solving lack of clarity about tasks and procedures in an early stage

In the first project assessment, undertaken at the very start of most projects, there was some confusion in a fair number of municipalities about the division of tasks, procedures of decision-making or even the purposes of the project among Taskforce members. It was predicted at that time that Taskforces could fairly easily overcome this confusion by properly informing all members at an early stage. Luckily, this turned out to be correct. Most of the municipalities with lack of clarity about purpose, procedures or tasks managed to solve these issues in time for a successful implementation of the project. Some, however, did not; this was mostly the case where the municipality had designed the project one-sidedly or where the task division between municipal and non-municipal stakeholders was not to everyone's satisfaction. In these cases, it was mainly the Taskforce members from minority organisations who continued to feel confusion or discontent about decision-making, procedures or task division.

Lesson #17: Making transparent choices

It was a challenge in some cases to choose how to spend scarce resources. The allocation of finances or attention to one minority group over others sometimes created the possibility of discontent among those who received less. This was for instance the case in Pula, where the project focused exclusively on the Italian minority and not on other groups, and Pakrac where the focus was mainly on the Serbian minority and less on the other minority target groups. In Prijedor, the project as a whole mainly focused on the Ukrainian minority, but other minorities were engaged in certain specific activities. Another example is Përmet, where the choice was made to focus mainly on the Roma and Egyptian minorities, as they were the most disadvantaged in the municipality. However, this left the Greek and especially the Vlach minorities feeling excluded. In these municipalities, it seems that it was important that the choice to focus exclusively or mainly on a certain group was made early and clearly in the project implementation. This seems to have worked best in Prijedor, where no real discontent was discerned among other minority groups, but also in the other two municipalities a clear choice prevented any discontent from affecting the project implementation.

Another area in which clear and transparent allocation choices had to be made in some municipalities was in choosing minority individuals who could take part in the activities. In Rahovec for instance, ten persons had to be selected from a larger group of applicants to take part in professional training. This turned out well, everyone seemed okay with the choices made. In Përmet however, a side activity consisted in placing new windows in the homes of poor Egyptian families. There, the choices made were less transparent to some of the target group, causing some discontent within the group.

3.2.5 Organisational capacity: involvement of minority groups

In the first project assessment, the involvement of minority groups was predicted to be the biggest challenge for many projects, especially in municipalities where the level of organisation of minority groups was low. This prediction largely turned out to be true. It did prove difficult to involve minority persons, especially in municipalities where the level of organisation of minority communities was relatively low. There are different levels of involvement that can be identified. Involvement of minority organisations in the management of the project was the relatively easiest level. Involvement of minority persons as participants or beneficiaries of the project proved more challenging, and involvement of the minority group at large was the biggest challenge. Some valuable lessons were learnt by the projects that did manage to involve minority groups or persons at these different levels.

Lesson #18: Involving minorities closely in the project management

The projects that were most successful were jointly driven by the municipality and minority organisations. Gradiška is a good example of this. There, both groups of stakeholders worked closely and pleasantly together, sharing responsibility and ownership.

In Petrovac na Mlavi, the great involvement of the Vlach minority in the project management was seen as one of the most important assets of the project. In the course of working together on practical events such as setting up a culture database and a museum of Vlach culture, the mobilisation of Vlach minority persons of all ages improved substantially. This was the case in more municipalities, where the cooperation within the Taskforce was a valuable project activity in itself. A similar remark was made in Novi Pazar, where the Bosniak minority became increasingly more active and involved throughout the implementation of different project activities.

In Rahovec, municipality and minority stakeholders also worked together closely and pleasantly, but the Taskforce members made a valuable recommendation for future projects: it would help to pay minority stakeholders who are not employed by the municipality for the time they invest in a project, if only to show appreciation for the work they do.

Furthermore, in Pula, as in multiple municipalities, it was remarked that having municipal officers of minority groups can form an important bridge between the municipality and minority communities.

It is important to note that only involving minority stakeholders in the Taskforce does not bring an optimum result either. There were a few municipalities where the Taskforce consisted of only minority members or where all the responsibility for the implementation was left to the minority members of the Taskforce. There, the project did not lead to further integration of the minority community in the municipality and relations between the minority community and the municipality were not strengthened.

Lesson #19: Investing in the capacity of minority persons and organisations

One of the most valuable and long-lasting results of projects aimed at minority protection can be an increase in the capacity of minority persons and organisations. With increased knowledge and experience, they are better able to engage with the municipality, manage (international) projects and in general promote the position of their minority group. Prijedor is an example of a municipality where organisations increased their capacity to deal with international projects, and in Staro Nagoričane investing in the capacity of a folk society of young minority people will have long-lasting effects. In Rrethina, the minority organisation had never engaged in any form of project management before, let alone international project management. Although it was not easy for them to adhere to the evaluation requirements of an international project, they managed to gain expertise that may be used well in future. Also, in some municipalities, women were equipped with new skills that could be their future profession.

Vushtrri deserves special mention here. As a part of their project activities, they organised a training session in Durrës that all participants were highly enthusiastic about. The training increased their knowledge of minority rights, their capacity for promoting them and their capacity for engaging with the municipality.

Lesson #20: Being creative to involve minority persons as participants

More of a challenge proved involving minority persons as participants in different kinds of projects. The lessons to be learnt in this respect are many, and together come down to being creative in finding a way of convincing that works. In Saraj and Kruševë, it worked to invite specific minority persons. Extending a general call often does not work, because people might not feel they are being addressed or even that they are worthy to participate. A specific invitation that indicates how welcome their involvement is can work to overcome this.

In Saraj, high-level support from religious leaders in the community as well as from a national minister helped convince minority persons to engage with the municipality. In Čakovec, the engagement of a community leader also proved very valuable to overcome resistance of minority persons to participate in the project. Leaders may form a bridge, by explaining the purpose of the project and the intentions of the municipality to their group. A warning, however, comes from Shijak, where community leaders were very helpful in engaging minority persons in some activities, but where it proved difficult to make this engagement sustainable if the leaders were not available to attend some other activities.

In Dropull i Poshtëm, the municipality did something similar. By engaging through the local head of the Greek commune, participants were drawn. The Taskforce there also pointed to the tangible result of teaching skills to young people as an important draw factor, however admitting that it proved difficult to retain the level of enthusiasm of the young participants throughout the course.

Roma minority persons were particularly hard to convince to participate. In Čakovec, this actually constituted the major part of the project, and the success in reaching the community as a whole as well as training four Roma women there to participate in the project activities can be counted as a major victory.

As stated above, Bosanska Krupa also had to invest much time and energy in convincing Roma parents to let their children attend the mobile kindergarten. One of the obstacles to overcome was the idea among some parents that they would be excluded even more, if their children would visit a mobile instead of a regular kindergarten. In the same vein, in Rrethina the Montenegrin minority was at first hesitant to participate, because the emphasis on their distinct culture made them feel different from the majority community instead of integrating them into it. There, the Taskforce concluded that rather than emphasising the uniqueness and differences of the Montenegrin culture from the majority culture, it might be more useful to talk about the importance of highlighting the preservation of cultural heritage. This may be a valuable lesson in general; trying to ensure that measures to assist a minority group are not felt to be discriminatory and prohibitive to integration in the majority community by that group.

A final example of a strategy to involve minority participants is asking them to contribute with something practical. In Kruševë, Vlach people were asked to contribute cultural items to equip a Vlach family room. This did not only provide a tangible result of the project, but also helped people cross the threshold to participation in other activities of the project. A similar case comes from Kneževi Vinogradi, where minority persons were invited to contribute books in the minority language for the library. This practical call to contribute was taken up widely and caused many people to engage.

Lesson #21: Taking care of the (small) needs of minority groups

A striking similarity among projects that successfully managed to engage minority organisations and participants is that they made the participants feel welcome by taking care of small needs.

'Small needs' are meant here in contrast to the 'basic needs' mentioned in lesson #1- **Listening to the needs of minority groups**, but they are by no means unimportant.

Many 'small' needs revolved around transport. Municipalities that managed to make minority participants feel welcome are for instance Staro Nagoričane and Përmet, who arranged transport to the events for them. Tivat went even further and built a road between the minority community and the school to make sure children could participate in the project.

In Fier, Taskforce members acknowledged that basic infrastructure services would have to be provided for the communities living in remote areas, if they are to fully participate in projects. This project could not facilitate that, but future projects might benefit from this knowledge. Rahovec did provide transport to training sessions, and is planning to also provide food during the break of the session if the project is ever repeated, acknowledging the importance of these small gestures to facilitate participation and make it into a positive experience.

Other examples are Vushtrri – where municipal officers were available to minority stakeholders and willing to meet after office hours – and Saraj, Subotica and Pančevo – where all materials were published in all languages, which was highly appreciated.

Lesson #22: Involving specific groups within the minority community

Even more difficult than engaging minority persons as participants was engaging the minority community at large. Many projects only worked with minority organisations and/or with a relatively small number of minority participants. A number of projects did manage to reach a larger group of minority people, mainly through approaching a specific group within the minority community.

Most of these chose to approach minority children through schools, such as Tivat, Bosanska Krupa, Vushtrri, Saraj, Kamenica, Prijedor and Prnjavor. In some cases, this also led to involvement of the parents of these minority children. A school is a suitable 'finding place' for the minority community in many municipalities, where minority persons who are not involved in any formal organisation may be approached. In Kamenica and in Përmet, the project managed to reach women as a specific group within the minority community, with targeted events or campaigns.

The project in Kotor managed to reach a broader group of minority persons, by producing a number of issues of a magazine in Croatian with news and information of special interest to the Croatian majority.

Lesson #23: Engaging the majority community with a visual and fun activity

There are few projects that managed to engage the minority community as well as the majority community in common activities. Kamenica was one of the municipalities that did manage to attract minority and majority women in a Women's Fair, through involving women's organisations. Prijedor also managed to attract majority persons to a minority festival organised with the Ukrainian and multiple other minority groups, and in Kneževi Vinogradi the events organised at the local library saw participation from both minority and majority persons. The lesson seems to be that majority persons might be reached by offering a fun activity for them to attend, at which they can learn more about the minority groups in their municipality.

Petrovac na Mlavi and Gradiška also deserve mention here. In Petrovac na Mlavi, among others a database of Vlach culture and a museum and exhibition on local Vlach culture were set up, which attracted not only visitors from the minority community but also from the majority population. In Gradiška, one of the activities was to create signs at minority landmarks in both the majority and minority language, not only giving the minority group a sense of pride and tangible accomplishment but also informing the majority population of the minority background of some of the landmarks in their municipality. These practical tangible results of both projects managed to reach the majority community in a positive way.

3.2.6 Organisational capacity: funding and related issues

Lesson #24: Pre-empting financial and administrative difficulties before implementation

In a vast majority of municipalities, the fact that VAT expenses could not be paid from the project finances was mentioned as a major obstacle to project implementation. Many of them had not realised this at the start of the project or when drafting a budget, and activities had to be delayed until the issue was solved. In most cases, it meant an increase in the contribution from the municipal budget, which had to be decided upon by the municipal administration. It should be made clear(er) to municipalities beforehand that VAT will be excluded from declarable expenses or, as was suggested by several Taskforces, an exemption of VAT could be arranged with the national authorities beforehand. Moreover, the process of bank account approval might have been organised with the Ministry of Finance beforehand, in the opinion of some municipalities.

A few municipalities also mentioned the 20% advancement of funds as an important obstacle. This meant that some had to advance large sums from the municipal budget first, before receiving funding from the Council of Europe. This advance was hard to obtain in some cases.

Another administrative difficulty lay in procurement. The rules that most municipalities have to adhere to when procuring items needed for the projects were a hindrance to swift implementation in many of them. It was suggested by some respondents that a solution could be to allow the transfer of a part of the funding to a CSO, so they could be responsible for procurement without being bound to the stringent rules that the municipality has. It was also suggested that for this issue too, an arrangement might be made with the national authorities to exempt municipalities from the procurement requirements for a specific project.

While most financial and administrative problems had to do with the international and national arrangements, a few municipalities also ran into problems at project level, either through unclear financial arrangements within the Taskforce, inexperienced financial officers or lack of cooperation from the financial and procurement department of the municipality.

A final problem that some municipalities ran into was finding suitable premises. Especially in municipalities like Kruševo, where a Vlach family room was part of the project, Centar Župa, where an elderly corner needed premises, and Bogdanovci, where a radio studio was needed, this presented an obstacle.

Lesson #25: Making sure all members of the Taskforce and involved CSOs are properly compensated for the investment of their time and energy

Rahovec mentioned specifically that, in future projects, it should be possible to properly compensate all members of the Taskforce for their investment of time and energy. While the municipal officers are mainly engaged as part of their regular jobs, many minority Taskforce members invested their time as volunteers. Only very few of them were paid anything from the budget of the organisation they represent or the municipal budget. In Rahovec, but also in a number of other municipalities, it was felt that those who are not employed by the municipality should receive financial compensation, if only to show respect and appreciation for their commitment and investment. Centar Župa made a similar remark. The expectations of the local CSO at the outset of the project implementation could not be fulfilled there, among others because the CSO could not be paid for its involvement. Its members had to perform their tasks as volunteers, limiting the time they could invest. A final example to mention here is Leposavić, where most of the project implementation was done by the local minority CSO, but the financial arrangements between the municipality and the CSO were not clear (enough) from the outset and formed an important obstacle to the conclusion of the project.

Lesson #26: Considering differentiating grants according to municipality

A final issue that came up in the interviews with Taskforces is that mainly larger municipalities felt that grants should be differentiated according to municipality. For example, the costs of renting a venue for an event, hiring services or procuring items are much higher in a large city than in a small

village, which means that a small village can organise many more activities than a large city with the same amount of funding.

A difference could be discerned in the attitude of smaller and larger municipalities towards their project. For very small municipalities, the project budget constituted a relatively large sum and this made the project a high priority for the municipality as a whole, with efforts and commitment of multiple departments and layers of the municipal administration. In those cases, such as for example Staro Nagoričane, the side effects in increased capacity of the local administration and of the local minority community to manage (international) projects were also significant. In some of the large municipalities, the project was only one of many international projects managed by the administration and the sum deemed relatively small. There, the project was not a great priority for the municipality as a whole and involved only those municipal departments directly responsible.

3.2.7 Cooperative capacity: ownership

Lesson #27: Getting the task division between municipality and minority organisations just right

The main lesson to be learnt here is that it is highly important to have a clear task division between municipality and minority organisations, which reflects the capacities of both and is based in mutual respect and a feeling of mutual ownership. There were a number of ways in which this went wrong. In one municipality, most of the implementation was left to the CSO, but when the CSO proposed a change in the budget allocation from one activity to another, it was bluntly turned down by the municipality. This left the CSO feeling used and diminished the trust between them and the municipality. In another municipality, the coordination of the project was also left to the CSO, without much further involvement of the municipality. While the activities were all implemented, the CSO was left feeling unsupported and unappreciated, damaging their relationship with the municipality. A third example is a municipality where the implementation of different aspects of the project, an event on the one hand and drafting a strategy on the other hand, was strictly divided between the municipality and the CSO. As a result, there was no connection between the activities at all. The CSO was not even aware that the event was also a part of the project.

Fortunately, there are also many good practices, where the division of tasks and responsibilities fostered a good relationship between the municipality and the local CSO(s). The common denominator between these good practices is that the municipality and the CSO(s) both felt full ownership for all project activities, with the municipality bearing the ultimate responsibility, and discussed the division of tasks and responsibilities throughout the implementation. In these cases, tasks were left to the CSO because the CSO wanted to take responsibility and had the capacity to do so, while the municipality kept taking an interest in activities and progress, sometimes offering to take over tasks or smoothing obstacles to facilitate the CSO. There, the experience of the project deepened the relationship between both and forms a foundation for future cooperation.

3.2.8 Cooperative capacity: trust

Lesson #28: Investing time is nearly as important as investing funding

Next to the level of ownership felt by all stakeholders, the level of trust between them was of great importance to the success of a project. In some municipalities, trust was already at a high level before implementation started, because municipal and minority stakeholders had successfully worked together in the past and had created a sense of trust earlier. In some other municipalities, this project was the first time for the municipality and minority CSOs or communities to work together this closely and start forging a bond of trust. And in a few, the starting situation at the outset was marked by distrust, mainly from the minority organisations or communities towards the municipality. They had to work to overcome this initial distrust in order to implement the project successfully.

The most important lesson that can be learnt from the municipalities in which trust was kept, created or gained is that investment of time and commitment from the municipality is nearly as important as investing funding. In Vushtrri and Përmet for example, much time was invested in regular meetings with minority stake-holders and in joint decision-making. In Sarajevo, where the project had to overcome initial distrust from some of the many minority organisations involved, the investment of time in joint solution gathering and regular meetings also did much to increase trust. When project implementation had finished, minority organisations praised the municipality for its great investment of time in joint decision-making, which at first happened in a chaotic way but as the project progressed became more smooth.

While one-sided decision-making by the municipality might be much speedier and require much less time and energy, this undermined the basis of trust in the municipalities who did it that way. In Fier, this presented an initial problem within the Taskforce in the first phase, but this was remedied later by adding Taskforce members and especially including minority stakeholders in decision-making more.

Rahovec is a good practice, where investment of time and interest overcame initial distrust from the minority community. Not only did the Taskforce there research obstacles for participation, they also paid personal field visits to the training sites and thereby expressed their genuine interest, which worked well to improve the relationship of the municipality with the minority group for years to come.

A last municipality that deserves special mention here is Kneževi Vinogradi. The level of trust within the Taskforce was very high there, even though the team had not worked together before. The common enthusiasm of the Taskforce there spilled over to the minority communities as a whole, the municipal administration and even to the majority population, contributing hugely to the success of the project and laying the ground for future projects.

It is important to note that some projects due to their practical nature simply did not require much time investment in joint decision-making or solution gathering. While these projects managed to execute the planned activities adequately, they did not have the beneficial side-effects of an improved relationship and increased sense of trust between municipality and minority groups that others did.

An interesting conclusion might be that a more challenging project plan, requiring more involvement of minority groups and more time investment, even (or especially) if it has a number of conflicts and obstacles to overcome, works better to create lasting results upon which future projects can be built. than an easily executed project plan that can be implemented without much involvement of minority groups themselves. As the proverb says: no pain, no gain.

3.2.9 Problem-solving capacity

Lesson #29: Trust is the most important asset for solving problems

During the interviews of the second project assessment, Taskforce members were asked what problems or obstacles the project implementation had run into and how these were dealt with. The problems cited most often were of a financial or administrative nature: VAT and procurement procedures, as described above. Another often cited problem was in engaging minority participants. Some municipalities had problems to overcome that lay outside of the project management, such as changes in the municipal authorities after elections, events affecting minorities at national level or changed administrative boundaries.

The lesson to be learnt from how these problems were dealt with is that trust within the Taskforce is the most important asset. In municipalities where the level of trust was high, problems and obstacles were dealt with in a way that all stakeholders were content with. Possible solutions were gathered jointly, after which a final decision was usually taken by the municipality and transparently communicated to all others.

In municipalities where trust within the Taskforce was lower, even small problems led to misunderstandings and increased distrust between stakeholders, mostly because decisions were taken one-sidedly by the municipality and not communicated transparently to other stakeholders, or because the project coordinator was left to take decisions on his or her own without others taking any responsibility.

In some cases, the lack of trust had its basis in political rivalry. The people involved in the project were political rivals, who might or would compete in coming elections and with whom some were not prepared to work together in this project with trust and transparency. The project results were invariably less beneficial than they would otherwise have been in these cases.

3.2.10 Results

The results of a project can be assessed in many ways. The simplest way would be to assess whether all project activities were executed in a timely manner within the budget frame. For these local project aimed at minority protection and rights, it is however more relevant to look at how the position of the target group of minority persons was improved, and whether this improvement has a lasting effect or not. Interestingly, an analysis of the results of the 35 projects shows that positive side-effects might be equally important for a long-lasting effect as the actual project goals themselves. Another lesson is that sustainability is one of the major challenges to a long-lasting positive effect of a project on the position of minority groups in a municipality.

Lesson #30: Investing in minority persons' capacities is worthwhile

Some projects aimed specifically at increasing the capacities of minority persons. The project in Rahovec taught a dozen minority persons a craft and offered them the tools to work in this profession. The project in Vushtrri offered training to minority persons, notably a training in Dürres that all were very happy with. They will be able to use the knowledge gained for future endeavours.

In Čakovec, four Roma women were trained for employment in a training centre. While four women might sound like a small number, it is actually a great victory considering the strong resistance from the Roma community to let young women be educated. The strenuous process of the project, which was successful in the end, as well as the women who participated and are role models for other Roma women, have laid the ground work for future cooperation with the Roma community. Dropull i Poshtëm is another example where investing in capacities of minority persons regarding sales techniques and setting up a business might have lasting effect on the future employability of those involved.

In Saraj, Tetovo, Subotica and Pančevo, minority persons participating in representative bodies were targeted for training or increased technical capacities. Some Taskforce members pointed to the importance of structural repetition of training this target group, because with elections or appointments the representatives might be replaced and the capacities lost again.

The projects in Tivat and Bosanska Krupa both brought and helped disadvantaged minority children in the school system, thereby offering them a possibility to break through the cycle of low-education and poverty within their families which might have great effects for generations to come, if the support for these children is kept up for long enough. It is worthwhile to invest in the capacities of individual minority persons, to gain longer-lasting effects.

Project consequences

Lesson #31: Consequence: increased level of organisation of minority groups

As also described in some of the lessons above, an increased level of organisation of minority groups was an important effect of some projects. Interesting to note is that an increased level of organisation did not even have to be the central goal of a project. It also happened when a project officially had different goals, but when the cooperation between municipality and organisations, or

between larger and smaller minority organisations among themselves, took place in the course of the project. Examples of this are Gradiška, where organisations and municipality worked closely together and the positive experience increased the level of organisation and cooperation of the organisations, and Sarajevo, where over a dozen minority organisations cooperated and managed to increase the capacities of smaller organisations by peer-to-peer learning. In general, as was emphasized before, creating a positive experience for minority organisations seems to be a decisive factor.

Lesson #32: Consequence: increased cooperation with and between minorities

Connected to the lesson above, cooperation between different minority groups in the project can increase understanding between different groups and decrease any distrust and inter-minority discrimination in a municipality. Sarajevo is an example where this went well. While at the outset of the project, minority groups felt they were in competition with each other for scarce resources, the time invested in common meetings and transparent decision-making also paid off in terms of increased potential for future cooperation with multiple minority organisations. Again, the time and effort invested in common meetings and joint decision-making seems to be decisive.

In contrast, a few municipalities chose to invest less time in common meetings and decision-making by delegating activities as sole responsibility to separate CSOs. While this probably saved time within the project implementation year, it meant that these municipalities did not enjoy the beneficial side-effects of increased capacity and cooperation of minority organisations.

In Čakovec, this side-effect was the most important result of the project. Overcoming great resistance in the course of the project by investing much time and energy in engaging with Roma leaders and the Roma community as a whole, they managed to train four Roma women. The mechanisms of communication and cooperation with the Roma community that were gained in this manner are at least as important as the increased capacity of the four women. Here especially, but also in quite a number of other municipalities, the process is an important project activity in itself, with huge potential rewards if successful.

Lesson #33: Consequence: cross-municipal cooperation can be beneficial

A few Taskforces indicated that cooperation across municipalities proved to be beneficial to create long-lasting effects of their project. This was for instance the case in Saraj, where the Taskforce reached out to a neighbouring municipality that had a history of recent inter-ethnic conflict and managed to convey the project idea of effective minority participation there. Another example is Kruševo, where the materials of Vlach culture that were produced within the framework of the project are borrowed by a neighbouring municipality with a Vlach minority group and thereby have a wider effect than just what was foreseen in the project plans.

The benefit could also be reverse. In the case of Bogdanovci, the Taskforce emphasised that they were greatly assisted by the neighbouring municipality of Novi Gradiška, without its help and expertise, the project would not have been possible.

Sustainability

The real worth of a project executed with a small grant only proves itself in the longer run. The results are most valuable if the project manages to have positive effects that are sustainable in the long run, either by continuing the project activities themselves or by building a strong foundation for future projects and actions.

Lesson #34: Embedment in larger strategy improves sustainability

The importance of sustainability cannot be overstated, especially when a project creates some form of dependence among the target group, as is the case with the projects aimed at education in, for instance, Tivat and Bosanska Krupa. In both municipalities, pupils of disadvantaged minority groups were targeted to bring them into the school system and help them perform there. For these children to gain a lasting benefit, the level of support should be maintained, also after the project

year has finished. It is important for these kinds of projects to have future funding and political engagement of the municipality secured before creating a dependency of minority participants.

Also in other cases, the importance of sustainability was emphasised by the Taskforces. In Prnjavor, for instance, it was emphasised that an activity like the Day of Minorities should be repeated yearly so to have a lasting effect. A similar emphasis on sustainability can be found in Përmet.

One of the best ways of doing this would be to embed the project activities in a larger strategy. In Kruševo, the municipality has embedded the activities of the project in its tourism policy. The 'Vlach living room', that has been created, is being structurally promoted as one of the tourist attractions of the municipality, to make it sustainable. In Staro Nagoričane, the workshop where women were trained is planned as a part of a larger project, to create a regional ethno hub from the municipality. And in Novi Pazar, the activities to promote Bosniak culture not only involved creating promotional materials, training and buying equipment, but also an analysis of the local cultural policy and drafting a policy paper on the preservation of local cultural diversity to be adopted by the city authorities.

Čakovec also deserves mention here. There, the process of engaging with the Roma community was itself the most important project activity. It created good mechanisms to break tensions with Roma leaders with diplomacy and structural investment of time and energy. Overcoming resistance and opening channels of communication, among others about the position of women in the Roma community, has prepared the ground for a larger project on Roma integration that the city will start as follow-up, which will not only make the results of this small-scale project sustainable but also enlarges the scope of minority protection in the municipality.

Lesson #35: Structural funding for minority organisations creates sustainability

One of the best ways to create sustainability is a strategy of the municipality to structurally fund minority organisations. This would allow them to structurally build capacity, think about strategy, gain expertise that will benefit the community more long-term and organise regular activities to reach and represent the minority community. Unfortunately, this happens very rarely. Although more municipalities may do so, only in Prijedor did respondents indicate that the municipality structurally funds the local minority organisations.

3.2.11 Overview of lessons learnt

Relevance

Lesson #1: Listening to the basic needs of minority groups

Lesson #2: Starting with a needs assessment

Lesson #3: It is most important is creating a positive experience

Lesson #4: Tangible products help create a feeling of success

Lesson #5: Including short-term success and long-term benefits

Lesson #6: Tailoring activities to different minority, age and gender groups

Policy area

Lesson #7: Language can be a good starting point, but should not stop there

Lesson #8: Making sure that results of cultural/media projects are sustainable

Lesson #9: Representative bodies of minorities need structural funding and training

Lesson #10: Being prepared to invest much time and energy to engage minority persons in education/employment projects

Organisational capacity: staff

Lesson #11: Tailoring the size and nature of the Taskforce to the project

Lesson #12: Having committed and available Taskforce members

Lesson #13: Being wary of changes to the Taskforce

Lesson #14: Investing in the capacity of the municipality to manage projects

Lesson #15: The more support from high up, the better

Organisational capacity: decision-making

Lesson #16: Solving lack of clarity about tasks and procedures in an early stage

Lesson #17: Making transparent choices

Organisational capacity: involvement of minorities

Lesson #18: Involving minorities closely in the project management

Lesson #19: Investing in the capacity of minority persons and organisations

Lesson #20: Being creative to involve minority persons as participants

Lesson #21: Taking care of the small needs of minority groups

Lesson #22: Involving specific groups within the minority community

Lesson #23: Engaging the majority community with a fun activity

Organisational capacity: funding and related issues

Lesson #24: Pre-empting financial and administrative difficulties before implementation

Lesson #25: Making sure all members of the Taskforce and involved CSOs are properly compensated for the investment of their time and energy

Lesson #26: Considering differentiating grants according to municipality

Cooperative capacity: ownership

Lesson #27: Getting the task division between municipality and minority organisations just right

Cooperative capacity: trust

Lesson #28: Investing time is nearly as important as investing funding

Problem-solving capacity

Lesson #29: Trust is the most important asset for solving problems

Results

Lesson #30: Investing in minority persons' capacities is worthwhile

Lesson #31: Consequence: increased level of organisation of minority groups

Lesson #32: Consequence: increased cooperation with and between minorities

Lesson #33: Consequence: cross-municipal cooperation can be beneficial

Lesson #34: Embedment in larger strategy improves sustainability

Lesson #35: Structural funding for minority organisations creates sustainability

3.3 Conclusions and recommendations

The 35 local projects that were implemented in 35 municipalities, divided over seven beneficiaries in South East Europe, have uncovered a wealth of experience and knowledge that can benefit the promotion of human rights and protection of minorities in the region. With two project assessments, at the start and after implementation, the projects were monitored by the Research Team of the College of Europe. This uncovered a number of valuable lessons for future projects to promote minority rights in the region. Aside from the 35 lessons drawn in the chapter above, a number of more general conclusions might be drawn.

What is indicative for success at the start of the project?

One of the questions to be answered by the project assessment in two stages was which factors were more and less indicative of failure or success at the start of the projects.

The first project assessment, for some projects done even before implementation had seriously started, saw many cases in which task division, purpose and/or decision-making were unclear to mainly the minority stakeholders involved in the project. It was predicted at that time that

Taskforces would fairly easily be able to overcome these problems if they provided proper instruction and invested time and energy in engaging all members of the Taskforces. Fortunately, this turned out to be true. In many cases, Taskforces invested the time and energy necessary to engage all members and provided clarity in an early stage.

Another prediction was that a low level of organisation and expression of interest of minority groups would be one of the main challenges for the success of a project. This also turned out to be true in many cases. However, this did not have to mean that the projects facing the most challenges in engaging minority groups were the least successful in gaining progress for minority protection. It may even be that the opposite is true. In municipalities like Pula and Shijak, where minority groups were relatively well integrated and organised to start with, minority persons were unsurprisingly fairly easy to engage. In Čakovec on the other hand, the Taskforce already warned in the starting phase that it would be difficult to convince the minority population to engage in the project. This turned out to be very true, with great resistance from and threats made by the minority community to the Taskforce members; this was mainly because the wish was to educate young women who had a very disadvantaged position within the community and were not easily allowed to participate. Even so, Čakovec did manage to find four women to participate and improved its relationship with the minority community in the process, which was a great victory in itself. It may well be that while swift implementation of a project is more difficult in municipalities with less organised and less integrated minorities, the gain in improvement of the position of minority persons and the relationship between municipality and minority is far greater there if the project succeeds.

What projects are most easily replicable elsewhere?

Just like in the assessment by the Project Steering Group, the Council of Europe and the European Union, in this project assessment the Taskforces with projects that are the simplest, practical and technical deem their example most easily replicable elsewhere. Especially projects aimed at language promotion by procuring equipment and translating documents such as in Plav, which require very little engagement of the minority groups themselves, are easy to repeat elsewhere. This is not surprising, since people and the relations between them are the most unpredictable factors in any project, whether it be to promote minority rights or for any other purpose. If project ideas are decontextualized, the projects with the least dependency on the context, i.e. minority groups, are logically the most suitable for implementation elsewhere.

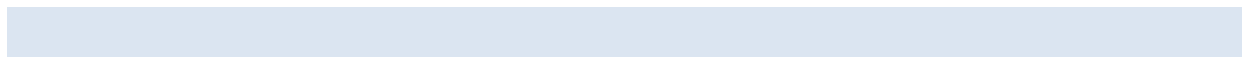
What is important for long-term gain?

The analysis of results of the 35 completed projects regarding minority protection in seven beneficiaries however produced some surprising conclusions regarding longer-term effects. It would seem that the interaction with minority groups is actually the most valuable result of many projects, regardless of the purpose of and activities in the project plan. Projects with fewer but successful activities had more positive effects than projects with more activities that were less successful or varied in success. Investing time and energy in the interaction with minority groups and persons in the project gained the trust needed for a relationship to gain success in this project and lay the ground work for future projects and cooperation. In this sense, the process and cooperation should be seen as an important project activity in itself, which could have the most long-lasting results for the improvement of the position of minority groups at local level.

Another surprising, and related, result of the analysis is that sometimes the positive side-effects are more important than the envisioned results of the project. Where there was a positive experience in the cooperation between minority group and municipality, where trust was increased and where capacity, experience and expertise of municipality and/or minority group was expanded, the project has created conditions to work on the protection of minority rights in the long run and engage successfully in future projects in this area. This effect was on average more pronounced in smaller municipalities, where the project budget accounted for a relatively larger amount compared to the municipal budget at large and where this was the first time that municipal authorities and/or minority groups got to experience working in an international project.

The people make the project

Overall, it can definitely be concluded that the people make the project, which was especially true for the project coordinator. Where the Taskforce showed a great sense of ownership, commitment and enthusiasm, above and beyond the call of duty, both the municipality and the target group of minority persons were very happy with the results and looked forward to working together again. These Taskforces were also more likely to truly listen to the needs of minority people, and thereby deservedly received their trust. Other people who can make or break a project are the highest authorities in a municipality. If the project had pro-active support from high up, it was likely to be far more successful than projects that lacked political support from municipal authorities.



4 Annex 1:

Summary of results of the project assessments per municipality

The national experts have written full reports on the second assessment of each of the projects, based on their interviews with members of the Taskforces and beneficiaries of the projects. In the following chapter, a summary of the strengths of the projects and the obstacles faced by the Taskforce, as described in these reports, is given. The full reports themselves will remain confidential, to protect the anonymity of the respondents.

For each project, a score sheet was made, so the strengths and obstacles can be viewed at a glance while protecting the respondents' anonymity. At the time of the first project assessment in early 2015, a first score sheet was made. The first and second scores can now be compared.

In the sheets, strengths are indicated in **green**. For the first assessment, this meant that no possible risks for the successful implementation of the project could be discerned in that area. For the second assessment, the green marks indicate the areas in which the Taskforce either met no obstacles or was able to deal with any obstacles in a successful way. In most cases, the areas that were green in the first assessment have remained so, meaning that the prediction of the Taskforce members that these would be strengths of the project have turned out to be true. In some cases, a green mark for the first assessment has turned to orange in the second one, meaning that although the Taskforce did not expect any problems in this area, these arose during implementation and were difficult to solve or not solved.

Possible risks identified in the first project assessment were indicated in **orange**. These were areas in which multiple or decisive respondents indicated that problems might be encountered, such as for example difficulties in engaging the minority target group or a lack of funding. If a possible risk seemed directly threatening to the project's success, in a few cases this problem was indicated in **red**. This was for instance the case in the Albanian municipality of Rrethina, where a territorial re-division was to take place that would place the minority community involved in another neighbouring municipality.

One more colour was used in the first assessment: **pink**. This was used in cases where there was a low level of organisation of minority groups in the municipality, but where this was not necessarily a risk to the project's success because raising this level of organisation was the aim of the project. In those cases, the low level of organisation could have even turned out to be a success factor to the project, since it indicated that the project addressed a pressing need of the minority community. If there was a low level of organisation, but this was not the aim of the local project, this was indicated in orange as a possible risk in the score sheet.

In the second assessment, an **orange** mark indicates that obstacles were encountered in an area, which were difficult to overcome or were not (entirely) solved. Luckily, in many cases orange or red marks in the first assessment turned green for the second one, indicating that a risk feared by the Taskforce members did not materialise or could be overcome successfully. In some cases, orange marks in the first remained orange for the second assessment, meaning that the fear of encountering a difficult obstacle during implementation turned out to be correct.

Where the colour in the first assessment was **pink**, it was turned to green for the second one if the project indeed managed to raise the level of organisation and engagement of the minority target group, and was turned to orange where this did not succeed.

If only one person indicated the problem in question, either in the first or the second assessment, this usually did not lead to an orange mark in the score sheet unless the position of this one respondent in the project was such that their comment should be taken seriously. For instance, if only one Taskforce member who was not involved in the practical management of the project said

there was too little funding, this is not indicated as an obstacle in the score sheet. If, however, the project leader who had responsibility for the financing of the project said the same, it is.

Colour	First project assessment	Second project assessment
Green	Possible strengths / no indication of problems	Strengths / no obstacles encountered or obstacles successfully overcome
Orange	Possible risks	Obstacles difficult to overcome or not solved
Red	Possible higher risk	not used
Pink	Low level organisation / not necessarily risk	not used

It must be noted that the score sheets are a relatively crude instrument, without much room for nuances. The scoring of (possible) strengths and risks/obstacles encountered is a subjective weighing by the national and international experts of the information from the respondents to the project assessments.

4.1 [Albania](#)

4.1.1 Beneficiary reflections

In Albania, there are several minorities, categorised in two distinct groups. An objective distinction is made between national ethnic minorities and cultural linguistic minorities. Albania has three national recognised minorities (Greeks, Slavic – Macedonians and Montenegrins) and two “linguistic minorities” (Vllah and Roma), where the latter have, as single specific, the language in relation to the autochthon part of the Albanian population. Egyptians and Bosnians, who have expressed their wish to be recognized 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. While the Greeks, Montenegrins, Vllah minorities and Bosnian communities seem well integrated and their socio-economic situation does not differ substantially from that of the majority, this is not the case for the Roma, Egyptian communities, who experience far more poverty, unemployment, low education levels and exclusion in Albania. The housing situation and living conditions of Roma remains quite problematic.

However, a climate of respect and tolerance between national minorities and the majority population generally prevails in Albania. The Law on Protection from Discrimination was adopted in 2010 and the Office of the Commissioner for Protection from Discrimination has been established. The Ombudsman had also a great role in this field.

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. Until now the first draft of the Law on national minorities is already prepared and was launched at a conference on 26 October. The Project support the drafting process, through: (i) technical expertise and (ii) logistical support during the consultation process.

The State Committee on Minorities lacks necessary independence and cannot be considered an effective consultation mechanism. Albania has not yet signed nor ratified the European Charter for Regional and Minority Languages. The Advisory Committee’s third opinion on Albania (adopted on 23 November 2011) underlines important steps that the beneficiary has completed to bring its legislation in accordance to the Framework Convention. Further recommendations highlight reviewing the possibility that the persons who are self-declared as “Bosnians” or “Egyptians” to be

known as national minority and intensification of constructive dialogue with persons belonging to national minorities on the opportunities for teaching of and in minority languages.

In Albania, five municipalities and communes (Fier Municipality; Dropulli i poshtëm/Sofratikë" Commune; Shijak Municipality; Përmet Municipality; Rrethina" Commune) implemented local projects. These projects were all successful in reaching their main goals, regardless of outside obstacles in terms of the financial management and time constraints. In the project year, new territorial reform and local elections took place. The new territorial division among municipalities and changes in the municipality's administrative personnel affected to some extent the dynamic of the project activities. Continuous changes in the membership of the Taskforce proved to affect the quality and result of the project in some municipalities; such changes impeded and delayed the outcomes of the project.

Minority groups seem to have been substantially involved throughout the project implementation activities. On the whole, it seems to have been much easier to reach certain minority groups than others in municipalities where more than one minority group was a target group of the project. Extra efforts need to be taken to involve equally Vllah, Egyptian and Greek minorities especially in Përmet and Fier, where more than one minority was the target group.

Successful implementation of the project is highly dependent on the level of trust and understanding among the Taskforce members. Therefore, those projects that ensured fewer Taskforce changes and included to a greater extent minority groups in the Taskforce decision-making process proved to be more successful.

In general, all the projects faced problems related mainly to financial obstacles such as approval of bank accounts from the responsible Ministries, problems with VAT, lack of awareness of the audit control and financial reports. The issue of sustainability has not been given enough attention by the end of the minority project implementation, as there were not quite strong indicators and strategies to show how the Taskforces in five Municipalities and Communes would be able to meet this objective when the project ended.

4.1.2 Dropull I Poshtëm

4.1.2.1 Public summary

Beneficiary: Dropull i Poshtëm
Municipality: Albania

Information about the project

Theme covered: Culture

Affected minorities: Greek

The project aims to establish craft production, marketing and sales in the Greek minority area. Efforts included business and retail sales training (including topics such as embroidery, musical instruments, planning, accounting, pricing, and retail sales), support for design and development of stores, design of a web-based tool to sell craft products to retail and commercial buyers. The project in Dropull i Poshtëm Commune aims at revitalising the Greek culture heritage and traditions among the youngest Community members of Dropull i Poshtëm.

Introduction/summary

The project was considered to be a successful initiative in terms of increasing the youth's business and retail sales capacities in craft production, which has been positively related to revitalisation of cultural values of Greek minority in Dropull i Poshtëm Commune. For the Greek community in this area, the traditional costume has special symbolic meaning and it is a fundamental part of cultural identity classification. The project did not serve only as an impetus point for fostering youth's social

business management skills, but also as an income generation activity while promoting cultural heritage.

Taskforce

In total, the Taskforce had six members by the time implementation finished. The Taskforce was composed of 2 women and 2 men, an external part-time female trainer, and the Director of the high school, all of them from the Greek community. The staff of the project had a high level of collaboration, mutual understanding and partnership with each other.

Effect of first project assessment

The original Taskforce read the first project assessment and largely agreed with the conclusions.

Respondents on the second project assessment

In Dropull, all six members of the Taskforce were interviewed. Two female municipal officers part of the minority group were interviewed face to face at the municipality of Dropull. Two male municipal officers part of the minority group were interviewed face to face at the Commune of Vrisera. One female municipal officer part of the minority group was interviewed face to face at the municipality of Gjorokastra. The High school Director with two other beneficiaries were interviewed face to face at the high school. Two young students, who participated in the retail and management course from the high school, were interviewed in order to assess the project outcomes.

Organisational capacity

- **Process within the Taskforce**

The Taskforce was quite inclusive in its decision-making process and had a high level of clarity and performance. The strongest points of the Taskforce, which had contributed to a successful implementation of the project, were related to the previous positive collaboration as a team, minority inclusion in the Taskforce, and less changes in Taskforce membership throughout the project. The decision-making process happened smoothly and swiftly. The level of collaboration was positively correlated to the effective delegation of responsibilities from one staff member to the other, depending on the staff's overall workload after the new territorial reform.

- **Involvement of minority groups**

There was a high level of mobilisation and organisation of the minority group in both project assessments. While the Taskforce was composed only of members of the Greek minority, the beneficiaries as well expressed a high level of interests for participating in project activities. A green mark is therefore given to minority participation. The Heads of the communes, who were part of the minority group, were actively and effectively involved in all project phases ensuring better coordination of activities such as:

- Identification of the youngsters who would participate in the courses,
- Identification of the teachers for business and craft courses,
- Ensuring the participation of the folk groups in the festival,
- Coordinating activities of the final conference.

- **Other organisational factors**

Considering the high level of collaboration and the level of trust with the community, the project did not have any outside obstacle.

Cooperative capacity

The cooperation and level of trust within the Taskforce has remained high throughout the implementation of the project. All felt a high degree of responsibility for their involvement in the project activities and the courses for the youngsters from the Greek minority. A green mark is therefore given to the cooperative decision-making, effectiveness in dealing with the problems.

Problem-solving capacity

The project plan followed the same path as initially planned in accordance with the proposed timeline and budget allocation. Obstacles were dealt with in a very effective way, on time and without any negative impact on the project overall.

1. The administrative territorial reform affected the implementation unit of the project. While the project proposal and administration was previously done by the Dropull i Poshtëm Commune, by the end of the project it was changed to the Municipality of Dropull¹.
2. VAT was not included and calculated in the initial budget proposal. The compensation of the VAT was done by the Municipality's budget after being approved again by the Dropull Municipality Council.
3. The payments of third parties which provided services for the project were delayed due to project audit procedures, of which the staff of the project was not previously aware.
4. The final problem was related to the opening of the bank account number. The grant was supposed to be transferred to the Albanian National Bank and then to a second level Bank upon the approval of bank account number by the Ministry of Finance. The mistake was done while opening the number directly to the second level bank (as it was required in the contract/MoU the Municipality signed with the Council of Europe) without taking the consideration state legislation procedures on foreign grants procedures.

Results

On the whole, the respondents consider the project highly successful. The main aim of the project was the revitalisation of the Greek traditions and culture heritage by engaging and mobilising 24 youngsters in the embroidery course and 15 youngsters in the entrepreneurship course. One indicator that showed the level of interest was their participation in the courses organised in the framework of the project. The number of participants in the final conference of the project was almost 140, which has already overcome the foreseen number of participants; and finally around 500 persons were directly and indirectly involved in the Dropull i Poshtëm Fair. There is a green mark for expression of interest in the score sheet, because the project has successfully managed to reach the Greek communities at a desired level. The project managed to achieve an awareness of youth to preserve their (the minority) cultural heritage and to assure continuity of their traditions and culture in the future.

Finally, the issue of sustainability is of great importance. This is even more so because of the considerable investments made in capacity building and the need to efficiently use this capacity. The issue of sustainability had not been paid enough attention to during the second phase of the project, as there was no indicator and strategy to show how the Taskforce could be able to meet this objective. Although interest of the labour market in buying craft products was not directly dependent on the actual project, more efforts and long-term strategic actions need to be made to make products, such as craft embroidery, more attractive to the potential buyers.

Lessons learnt

- Involving minorities in the project implementation and organisation was key to make sure that the concerns of the minority group themselves are heard and realised at a greater extent.
- Need to better identify and orient the project activities toward the priority areas of development in respective communes, by assessing the basic and fundamental needs of that population in order to ensure project sustainability.
- Successful implementation of the project depends also on the level of trust and understanding among the Taskforce members.
- Delegating responsibilities among staff members in case of workload is a strong point for successful project outcomes.
- Financial issues of the project such as audit control, should have been better introduced at the beginning of the project, in order to ensure a better reallocation and management of the funds to third parties.

¹ The Municipality of Dropull include 3 other communes Dropull i Poshtëm, Dropull i Sipërm and Vriseraj

- Reading local and national legislation on foreign grants is advised before signing the contract.
- Whether a project is successful in meeting its core objectives and producing a long-term sustainability depends to a certain extent on the successful collaboration of the partnership arrangements and on giving priority to the main issues with which the project is dealing.
- The exchange of meetings with other municipalities are always a positive experience to share common issues/ obstacles and gain new perspectives on minority rights.

4.1.2.2 Score sheet

Beneficiary: Albania

Municipality: Dropull

		1st assessment		2nd assessment
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	

	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.1.3 Fier

4.1.3.1 Public summary

Beneficiary: Fier Municipality
Municipality: Albania

Information about the project

Theme covered: Effective participation

Affected minorities: Roma and Egyptians

The project idea is to draft and implement an inclusive Local Action Plan for Minorities in the Municipality of Fier. This Plan includes concrete activities to address the needs of Roma and Egyptians. It contributes also to the enhancement of capacities of these minorities, which were involved in the process of drafting of this Plan as well as gathering and analysing different necessary data.

Introduction/summary

Overall, the project in Fier Municipality achieved the anticipated outcome: an inclusive Local Action Plan for Minorities in the Municipality of Fier was already set. Moreover, a representative from the Roma Minority lead the minority project. Despite some technical problems which emerged during the construction of the cultural park for the Minorities and problems caused because of administrative changes as a result of new territorial reform, the project itself engaged a vast majority of Roma population in its activities. Regardless of its outstanding results in engaging its activities active leaders from the Roma community and civil society organizations (CSOs), the project failed to be more representative of Egyptian minorities. It failed in addressing the needs of the Egyptian minority, who were mostly absent not only in the Taskforce, but even as beneficiaries.

Taskforce

In total, the Taskforce had four members by the time implementation finished. At the start, there were six Taskforce members. Two, municipal officers were replaced halfway during the implementation due to job resignation and two were not working anymore in the Taskforce. A young lady from the Roma minority was added to the Taskforce in the second phase in order to meet the desired outcome of the project.

The original Taskforce consisted of only women, 3 of the respondents were municipal officers and 3 non-municipal officers. It consisted of two Local experts, one Specialist for the project description and its implementation, one Expert for the workshops and coordinating the contacts with the community, one Project coordinator and contact person, one Specialist for writing the project and responsible for the progress of the project during implementation. The positioning of a Roma woman as the leader of the project was in fact a milestone not only in terms of project outcomes but in terms of having for the first time a Roma community member working and presenting minorities in decision-making structures of the Municipality.

Effect of first project assessment

The original Taskforce read the first project assessment and largely agreed with the conclusions.

Respondents for the second project assessment

In Fier, all six members of the Taskforce were interviewed. Three female municipal officers who are not of the minority group, one female municipal officer who was part of the minority group and two males from the Roma community, one who worked as the Head of a Roma village and one as a leader of a Roma organisation.

Organisational capacity

- **Process within the Taskforce**

The Taskforce composition changed from the beginning toward the end of the project. New administrative reforms and local elections brought changes also in the personnel of the project, where new members were added and others left. The original Taskforce seemed to have some problems with the clarity on the tasks and procedures. Decision-making was done sometimes rapidly, which did not allow enough preparation time for the Taskforce members. However, in the second phase and with new Taskforce members, decision-making was more inclusive and the tasks seem clearer.

- **Involvement of minority groups**

In the first project assessment, the low level of organisation of the minority groups and the low degree to which they expressed their interests in the municipality was indicated as a possible risk to the project's success. However, the project managed to successfully include in its activities and Taskforce decision-making the Roma minority, but the Egyptian minorities were almost invisible. The project applied a participatory approach that recognised the importance of community involvement in all the activities. Thus, Roma local communities were involved in the assessment of the needs for minorities' rights to education and advocacy during field work.

- **Other organisational factors**

Another important issue that emerged in the framework of the project was the fact that even though the Roma community was willing to participate and raise awareness on their rights, the poor infrastructure made it impossible to access the project activities. In Fier, the long distance to travel to reach the project target communities in the remote areas created obstacles for reaching a considerable number of minority population. Therefore, basic infrastructure services need to be provided for those targets living in remote areas. For a project to be successful it needs to penetrate into the most remote areas of community and make sure their needs are addressed and taken into account as well.

Cooperative capacity

The project should have adopted a better collaboration strategy with local units and local power especially with remote rural areas where the majority of the Roma community reside. However, the project has positively engaged representatives from the Roma organisations and key stakeholders from education, health and employments units in Fier. Better institutional coordination and cooperation with Taskforce members could lead to more efficient and timely organised activities. Therefore, an orange mark is given to cooperative capacity.

Problem-solving capacity

The project plan did not have major changes and shifts in project activities. However, the project plan had to follow minor changes in terms of postponing some activities due to technical or administrative problems. The first problem was related to the changes in the technical infrastructure plan for the construction of the park, which was addressed successfully by hiring another architect to finalise a new plan. The local elections and administrative reforms brought new changes in the administrative personnel which affected the composition of the Taskforce. However, such changes were positively correlated with ensuring a higher representation of the Roma community in the project. Consider that the staff managed the obstacles on time a green mark is given to the problem solving capacity. More efforts needed to be done in terms of better management of financial reports and outcomes by the responsible Taskforce members.

Results

On the whole, the respondents consider the project successful in terms of realising the main objective: an inclusive Local Action Plan for Minorities in the Municipality of Fier. Having said that,

the positive outcome should be measured only in the case the Local Action plan is approved by the Municipality Council. They managed to get an overall high level of participation and activation from the Roma community, but they rarely included Egyptian minorities in the project activities, and they were almost invisible throughout the project implementation activities. The Roma community is now more aware about its legal rights and at least now Roma minorities know how to direct their quests and approach the administrative units concerning their legal rights. In spite of the gender imbalance and other logistical problems that were encountered, the training courses were successful and greatly contributed to the realisation of an awareness output. The project was successful in terms of constructing a park area only for minority communities, though the park plan had to be adapted due to external technical problems and, thus leading to delays in activities. Although the Roma community in Fier and its surrounding areas is a large minority community, it was rarely represented in decision-making structures or in leading positions in the municipality. The most sustainable and outstanding result that the project produced was to have for the first time representatives of the Roma community in the Municipality structures.

Lessons learnt

- The project should ensure and make possible the visibility of all target minorities in its activities.
- Strong partnership and constant institutional support ensure more effective long-term positive outcomes.
- Previous experience on projects with minority protection is always a strong point of expertise.
- Collaboration letter with various CSOs from Roma and Egyptian communities should be set prior to the project implementation.
- The Taskforce will always be more engaged and committed to work hard only in the cases a minority member is included in its structure.
- Collaboration with and at the community level, including remote areas.
- Local structures need to ensure that minorities be included not only in the project implementation but in the project proposal as well, so that their needs could be better and efficiently addressed.
- The project should ensure that each of the persons involved in the project implementation has the right responsibilities, corresponding to his/her professional experience and ensure such responsibilities are preserved by the end of the project.
- Continuity of the same staff of the project should be ensured from the start, as the project implementation might be more successful if only minor changes are done in terms of Taskforce members.

4.1.3.2 Score sheet

Beneficiary: Albania

Municipality: Fier

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	

Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.1.4 Përmet

4.1.4.1 Public summary

Beneficiary: Albania

Municipality: Përmet

Information about the project

Theme covered: Effective participation

Affected minorities: Roma, Egyptians, Aromanian/Vllah

The project aims to enhance the participation of minority groups in the local and regional decision-making institutions. Minority community members were trained on civil and human rights in order to enhance their understanding of their rights. They were part of different institutional structures within the municipalities.

Introduction/summary

The project in Përmet was considered to be highly successful. Despite achieving the desired outcome, representing minority community in the decision-making structures of the municipality, it managed to organise additional activities on behalf and benefit of the target community. The project organised a variety of social educational awareness activities for increasing awareness on

minorities' rights. A book on successful stories of minority integration was delivered in the framework of the project. The project included other additional activities, which were not foreseen in the initial project proposal, but were welcomed by the target minorities. The only drawback of the project was its inability to engage equally all the three target minorities of the project.

Effect of first project assessment

The original Taskforce read the first project assessment and largely agreed with the conclusions.

Respondents for the second project assessment

In Përmet, all seven members of the Taskforce were interviewed and two representatives, beneficiaries from Egyptian community as well. Four female municipal officers who are not of the minority group and one female from the majority who was involved in the first Taskforce as a Coordinator. Moreover, one municipal officer part of Greek community, and one Egyptian, head of Egyptian minority organisation, non-municipal officer, were interviewed. All interviews were conducted face to face during a visit to the municipality.

Organisational capacity

- **Process within the Taskforce**

The actual Taskforce, though very helpful and willing to work hard on the second phase of the project was not very familiar on the project management and implementation issues. However, the previous Taskforce members were willing to help the new Taskforce members in the management of the activities with minorities. The decision-making by the Taskforce was effective throughout the project's implementation. They always felt involved in the decision-making process. However, with the new Taskforce members, there was no such clarity on tasks and procedures that need to be followed, considering their unfamiliarity with the project.

- **Involvement of minority groups**

In the first project assessment, the high level of organisation of minority groups and the higher degree to which they expressed their interests in the municipality was indicated as a possible strong point to the project's success. Nevertheless, engaging other minorities such as Greek and Vllah community was a major drawback of the project. This indeed proved to be one of the most challenging parts. One of the major concerns of Taskforce members in the first assessment was related to the fact of how they will manage to get together these minority groups that though grouped together as minority group, have different concerns and problems. While the Egyptian community seem to be preoccupied with more existential problems such as social exclusion, inadequate education, poor housing and economic condition, it was the other way around for Greek and Vllah, whose concerns were more related to the preservation and revitalisation of their culture, tradition and language. Considering the hierarchies in the level of education and social-economic standing between these three groups of minority, it was difficult to have them all together in the same seminar. The Egyptian community was involved in the organisation of the project, as there was an Egyptian Taskforce member and an Egyptian minority commission which took decisions in collaboration with the Taskforce. However, the Greek and the Vllah minorities felt excluded from decision-making process in the Taskforce.

- **Other organisational factors**

With the new administrative reform communes that are part of the Greek community such as Vllahopsilloter and Biovizhde are now part of the Municipality of Përmet. Therefore, problems emerged when daily transportation to such villages had to be added to the project in order to get the Greek participants from these areas. This is costly, and was not part of the original budget. The problem was solved by combining redirected funds from the project. However, in the second phase of the project a special budget will be proposed only for traveling toward these areas.

Cooperative capacity

The cooperation and level of trust within the Taskforce has remained high throughout the implementation, despite new members entering the Taskforce. All felt a high degree of responsibility for engaging all the communities together and working toward a more inclusive

approach. Përmet is an exceptional positive example to be followed by other Municipalities in terms of collaboration with the new and old staff/Taskforce members, which continued their cooperation independently of administrative reorganizations.

Problem-solving capacity

The project plan was adapted a number of times to take account of the basic needs of the Egyptian minority. The project added new activities and reallocated the budget to meet some of the most fundamental needs coming from the Egyptian community. Therefore, some funds of the project were reallocated to construct windows for the houses of some poor Egyptian and partially some money was reallocated and given to a poor Egyptian family, whose daughter had to undergo an unaffordable and expensive health check examination. Another problem regarding the low level of participation of Greek community in the project activities was related to their age, considering that the majority of the young generation have left the village and the old generation found it difficult to be engaged in such seminars. One of the activities that was realised and welcomed by Greek community in the framework of the project was the placement of Greek tables in the main street in the Greek communes.

Results

Overall, the project was considered to be one of the most successful projects implemented by the municipality. The project also facilitated the attendance of minority representatives at a local level after constant lobbying and advocacy campaigns with the national political power/parties stakeholders. The project managed to have a variety socio-educational activities and the same time address some of the basic needs in terms of infrastructure and health concern of Egyptian minority. Overall the project has successfully managed to increase awareness of minority’s rights in terms of participatory decision-making. This was particularly pronounced due to the higher than expected number of participants reached through the training courses and a final conference. Little was done however to engage at national level with Greek minorities or Vllah or other CSOs working on similar areas, which limited the project’s potential to achieve advocacy objectives and promote wide participation of all minorities in the area.

Lessons learnt

- When the project’s target group includes different minorities, it is important to give very careful attention to the management of the collaboration among all minority representatives in order to create a sense of joint ownership, inclusiveness and commitment to the activities of the project, and a sense of paying the same attention to all minorities involved despite the extent of the priority needs that different communities have in a respective areas.
- The best way to give voice to a minority group is to include in the commission and decision-making structure members from different minorities.
- While working with a certain minority, it is important to undertake a previous assessment regarding the most basic needs coming directly from the community and to examine how to reallocate some few funds on the issues concerning directly to them.
- The best way to come up with a positive sustainable approach is to ensure the project results are made visible through either a book, website or brochure.
- In order for the project to be successful it needs to have the same members of the Taskforce together and, if it is not possible, to ensure that the new Taskforce members have positive collaboration and help from the previous Taskforce members.

4.1.4.2 Score sheet

Beneficiary: Albania

Municipality: Përmet

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			

Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.1.5 Rrethina

4.1.5.1 Public summary

Beneficiary: Albania

Municipality: Rrethina

Information about the project

Theme covered: Media/Culture

Affected minorities: Montenegrins

The project aims to support and promote education, employment, traditions and culture of Montenegrins living in the Commune of “Rrethina”. Through this project equal chances, for Montenegrins in local and regional level, will be promoted through new education and employment opportunities. The project will also foster knowledge of the tradition, culture, history and language of Montenegrins and support initiatives that combat against discrimination.

Introduction/summary

The project with Montenegrins Minority in the Rrethina commune was considered a successful project for the fact that it did not only engage the minority group in the Taskforce but it managed to effectively increase the minority’s awareness about their rights, culture, tradition and values. There was a successful and very fruitful Taskforce collaboration with the minority from Civil Society Organisations (CSOs), who were completely engaged during the language courses and other project activities. On the other hand, the financial obstacles were successfully managed on time without having any negative impact on the project financial reports.

Taskforce

In total, the Taskforce had four members by the time implementation finished. One, the financial officer, was replaced halfway during the implementation due to a new territorial reform. A woman from the minority community was added to the Taskforce at an early stage. At the start, there were five Taskforce members. The original Taskforce in Rrethina commune consisted of 3 women and 2 men.

Effect of first project assessment

The original Taskforce read the first project assessment and largely agreed with the conclusions.

Respondents for the second project assessment

In Rrethina, all four members of the Taskforce were interviewed. Two female municipal officers who were not members of the minority group, one female municipal officer who belong to a minority group and one man from the municipality belonging to the majority group. All interviews were conducted face to face during a visit to the municipality.

Organisational capacity

- **Process within the Taskforce**

The original and the actual Taskforce had a high degree of clarity on tasks and procedures, and took decisions in an effective and inclusive manner. They had all worked together before and knew each other well. During implementation, one financial officer was replaced. The clarity on tasks and procedures has remained high, and the decision-making by the Taskforce was effective throughout the project's implementation. Therefore, a green mark is given for inclusiveness.

- **Involvement of minority groups**

Cooperation with a minority CSO in the area was very fruitful and effective. The COSs helped the Taskforce to identify not only the youngsters for the language course but even the professors of the Montenegrin language. The CSO offered the classroom spaces for the course. They helped in the assessment of the questionnaires’, in the identification of traditional tools and elements needed for the fair. Furthermore, the CSO helped throughout the project with very useful advice in finding the economic operators and suppliers for the cultural fair. The most challenging part related to collaboration with Montenegrins association was the fact that the project did not foresee any cost/fee to cover the classroom rent for the language course.

The Taskforce managed to deal with obstacles to involve minority participants who were mostly youngsters and children in a creative way, by talking constantly with their parents and teachers.

The beneficiaries of the project and the Taskforce agreed that a major positive and sustainable outcome of the project might have been a curriculum change by introducing the Montenegrin language in the primary education. However, such an endeavour proved to be almost impossible at this phase of the project considering that permission for such curricular changes in primary

education should be issued and approved by the Ministry of Education and initiating such process was time consuming and was not predicted in the project activities.

- **Other organisational factors**

Cooperative capacity

The project's capacity to engage with a broad range of minority stakeholders, including civil society organisations and education authorities was to a large extent attributable to the collaborative approach. The cooperation and level of trust within the Taskforce has remained high throughout the implementation.

Problem-solving capacity

The staff managed to successfully deal with the VAT problems that emerged in the course of the project. VAT was not previously foreseen in the budget proposal; it amounted to the sum of 2000 euro, which had to be paid by the Commune budget itself. The staff managed to deal effectively with such obstacle by considering only the physical subjects/companies with simple tax invoices instead of juridical subjects/companies. The second problem managed successfully on time was related to the liquidation procedures. While many of the foreseen activities were implemented, the liquidation of the subjects was done after the territorial reform, resulting in delays of payments. The decision of Council of Commune was reconsidered and retaken without hesitation again at the Council of Municipality.

Results

On the whole, respondents consider the project highly successful. They managed to get minority children and youngsters in the language course, which increased their desire toward engaging with the minority culture as well. The sustainability of the project will continue considering the network created in the framework of joint activities with Montenegriens association. The culture fair was one of the most successful initiatives the project undertook in terms of promoting the Montenegriens' culture and traditions. Such activity was welcomed by the minorities who were very interested and created new networks of collaboration among each other.

Lessons learnt

- Curricular changes and education projects cannot, on their own, integrate a minority language into the mainstream education system unless they are underpinned by a strong and long-term Government commitment to systemic change and education reform.
- The best way of taking advocacy and minority rights education to the target communities is through minority partners and CSOs, these are close to the communities in building the trust but there should be a closed and mutual supervision and engagement by other local institutional partners.
- The collaboration is even more effective if the minority population are individuals that are part of municipal decision making structure and members of Taskforce.
- Ensuring from the beginning of the project the financial matters and assessing if the project allows or no reallocation of funds at third parties.
- Rather than emphasising the uniqueness and differences of cultural elements and traditions from the majority of the population, it might be useful to talk about the importance of highlighting and preserving such values in terms of cultural heritage.
- There should be a mutual understanding of the financing institution and state agencies to set and facilitate and simplify the process of bank account approval from the Ministry of Finances.
- Financial issues such as inclusion or exclusion of VAT in the proposed and approved budget should be made clear from the start of the project and further steps should be taken to prohibit any delays and misunderstanding.

4.1.5.2 Score sheet

Beneficiary: Albania

Municipality: Rrethina

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.1.6 Shijak

4.1.6.1 Public summary

Beneficiary: Albania

Municipality: Shijak

Information about the project

Target group of the initial project proposal: Bosnian community

Actual Target group: Bosnian community

The initial goal of the project was to create a multidisciplinary centre for Bosnian community. The centre will offer different courses, such as: Bosnian and other foreign languages, human rights, tailoring, artistic courses etc., to enhance the capacities of Bosnian communities in different aspects with the final aim to improve their lives. The centre will offer also social services to people in need. The second objective was to translate into Bosnian language certain Decisions of the Municipality Council and materials for school children.

Introduction/summary

The project implemented in Shijak Municipality was considered to be a successful project in terms of the varieties of activities organised and collaboration with the target group. The multidisciplinary centre served at the same time as a library and as a centre for organising cultural events for the minority population. However, the project was considered unsatisfactory in terms delivering financial and narrative reports on time. A very positive aspect of the project which in fact has made it quite simple to approach the community has been the rather smooth coexistence of Albanians with the Bosnian community.

Taskforce

In total the Taskforce had four members by the time implementation finished. At the start the Taskforce had four members and one volunteer. The original Taskforce consisted of 2 women and 2 people from the Bosnian community. The final membership of the Taskforce consisted of only one woman engaged as financial officer and 4 males from whom only one was from the minority community.

Effect of first project assessment

The original Taskforce read the first project assessment and agreed with the conclusions.

Taskforce

In Shijak, all four members of the Taskforce were interviewed. Two male municipal officers, who were not of the minority group; one woman from the municipality not part of the Bosnian community and one other man part of the minority group.

Two Bosnian community members who participated actively in the project activities were interviewed as well. They are both from the Bosnian community. One interview was conducted in person at their municipality and the other one was conducted by phone. These persons co-organised some of the activities of the project.

Organisational capacity

- **Process within the Taskforce**

The project implementation could be divided in two major phases, each of them respectively with different project managers and different outcomes. The first phase of the project was characterised by a period of inactive collaboration and ambiguity in the clarity of division of tasks between the Taskforce members. However, the new Taskforce seems to be clearer about the division of responsibilities and the members feel more involved. The activities were postponed and reports

did not meet the deadlines. Therefore, an orange mark is given to the organisational capacities within the Taskforce in the first phase.

- **Involvement of minority groups**

There were 6 active members from the Bosnian community who were actively involved with mobilising the community, contacting them, and bringing them into training courses and other activities. Such members were leaders and activists of a CSO that was actively engaged with the Bosnian community. However, in cases where Minority CSOs leaders were not present; it was difficult to maintain a high level of minority representation in activities. Minority participants were actively involved either as trainers or community leaders or as part-time staff members with service contracts. Therefore, a green mark is given to the inclusion of minorities.

- **Other organisational factors**

Funding became a problem when the preventives for reconstruction of the multidisciplinary centre overcame the costs that were previously foreseen. The main problem was that such changes should have been presented to the project donors and should have been agreed before taking the action and before implementing the activities. The rest of the cost that was deemed irrelevant to the actual foreseen project cost was paid by the municipality itself.

Cooperative capacity

It is quite difficult to talk about the level of collaboration and trust, when Taskforce members have changed constantly throughout the implementation of the project. The new Taskforce members seemed determined and willing to collaborate effectively with each other in order to successfully manage the despite the various problems they had with narrative and financial reports. The new members had a high level of trust with each other, they are more aware on the next steps needed to be taken for the reports and the positive sustainability of the project.

Problem-solving capacity

The project had serious problems with the financial report, which was edited several times and yet by the time of the interview was not approved.

1. Problems related to VAT, which was not counted by the Council of Europe, problems that had to do with the obstacles in approving the new changed budget. More specifically the problem emerged because previous request for changes and reallocation in the budget items were not done on time and therefore no further changes were approved by the time the financial reports were sent. The only solution was that the Municipality had to pay the rest of the money. The Taskforce members were not aware about the percentage of the share budget, which meant that Municipality itself had to finance some activities.
2. There have been several changes in the Taskforce members. However, the new Taskforce members seemed willing to contribute to the project activities. The timeline of the activities had to change, be adapted and postponed several times considering the replacement of the Mayor and the "vacuum" periods when staff members were also changed.
3. The Municipality itself did not have the appropriate human resources, with relevant experience in project management. In contrast with other Municipalities who have had at least one office for project implementations, none of the policy officers in the municipality of Shijak had had any previous experience in project management, which made it difficult especially in managing the administrative part of the project.
4. New changes in the administrative reform affected the project indirectly. With the new reform, new communes are now part of the administrative units of the Municipality and from a population of 15,000 now they have almost 43,000 members.

Overall a red mark is given to problem solving capacities, as the Taskforce has not yet managed to solve many management and financial problems.

Results

Even though the project has faced significant drawbacks and challenges, yet we conclude that the purpose of the project was reached to some degree. The respondents consider the project worthy in terms of activities implemented, despite the various problems they had with narrative reports and financial reports. They managed to re-construct a multidisciplinary centre that will serve to organise activities from the Bosnian community. They managed with the help of the Bosnian community to realise many workshops, trainings and field activities. The documentary was an interesting part for the community members to get into contact with and have a feeling of their origin. Translated materials in Bosnian language are also helpful for the community to read in their native language. The field work activities such as campaigns, trainings and workshops, though not quite sustainable in terms of the long term impact, have proven to be positively related with an increased level of awareness regarding minority issues. The construction of a multidisciplinary centre, library and the translation of Municipality's Council decisions promises to have long term impact of the project as they will serve in a sustainable way to the community.

Lessons learnt

- If Taskforce members do not have any experience with project implementation, it would be better for a municipality or commune to hire an specific expert on project implementation and reporting, who should at least ensure that project activities are implemented in an effective manner, write the narrative reports, keep the correspondence and at least have expertise training for the financial officer.
- Clear division of tasks with clear deadlines must be developed especially in situations where the project faces staff changes. It is important to maintain proactive work of the core project staff, at the same time maintaining communication with all relevant Project partners, regardless of the extra socio-political influences, in order to solve the problem within the timeframe.
- Several changes in Taskforce members affect the project outcome, thus changes need to be avoided as much as possible.
- Accountable leadership action and consistence of the project leader/ manager is a major step toward a successful sustainable project.
- On-going evaluation and follow-up monitoring and documentation is particularly essential especially when it refers to reporting and transparency of the work done.
- Before making changes to the budged and reallocation, the Taskforce must consult the donor and after discussion reflect the approved changes.
- It is important to reach the community/the target through a member form the Community itself but, make sure that the project will still function if that person will not be present.
- It is important that the Taskforce members have enough time to deal with the project activities and better allocate the workload.

4.1.6.2 Score sheet

Beneficiary: Albania

Municipality: Shijak

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	

Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.2 [Bosnia and Herzegovina](#)

4.2.1 Beneficiary reflections

The Parliamentary Assembly of Bosnia and Herzegovina adopted the Law on the Protection of Rights of Members of National Minorities in 2003. The law states that Bosnia and Herzegovina (BiH) will protect 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. The law was a landmark document for BiH's national minorities as it gave them the right to protect their cultural, religious, educational, social, economic and political freedoms, needs and identities.

BiH has a transitional economy. Due to the complicated geopolitical organisation, economic policy coordination and reform is limited and excessive bureaucracy discourages foreign investments. According to the last published data, the unemployment rate in BiH in November 2014 amounted to 43.62%.² The floods that hit the beneficiary in May 2014 are estimated to have cost BiH around 15 % of GDP in lost output and damages and agricultural exports also suffered due to significant

² Source: Agency for Statistics Bosnia and Herzegovina <http://www.bhas.ba/index.php>.

crop destruction.³ There is no specific data on minorities, but they share the same poor economic situation as the rest of the population. The Roma are the largest national minority group in BiH and are the most socially, economically and politically marginalized 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.⁴ The government fails to implement two European Court of Human Rights decisions mandating constitutional changes to end discriminatory restrictions on minorities holding political office. So far the Constitution BiH and other relevant legal provisions have not been changed in terms of eliminating 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 Bosnia and Herzegovina.

The implementation of national minority laws remains weak, especially in the fields of culture, education and participation mechanisms. Lack of coordination among 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 Bosnia and Herzegovina. Division 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. In education, abolishing all remaining cases of “two schools under one roof” and replacing them with 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 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.

Roma minority still undergo 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.

All six projects implemented in BiH were in general aimed at improving the visibility of minority population in the respective municipality, which according to respondents was achieved. The more specific goals within the projects had different levels of success, some were completely achieved without facing any kind of difficulties and some faced obstacles, which were mainly related to administrative procedures. Moreover, the level of minority group involvement but also the readiness from their side to participate differed from project to project. In general, all beneficiaries were reached but some projects developed a real involvement of beneficiaries throughout the entire project implementation and some included them only in certain activities.

All projects had in common the fact that the municipality provided the project frame and the level of minority groups involvement in the project design then again differed from municipality to municipality. Projects were not based on the real needs assessment involving minority organisations.

Having in mind the situation that national minority issues in many cases are not addressed by any level of government in BiH, all projects were very valuable in this sense. Not all projects are sustainable after their completion, but at least opened some initiatives and ideas for future

³ World Bank Group: *South East Europe Regular Economic Report No. 7*, January 2015, Report No. 93611-ECA, p. 24.

⁴ 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.

cooperation and synergies in particular with the local governments. Not all municipalities had the same level continuing cooperation with minority groups.

Many projects used National Day festivals as a platform for introducing tradition, history and culture of national minorities to the wider society. In general, the projects lacked a more political and institutionalised approach in the sense that institutional changes are demanded or initiated through the project implemented.

The political representation of minorities differs from municipality to municipality. Not all municipalities have minority groups represented in the municipal assembly. In general, minority groups are not well organized and have very little influence.

4.2.2 Gradiška

4.2.2.1 Public summary

Beneficiary: Roma, Ukrainian, Polish and Montenegrin national minorities in Gradiška municipality

Municipality: Gradiška municipality

Information about the project

The municipality of Gradiška identified a lack of IT and communication skills of persons belonging to national minorities and associations representing them as a major obstacle to their visibility in Gradiška caused by lack of funding and lack of skills and knowledge. In order to overcome the problem and to improve minority associations' presence and visibility, the Municipality proposed the development of several mechanisms that will contribute to the information and use of minority languages in the Municipality. The project's main objective was to increase visibility of the minority association in the Municipality, raise awareness of all citizens of Gradiška about their existence and activities, and promote use of minority languages. The project supported the creation of a web platform of the municipality, which has all relevant information translated in the languages of national minorities living in the Gradiška municipality. As a part of the activities, bilingual signs were placed in local communities where minorities live.

Introduction/summary

The project was very successful; all planned events were organised within the planned timeframe. The project successfully addressed the problem of visibility of persons belonging to national minorities and their associations. Following a decision of the Project Steering Committee by the Council of Europe, it was selected as a best practice in Bosnia and Herzegovina and the Municipality of Gradiška is awarded with the grant to implement follow-up activities.

Taskforce

The Taskforce had five members from the beginning until the end of the project. The persons have not changed.

Four Taskforce members were women, one was a man. One was the municipal officer and four minority representatives.

Effect of first project assessment

None of the interviewed Taskforce members remember having read the first assessment report so that there were no comments on it.

Respondents second project assessment

All interviews were conducted by telephone. Four members of the Taskforce were interviewed. Three members of the Taskforce were female and one was male. Three members were

representatives of minority groups and were at the same time beneficiaries of the project and one was representative of the majority group.

Organisational capacity

- **Process within the Taskforce**

The clarity on tasks and procedures has remained high, and the decision-making by the Taskforce was done in an effective and inclusive way throughout the project.

Regular meetings were held and communication maintained throughout the entire project implementation. Decisions were taken jointly. There were several meetings with minority organisations where they were informed about issues and jointly came to a required decision. This created trust among stakeholders. All problems were jointly solved, there was nothing which stayed unsolved or an idea that had to be abandoned because there was no agreement. Once the decision was taken it was implemented as soon as possible without any delay. The decision-making process within the project organisation was undertaken in an inclusive way.

There was no doubt that persons involved in the Taskforce were the most suitable persons for their tasks.

- **Involvement of minority groups**

The first project assessment stated that a possible strength was that minority groups are included in the Taskforce and the municipality seems to have close relationships with their organisations. According to respondents, minority representatives felt involved in the entire project implementation. Although at the beginning of the project there was some scepticism present from the minority groups in terms of priority of the project, the impression was that respondents considered the project a success at the end. The implementation process was open, transparent and inclusive which created an atmosphere of trust. Minority groups were included with their suggestions and project design reflecting their needs.

The Taskforce managed to deal with obstacles by involving the minority groups with possible solution gathering. According to respondents all stakeholders were included and the needs and proposals of interested minority organisations were included. Minority groups designed the content of the tables, found minority language translators, etc. A good cooperation between minority groups and the municipality already existed before this project was implemented.

The level of organisation of some minor organisations was positively affected by the project. The fact that organisations worked together among each other and cooperated with the municipality had a positive lasting effect on them. Furthermore, stakeholders attended a capacity workshop in Prijedor where, according to them, they learned about the legal framework related to national minorities.

The municipality gave the project frame and minority groups designed jointly the content. All suggestions from the minority groups were included.

- **Other organisational factors**

In general respondents deemed that funding was adequate and everything that was planned was implemented. Although one respondent suggested that there could have been more funding in order to purchase one laptop for each association.

The division of tasks was very clear, everybody knew what their duties and tasks within the project implementation were. The project faced only one problem and which was of administrative nature and was related to the permission for posting the signs. However, it did not hamper the project implementation as a solution was found.

Cooperative capacity

In the first project assessment it was indicated that possible strengths of the project were that it is quite concrete, that the purpose, method of project design and tasks of all involved are clear to everyone. The entire cooperation was assessed as very good from all respondents.

According to respondents, although the municipality took over the main workload with respect to the implementation of the project, all stakeholders showed joint responsibility and gave their maximum to make the project a success. The municipality gave full logistical support to the project.

Respondents felt that the cooperation within the Taskforce was very good, that there was an open and transparent communication throughout the project implementation. The same team will continue to work on another project which they were granted due to the fact that they were chosen as the best practice example.

All respondents had the feeling that all stakeholders, municipal and minority groups, executes their tasks in a proper and timely fashion. All agreed that there were no problems that affected negatively the implementation of the project. There were no animosities, lack of trust or lack of willingness to coordinate. All stakeholders expressed their interest and willingness to make this project a success.

Problem-solving capacity

During the implementation of the project only one problem was faced and this was getting the permission for setting up the tables on certain locations in Gradiška. The problem was rather connected to administrative matters. However, this had no negative effect for the successful implementation of the project and the problem was soon solved.

The division of tasks proved to be appropriate and the regular meetings and regular communication among stakeholders proved to be successful.

Problems were addressed in meetings and communications, through joint discussion joint solutions were found. There was a very good cooperation atmosphere among the stakeholders.

Results

All respondents consider the project was highly successful. This was even proved by the decision of the Council of Europe to choose this project as the best practice example. All objectives foreseen within the plan have been reached within the planned timeframe. The number of participants was met as was the number of minority organisations that took part in the project. All planned activities have been organised and implemented.

According to the respondents, the project is sustainable in terms that the tables will stay in the municipality, the website is established with six different languages and will stay after the implementation of the project. Also the cooperation established with minority organisations will continue. Concrete plan is the awarded project by Council of Europe as the winner of the best practice example which also deals with minority rights in Gradiška municipality. They also have the plan to organise a Day of National Minority in the municipality, which Gradiška did not have so far. Respondents also thought that the project helped the minority organisations and made them more visible. Many people did not know much about the minorities, the project helped to increase the awareness. Respondents said that positive side effects include the team that came out of this project, which will continue to work together as well as the cooperation between municipality and minority organisations. Positive was also that the attention and awareness of minorities living in Gradiška was brought into public.

One respondent said that in particular the signs were a huge success and created a better visibility of minority groups in Gradiška. Another respondent stressed another positive side effect related also to the signs, for example now people know that the oldest Ukrainian church in the Balkans is located in Gradiška. Many people did not know that fact before.

Respondents and in particular minority groups stated that their expectations were fulfilled. Perhaps not all parts of the activities were equally important to all minority groups, for example the topographic signs leading to religious objects were more important for Ukrainians than to Roma groups, but all considered the project a success.

Lessons learnt

- Cooperating with the municipality on a project case can positively influence the level of organisation of minority groups but also the cooperation.
- Cooperation and communication between Gradiška municipality and minority groups has been enriched by one additional experience.
- Including the target group to a high degree will only benefit the project.
- Established co-operations and networks can be helpful for future activities.
- Legislation and international conventions nationally and internationally should be better analysed before a project on this topic starts.
- Improved cooperation and networking among minority groups.
- A good team has been established that will continue to cooperate.

4.2.2.2 Score sheet

Beneficiary: Roma, Ukrainian, Polish and Montenegrin national minority and in Gradiška municipality

Municipality: Gradiška municipality

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	

Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.2.3 Jablanica

4.2.3.1 Public summary

Beneficiary: Roma in Jablanica municipality

Municipality: Jablanica municipality

Information about the project

The project supported the Roma community in organizing themselves and encourage Roma participation in public and political life. The main objective of the project was to increase participation of Roma minority in all aspects of social life in the Municipality.

Introduction/summary

Roma are the largest national minority in Bosnia and Herzegovina, but at the same time, a group that succumbs to all risks of social exclusion. This is manifested in the inability to exercise rights in areas of education, employment, health protection and housing.

The direct project beneficiaries were the Roma population living in Jablanica. The organization of events and activities aimed at promoting the intercultural dialogue, mutual understanding and cooperation of all citizens of Jablanica in order to include Roma population more in the community.

Taskforce

The Taskforce had six members from the beginning until the end of the project. The persons did not change. An additional consultant was also involved in the work, which assisted in the planning of the project.

Five Taskforce members were men, one woman. Three were municipal officers, two CSO representatives and one minority representative.

Effect of first project assessment

None of the Taskforce members that were interviewed read the first project assessment report, so that there were no comments.

Respondents second project assessment

Four people were interviewed in total. Four were interviewed face to face during a visit to the municipality and one person by telephone after the visit. All interviewed persons were members of the Taskforce, they were male and all were representatives of the majority group. It was not possible to reach the minority group of this project.

Organisational capacity

- **Process within the Taskforce**

At the beginning the tasks and procedures were not very clear. There were many questions regarding the procedures but which were solved very soon. Decisions were taken in an effective way throughout the entire implementation process. Regular meetings were held and communication between the municipality and CSO involved was maintained throughout the entire project implementation. The Taskforce members from the municipality and from the CSO worked together before and knew each other well. According to respondents, there were meetings with minority groups every second month.

- **Involvement of minority groups**

The first project assessment indicated as a possible strength of the project that the CSO organisation involved had a good cooperation with the municipality. This proved to be true throughout the project. In the first project assessment, it was mentioned that the possible risks to the project might exist in the limited extent to which minorities express their interests in the municipality and their low level of organisation. According to respondents, at the beginning, the number of the minorities included was not high but then increased when they realised what benefits they had from the project.

The minority organisations were not highly involved in the project design. However, as the project was specifically aimed at increasing the level of organisation and capacities of the minority community, this was tackled through education workshops conducted in the project. However, one respondent said that it was difficult to keep minority groups interested for an entire workshop day. He stated that the interest within the minority group lied more within assistance in infrastructure than in education.

The minority group was reluctant at the beginning with respect to the project but during the project implementation they got involved and came even up with their own initiative such as renovating the Roma cemetery. Here the older generations were more involved. At the end of the project, a theatre performance was organised the topic being "Discrimination of Roma children". The event was well perceived in particular by children.

The project helped some smaller organisations to get more insight into a project implementation as for some it was the first time to be involved in a project.

- **Other organisational factors**

In general funding was adequate and everything that was planned was implemented. There were no delays in implementation.

The division of tasks was very clear; everybody knew what their duties and tasks within the project implementation.

A problem was also the VAT issue which was not covered by the funding, but that was not clear from the beginning according to the Taskforce members. However, municipal respondents said that had solved that problem already at the beginning but caused additional expenditures for the municipality.

Cooperative capacity

Although respondents in the first project assessment thought that there was not enough interest from the minority group and that this was a risk it turned out that at the end they managed to reach beneficiaries. The cooperation between Taskforce and minority CSO to be good and that both sides had an interest to initiate changes for the benefit of the minority group involved. Respondents said that both the municipality and CSO involved jointly took over the responsibility for a successful implementation of the project. All stakeholders involved had a good will to contribute that the project is a success.

Problem-solving capacity

It was stressed that there were no problems that the project implementation faced. Everything that was planned was implemented. The division of tasks proved to be appropriate and the regular meetings and regular communication among stakeholders proved to be successful. The VAT issue was a problem, which caused additional expenses for the municipality, but did not hamper the project implementation.

Results

All respondents consider the project highly successful. All objectives foreseen within the plan have been reached within the timeframe. All planned activities have been organised.

According to the respondents, the project is sustainable in terms that the cooperation established with CSO involved is the key factor and will continue, as a bridge towards the minority group. Also the fact that internet was installed is something that will stay after the project has been implemented. Even the renovated Roma cemetery is something that will stay after the project. The Jablanica municipality, besides that project, has various activities which support the Roma group in that municipality. Respondents also thought that the project helped the minority organisations and made them more visible. The municipality will continue to support the Roma population in the Jablanica municipality. Respondents stated that the project motivated the Roma population to do something for their community and their status. One positive side effect that was mentioned was that the Roma population wrote to the municipality and filed a request for their pavement in their community to be reconstructed.

Also the CSO involved learned something from this project and increased their capacity through this project.

Lessons learnt

- Support to minority organisations need to continue also after the project has been finished.
- Cooperation and communication between Jablanica and the CSO involved had deepened the already existing cooperation.
- Procedures must be clear from the very beginning.
- Involving smaller organisations can increase their capacities – learning by doing.
- Good experience about participation and about how to do something in and for the community.

4.2.3.2 Score sheet

Beneficiary: Roma minority in Jablanica municipality

Municipality: Jablanica municipality

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	Priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	Effectiveness		Q9	
Q16	Inclusiveness		Q10	

Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	Funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.2.4 Bosanska Krupa

4.2.4.1 Public summary

Beneficiary: Roma minority and returnee population in Bosanska Krupa municipality
Municipality: Bosanska Krupa municipality

Information about the project

In order to enable children from minority population to get proper pre-school education, the municipality of Bosanska Krupa together with the pre-school institution from Bosanska Krupa Implemented the project *Mobile kindergarten for all children*. The project idea was to create a 'mobile' kindergarten in the areas where Roma children live to increase the number of children attending preschool education. For this purposes a van was purchased and adjusted to the needs of a kindergarten and equipped with all required didactic and teaching materials. Professional staff was included in the work of the kindergarten and specific programmes were developed.

Introduction/summary

Overall the project was a success although not enough Roma children were reached; the project was extended to returnee children and to other communities within the Bosanska Krupa municipality. However, due to problems occurred during the purchase of the van the activities within the project frame were delayed. When approaching the Roma parents, the Taskforce was first confronted with resistance. It needed a lot of talk and convincing for them to participate in the project.

Taskforce

The Taskforce had three members from the beginning until the end of the project. Initially, there was a fourth Taskforce member, but she moved to another country at the very beginning of implementation. The other persons have not changed. All Taskforce members were women, one was a municipal officer and two were not. One was a minority group representative, one a returnee group representative and the other was the Director of the kindergarten.

Effect of first project assessment

No one among the Taskforce member had read the first assessment report, and therefore, no comments were made.

Respondents second project assessment

All three members of the Taskforce were interviewed face to face during a visit to the municipality. All three members of the Taskforce were female, one was a representative of a minority group, two of the majority group. One additional interview was done with a beneficiary, a returnee representative, by telephone. Another beneficiary was contacted several times but could not be reached.

Organisational capacity

• Process within the Taskforce

In the first assessment report it was stated that a slight risk could be that the decision-making procedures within the project team would not be clear to those outside of the municipal organisation. This was obviously clarified in the early stages of the project implementation, by properly informing all involved of the procedures as the process by all respondents was described as very good. Respondents said that the tasks of all persons involved were clear to everybody, as well as the procedures. The coordination of the project implementation was assessed as very good. During the implementation, one Taskforce member was less involved because they moved to another country. Decisions were taken in an effective and inclusive way throughout the entire implementation process. Regular meetings were held and regular communication was maintained throughout the entire project implementation. Decisions were taken jointly. A minority representative was member of the Taskforce.

• Involvement of minority groups

In the first project assessment, it was stated that there might be a risk with respect to the fact that the minority group is not very highly organised in the municipality, and that in general they seemed uninterested in expressing their interests if it does not concern a practical need. One respondent remarked that it may prove difficult to convince parents to send their children to a mobile kindergarten. Unfortunately, this risk assessment turned out to be right. According to respondents at the beginning it was difficult to convince minority representatives to send their children to the mobile kindergarten. However, they had several meeting with parents at the beginning of the project and managed to convince some parents although it was very difficult. Another problem was that in the local minority community that was targeted at first, there were not many children who could attend the mobile kindergarten. However, the Taskforce decided a) to include returnee population/children into the project and b) to extended the project to other local communities as well, in order to address as much as children as possible.

Although the idea of the project came from the Director of the kindergarten, attempts were made to get minority groups involved from the beginning. Regular meetings were initiated in this term. Suggestions and needs were considered during implementation. A minority representative was a Taskforce member as well.

According to respondents, the project did not have effect on the organisational capacities of minority groups/organisations.

More women beneficiaries were more involved and reached by this project than men.

- **Other organisational factors**

Another problem was the non-refundable VAT, which according to the municipal officer increased the planned contribution of the municipality, but this was solved at the beginning and had no effect on the project implementation.

Respondents seemed in general that the project was adequately funded. However, one respondent when asked whether the funds were adequate said that they wished that they had been able to buy a bigger van for the mobile kindergarten.

The division of tasks was very clear; everybody knew what their duties and tasks within the project implementation were.

Cooperative capacity

The cooperation between the Taskforce members was assessed as very good. It was stressed that all stakeholders had a common goal, which they were striving for. Respondents also said that all stakeholders took over the responsibility and the burden regarding the successful project implementation. In general, the entire cooperation was assessed as successful and both sides, municipal officers and minority stakeholder, executed their tasks in the project implementation in a proper and timely manner. There was, nevertheless, a feeling that the minority group could have been involved more.

Problem-solving capacity

During the implementation of the project some adjustments had to be made within the project plan. According to the first assessment report, it was estimated that a final risk to the project, outside of the team's influence, could be that the procurement procedure might take some time, delaying other project activities. However, this turned out to be true and was one of the main challenges the project implementation faced. The public procurement call for buying the van for the mobile kindergarten had to be reissued three times due to complaints that arrived every time after bids were received. This caused a delay of the mobile kindergarten visiting the communities. The other issue that was a challenge to the project was the scepticism of minority group to send their children to the mobile kindergarten as well as the fact that not many minority group children were living in the targeted communities. However, the Taskforce then adjusted the project plan and decided to extend the places and target group in order to achieve enough participants.

Obstacles were dealt with in meetings and joint solutions were found and executed.

Results

All respondents consider the project was important and successful although it was expressed that more beneficiaries could have been reached and that according to the problems with the procurement procedure much time was lost so that not enough time was left for the concrete activity (mobile kindergarten).

The sustainability is still not clear as the municipality intends, once the procedure is initiated and finalised, to transfer the van to the kindergarten that was involved in the project. The plan of the Director of the kindergarten involved is to seek for external funding and to continue with mobile kindergarten activities in particular in remote areas. According to respondents there seems to be intentions from the municipality and the Head of municipality to support these activities in future, it depends of course on the funding.

It was a huge and extraordinary positive experience for many children who are not able to attend kindergarten for various reasons. For many it was the first time attending classes and making experiences within a kindergarten community. All respondents expressed their wish that something like this might continue in the future because it was too short. The project in general fostered the educational development of children and by including the parents it also enlightened some parents on how important kindergarten attendance for children's development is. Feedback

from parents was very positive and after their children attended the mobile kindergarten they expressed their wish that the project should be continued.

Lessons learnt

- Having a concrete and innovative project with concrete but also emotional effects was a valuable experience for many stakeholders.
- It is unfortunate that good ideas are limited by time and money. There is a need for continuation.
- The procurement of the van could have been done better, more preparation work in advance could have avoided some problems.
- A better announcement of the project could have been done in the local communities, which would have animated more parents to participate.
- Education institutions could consider whether such projects could be initiated as permanent activities in the future.
- Institutional support for sustainability is important.

4.2.4.2 Score sheet

Beneficiary: Roma minority and returnee population in Bosanska Krupa municipality

Municipality: Bosanska Krupa municipality

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				

	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.2.5 City of Prijedor

4.2.5.1 Public summary

Beneficiary: Ukrainian, Czechs, Slovenians and Roma national minority groups in City of Prijedor

Municipality: City of Prijedor

Information about the project

The project idea focused on improving the implementation of rights of the Ukrainian minority living in Prijedor but also promoting the tradition and culture of other national minorities living in Prijedor. Activities focused on culture, education, official use of language, media and non-discrimination. Specifically, the project provide support to the Ukrainian and other national minorities living in Prijedor to express their cultural identity and supported the teaching and use of the Ukrainian minority language and promote intercultural dialogue, mutual respect, understanding and cooperation between all citizens of Prijedor.

Introduction/summary

Overall the project was a success. In the project plan the Ukrainian national minorities were envisaged. But when the project started it was extended to Czech, Slovenian and Roma national minorities and they were included in some parts of the project activities regarding the promotion of the identity of national minorities living in City of Prijedor.

Taskforce

The Taskforce had six members from the beginning until the end of the project. The persons have not changed. Four Taskforce members were women and two men, five were municipal officers and one a national minority representative.

Effect of first project assessment

The Taskforce members that were interviewed did not read the first project assessment report. Hence, there were no comments on the report.

Respondents second project assessment

Interviews were conducted with four respondents, three were Taskforce members and one was a minority group representative/beneficiary although one Taskforce member was at the same time minority representative/beneficiary. Three interviews were done during the visit to the City of Prijedor and one interview by telephone. Two members of the interviewed Taskforce were female, one was male. Two were representatives of the majority group one was representative of the minority groups. Additionally, a minority organisation representative who was involved in the project was interviewed by telephone. Another minority representative was contacted several times but was not reached.

Organisational capacity

• Process within the Taskforce

The Taskforce was well aware about the tasks, procedures and each role within the project. All agreed that all persons involved in the project implementation were most suitable persons for the tasks. Decisions were taken in an effective and inclusive way throughout the entire implementation process. The Taskforce has regular meetings and communication where all issues were discussed. The risk mentioned in the first assessment report, that there was a relatively low level of organisation of the minority group, did not prove to be true. The minority organisation involved in the task did a very good job and was part of the Taskforce. Respondents also said there was good experience in the past when it comes to the cooperation of this minority organisation and the municipality. Overall, the project organisation was done well with the topic considered a priority by both those involved in the implementation and by the respondents to the awareness questionnaire. The organisation, tasks and purpose of the project seemed clear to all involved, and the minority group felt involved in the project organisation and design.

• Involvement of minority groups

The City of Prijedor gave the broad project proposal but minority groups participated in the design of activities from the beginning. Respondents stated that the City of Prijedor has cooperation with minority organisations and vice versa on a regular basis. Funds for the support of minority organisations are regularly foreseen in the annual budget of the City. According to some respondents this project had a positive effect on some minority organisations with respect to project implementation of projects funded by international donors as this was a different experience than implementing projects funded by the City budget. Some respondents also said that this project was helpful for some minority organisations for future project writing and project implementation. Regular meetings and communication with minority groups were maintained during the project implementation. Decisions on certain activities were taken jointly.

• Other organisational factors

Funding was adequate and everything was organised within the budget. Respondents said that the VAT problem was solved immediately at the beginning of the project. Respondents from the municipality stressed that it would have been much easier if the money received for the project could have been transferred directly to the minority organisation, which would have eased the administrative procedures. This in particular refers to the procurement items foreseen in the project, i.e. traditional clothes or procurement of certain instruments. This delayed the project a little bit. The division of tasks was very clear, everybody knew what their duties and tasks within the project implementation was.

Cooperative capacity

According to respondents all stakeholders involved gave their maximum to implement the project successfully. The project was jointly implemented. The cooperation between municipal officers and minority organisations was assessed as very good. It was stressed that both the City of Prijedor and the minority organisation had a common goal which they were striving for. Respondents also said that the main responsibility and burden regarding the successful project implementation was with the municipal officers of Prijedor City. Although some minority organisations had smaller capacities than others, everybody had a good will to contribute that the project is a success. In general, the entire cooperation was assessed as successful and both sides, municipal officers and minority stakeholder, executed their tasks in the project implementation in a proper and timely manner. The entire cooperation was done in a transparent and open manner. All respondents would work again with the others. The project reached equally men and women.

Problem-solving capacity

During the implementation of the project some adjustments had to be made within the project timeframe but this had no negative effect for the successful implementation of the project at the end. The division of tasks proved to be appropriate and the regular meetings and regular

communication among stakeholders proved to be successful. Problems were addressed in meetings and communications, through joint discussion joint solutions were found.

The only factor that caused a problem was the procurement issue. This delayed the activity of purchasing equipment for the school and instruments, etc. Due to the complicated procurement procedures every administration has to oblige to these activities were delayed but they asked prolongation which was approved. Here, once again it was stressed by municipal respondents that direct money transaction to the minority organisations, in particular for procurement issues, would have made the administrative procedure within the project implementation easier.

Results

All respondents consider the project highly successful. All objectives foreseen within the plan have been reached within the overall planned timeframe. The planned number of participants was reached as well as the number of minority organisations that took part in the project; and even more as additional minority groups than planned were included. All planned activities were organised and implemented.

According to the respondents, the project is sustainable in terms that the cooperation established with minority organisations will continue as well as the equipment bought during the project will stay with the school and association.

Respondents also stated that the project was very useful and helped the minority organisations and made them more visible. Positive side effects of the project were that the minority organisations had the chance to get in contact with each other and to network with each other. Citizens of Prijedor were able to learn more about minority groups living in their municipality. They learned more about their culture and tradition. According to a respondent, since the signs showing the way to minority group objects have been installed, the number of people visiting those objects has increased as people know about their existence and can more easily find them now.

Sustainability of the project is given. The school equipment - the most valuable part - will stay with the school. Children were very happy and excited when they received the smart tables. There are only two schools in Prijedor that have smart tables. Teachers have been educated to use the smart table. When designing the project, it was the aim to target something which is sustainable and will stay with the beneficiaries. Besides the smart tables the traditional clothes and instruments will stay with the Ukrainian organisations.

Lessons learnt

- Support to minority organisations needs to continue also after the project has finished.
- Having a concrete project with concrete outcome leaves something that stays also after the project has finished.
- Including the target group to a high degree will only benefit the project.
- The project taught a lot about minority population living in Prijedor about the culture and tradition, beneficial for the entire society.
- Rethinking some financial flows in the future in order to ease the financial administrative burdens and avoid problems.
- Jointly and through agreement much can be done.

4.2.5.2 Score sheet

Beneficiary: Ukrainian, Slovenian, Czech and Roma national minority in City of Prijedor

Municipality: City of Prijedor

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			

Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.2.6 Prnjavor

4.2.6.1 Public summary

Beneficiary: Italian and Ukrainian national minority groups in Prnjavor municipality

Municipality: Prnjavor municipality

Information about the project

The aim of the project was to provide internet based learning of minority languages (Italian and Ukrainian) in primary schools, and promote the culture and tradition of those national minorities living on the territory.

Introduction/summary

The project was successfully implemented although several delays were caused due to administrative issues. The project focused on the use and teaching of the languages of national minorities in Prnjavor municipality. Minority language classes were not open to minority groups but to all interested. Here, not only minority languages were taught but also culture and history of the certain minority group. Furthermore, the project provided a platform for national minorities in the Prnjavor municipality by promoting their tradition, culture and history.

Taskforce

The Taskforce had seven members from the beginning until the end of the project. Five Taskforce members were women, two were men. Three Taskforce members were municipal officers, two school directors and two minority language teachers.

Effect of first project assessment

The Team leader read the report and had no comments.

Respondents second project assessment

Three members of the Taskforce were interviewed face to face. All three were female. One additional minority representative, female, was interviewed face to face. All respondents were interviewed during the visit to Prnjavor.

Organisational capacity

- **Process within the Taskforce**

The Taskforce was well aware of the tasks and procedures. Due to the delays caused by the VAT issues and procurement issues in the project implementation decision had to be taken very fast. Meetings were held and communication maintained throughout the entire project implementation. Three of the Taskforce members work together and know each other well.

- **Involvement of minority groups**

According to respondents before the project implementation started an assessment was conducted by the municipality to see which minority groups would be most interested in participating in language teaching. It turned out that the Italian and Ukrainian minority showed the most interest to participating.

In the first project assessment it was also deemed as a strength that all respondents felt that minority groups not only have a high level of organisation, but are also well integrated in the municipality which proved to be a positive baseline for the success of the project the project. However, one respondent said that the enthusiasm among minority groups was present at the beginning but that this level was not kept during the entire implementation

According to respondents, minority groups were informed about the project from the beginning and were included in the implementation of activities, one main task was finding interested participants although the main coordination lied within the municipality. Both men and women have been reached by this project.

- **Other organisational factors**

In general, available funding for the project was adequate. Everything that was planned was implemented although with delays in certain activities. The division of tasks was very clear, everybody knew what their duties and tasks within the project implementation were.

A problem was also the VAT issue which was not covered by the funding, but that was not clear from the beginning according to the Taskforce members. This delayed the implementation for two months as they were waiting for this issue to be cleared. It also had negative effect on the overall contribution from the Prnjavor municipality, their own contribution was higher than was previously planned.

Furthermore, due to the conflict situation in Ukraine, the Internet connection with a school in Ukraine could not be established but was part of the project and important for the online Ukrainian language classes. However, another solution was found by finding another Ukrainian language teacher.

The public procurement procedure for the purchase of equipment also delayed the activity of minority language classes for some months.

Cooperative capacity

In the first assessment report, some respondent also noted that there may be a risk of insufficient interest among parents and pupils to participate. However, according to respondents in the second assessment this turned out not to be a risk, as the project reached enough participants. However, some respondents stated that in general there was more interest for the Italian language classes. Respondents stated that the municipality took over the main responsibility for the success for the project. The cooperation between Taskforce members was assessed as very good. Respondents deemed that persons involved in the project implementation were conducting their tasks adequately.

Problem-solving capacity

During the implementation of the project some adjustments had to be made within the timeframe of the project plan as various factors caused delays of activity implementation. However, at the end everything was organised within the planned timeframe although some activities had to be organised very quickly and implemented faster than planned. The division of tasks proved to be appropriate and the regular meetings and regular communication among stakeholders proved to be successful.

Main problems were the VAT and the procurement issues, which caused delays at the beginning of the project as well as the procurement problems.

Results

All respondents consider the project successful. All objectives foreseen within the plan were reached within the planned timeframe although there were some delays of activities. The number of planned participants was reached and all planned activities have been organised. According to the respondents, the project is sustainable in terms that the equipment bought will stay with the schools and the schools have interest in continuing with teaching minority languages like they did before. From the municipal side, there is also interest to extend the minority language classes on other schools depending on the interest and budget.

Respondents also thought that the project helped the minority organisations and made them more visible. All project activities promoted the minorities in Prnjavor and in particular the National Minority Day festival which has been traditionally organized in Prnjavor for 6 years now.

One respondent said that it was interesting to see that people who are concerned and were supposed to be the strongest motor of the project, as it addresses their needs, turned out not to be that motor, but nevertheless other people took over their role to make the project a success. One respondent said that in the future they would apply with an easier project. This project had too many activities, which made the timely implementation very difficult.

Lessons learnt

- Positive when activities on national minorities already exist for years, this makes the cooperation easier.
- Fewer activities are better for the project implementation.
- Support to minority organisations need to be a permanent activity.
- Procedures must be clear from the very beginning to avoid delays.
- It is not always easy to motivate target groups.

- The project also initiated cooperation among municipalities.

4.2.6.2 Score sheet

Beneficiary: Ukrainian and Italian national minority in Prnjavor municipality

Municipality: Prnjavor municipality

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.2.7 City of Sarajevo

4.2.7.1 Public summary

Beneficiary: National minority groups in Sarajevo

Municipality: City of Sarajevo

Information about the project

In the project plan the following national minorities were envisaged: Ukrainian, Roma, Polish, Slovenian, Italian, Montenegrin, Czechs, Austrian, German. When the City of Sarajevo made the public call and invited national minorities into the project, more than expected expressed their interest to participate. The City of Sarajevo included all minorities that expressed their interest and did not want to exclude any groups although it exceeded the planned number. However, this has not harmed the project it was rather the opposite: the project was enriched. National minorities living in the City of Sarajevo that have been involved in the project at the end were: Roma, Polish, Slovenian, Italian, Montenegrin, Czechs, Austrian, German, Turks, Ukrainian, Macedonian, Palestinian, Hungarian.

The project provided a platform for national minorities in the City of Sarajevo where they were able to promote their tradition, culture and history, which also served to raise awareness on minority rights and needs and as a place for mutual respect, understanding and intercultural dialogue. The organization of National Minorities Days in the City of Sarajevo created a platform, through presenting the handcrafts, cuisine, music, art, history and other aspects of the respective minority identities. In addition to that, a joint Declaration was signed articulating the most urgent needs of national minorities. Through the project the idea came up to tackle the most urgent need which is connected to space. The idea came up to have a "House of Minorities" where national minorities would have a joint place in which they could gather.

Introduction/summary

The project was very successful, all planned events were organised. The project went even further by adopting a joint Declaration on minority group needs in the City of Sarajevo. The number of planned minorities exceeded the planning and the expectations. The number of participants also exceeded the expectations. The entire project was implemented within the planned framework. When approaching the minority groups to get involved into the project, many of them were very sceptic in terms whether this will truly articulate them and their needs. The entire project implementation process was done in a very transparent and inclusive way so that the existing scepticism was taken away. All participating minority organisations participated in the implementation of the project. The National Days were a great platform to make the minority groups living in Sarajevo visible. Besides the fact that the project fostered more visibility of minorities living in Sarajevo, it gave a good platform for minority organisations to network among each other and with the City structures. A joint Declaration was signed within the project which addresses the most urgent needs of the minority groups living in Sarajevo. One of the most urgent needs is an affordable space for minority organisations, as most minority organisations do not have their space in which to work. A "House of Minorities" would be a good solution to this problem, but this is still something that has to be followed up.

Taskforce

The Taskforce had three members from the beginning until the end of the project. The persons have not changed. All Taskforce members were women, two were municipal officers and one external consultant. In addition to the Taskforce, an Implementation Group was established where all national minority associations were involved. The Taskforce was assisted by an additional consultant at the beginning and at the end of the project implementation.

Effect of first project assessment

Not all Taskforce members have read the first project assessment report. One Taskforce member read the report. The respondent did not agree with some of the findings, the respondent thought that some findings presented in the report did not reflect the true situation.

Respondents second project assessment

All three members of the Taskforce were interviewed face to face. All three members of the Taskforce were female. In addition to the Taskforce, there was an implementation group consisting of Taskforce members and all national minority associations involved. Three members of the minority/beneficiary groups were interviewed. Two of them were male and one female. One external consultant was interviewed.

Organisational capacity

- **Process within the Taskforce**

The original Taskforce had a high degree of clarity on tasks and procedures during the project implementation. At the beginning of the project there have been a lot of questions regarding the procedures, which were solved very soon. Decisions were taken in an effective and inclusive way throughout the entire implementation process. Regular meetings were held and communication maintained throughout the entire project implementation. They had a meeting before each event where they discussed how the event should be approached. Two of the Taskforce members worked together before and knew each other well. During implementation there was no change within the composition of the Taskforce members. There was no doubt that the persons involved in the Taskforce were the most suitable persons for their tasks. According to respondents they were always at disposal and well prepared for meetings and were people of trust.

The biggest problem for some minority organisations was represented by the project procedures as some of them were not familiar with project implementation. Although some procedures were not clear at the beginning they became clearer during the implementation phase.

Decisions were taken jointly. There were several meetings with minority organisations where they were informed about issues and jointly came to a required decision. This created trust among stakeholders. All problems were solved jointly, there was nothing which stayed unsolved or an idea that had to be abandoned because there was not an agreement. Once the decision was taken, it was implemented as soon as possible without any delay. The decision-making process within the project organisation was undertaken in an inclusive way.

- **Involvement of minority groups**

In the first project assessment, minority respondents indicated that the entire project was very important for them, however their main problem as minority organisations was and still is the lack of affordable office space in Sarajevo. Although this project did not have solving the space problem as a direct objective, this issue was articulated throughout the project.

Although at the beginning of the project there was a lack of clarity regarding everyone's tasks and how decision-making will take place, soon after the project had begun these processes became very clear to everybody involved in the project implementation. Minority groups were included from the very beginning in the project implementation.

The Taskforce managed to deal with obstacles by involving the minority groups with possible solution gathering. The fact that besides the Taskforce there was an implementation group involving all minority organisations participating in the project, speaks about the inclusiveness of minority groups. According to respondents all stakeholders were included and through the implementation group the needs of interested minority organisations were included. Although the City of Sarajevo provided the broad frame of the project, the entire project design and activity design was done jointly.

The level of organisation of some minor organisations was positively affected by the project. The

fact that organisations worked together in the project increased their networking capacities among themselves, which had a positive lasting effect. Some organisations whose capacities were not that high had the possibility to learn from stronger organisations. Even a joint Facebook page was created which is still active.

- **Other organisational factors**

In general, funding was adequate and everything that was planned was implemented. Some respondents deemed that the available funding could have been more although they have done their best with the funds they were allocated. As each municipality received the same amount of money, some respondents considered that the Sarajevo could not be compared to other projects and places having in mind that the entire project was implemented in Sarajevo which is the capital and hence more expensive than other places in Bosnia and Herzegovina and that this project involved many minority groups whereas some municipalities involved only one minority group. The division of tasks was very clear, everybody knew what their duties and tasks within the project implementation were.

A problem was also the VAT issue which was not covered by the funding, but that was not clear from the beginning according to the Taskforce members. This did not negatively affect the project implementation but had a negative effect on the overall contribution from the Sarajevo City which increased comparing to the amount that was originally set. This caused more expenditure for the City of Sarajevo than planned at the beginning.

Cooperative capacity

Although many respondents in the first project assessment thought that there was only a moderately good chance that either the municipal or the minority stakeholders would execute their tasks in a proper and timely fashion, in the second project assessment and after the project was implemented all respondents thought that both sides have given their maximum to make the project a success. The cooperation between municipal officers and minority organisations was assessed as very good. It was stressed that both the City of Sarajevo and the minority organisation had a common goal for which they were striving.

Respondents also said that the main responsibility and burden regarding the successful project implementation was with the municipal officers of Sarajevo City. Although some minority organisations had smaller capacities than others, everybody had the good will to contribute to the project's success. In general, the entire cooperation was assessed as successful and both sides, municipal officers and minority stakeholder, executed their tasks in the project implementation in a proper and timely manner.

Problem-solving capacity

During the implementation of the project some adjustments had to be made within the project plan but this had no negative effect for the successful implementation of the project. The division of tasks proved to be appropriate and the regular meetings and regular communication among stakeholders proved to be successful. Respondents said that there was a good division of tasks, regular communication, enough staff and a huge implementation team so that all tasks and challenges were solved promptly and adequately. Problems were addressed in meetings and communications, through joint discussion joint solutions were found.

Results

All respondents consider the project highly successful. All objectives foreseen within the plan have been reached within the planned timeframe. Even the number of participants exceeded the expected and planned number as well as the number of minority organisations that took part in the project. All planned activities have been organised.

According to the respondents, the project is sustainable in terms that the cooperation established with minority organisations will continue. Respondents also thought that the project helped the minority organisations and made them more visible. Positive effects of the project were that the minority organisations had the chance to get in contact with each other and to network among each

other, synergies among the minorities have been established. The project had also some positive effect on capacities within the organisations. On the other side, synergies between the City of Sarajevo and minority organisations have been established or deepened. Positive was also the fact that attention and awareness of minorities living in Sarajevo was brought to public.

Another positive effect is to keep organising the National Minority Day in Sarajevo. The Facebook page “National Minority of Sarajevo City” has been established during the project and will continue to exist. Events of minority organisations are announced on this page such as other information about minorities living in Sarajevo.

Another positive side effect was the Declaration on Minorities that was signed during the project. Here the minority organisations addressed their needs. One of the most urgent needs that was also addressed as a side effect throughout the project was the need for affordable space.

The feedback received by the Taskforce was solely positive. Minority organisations even submitted a Letter of Appreciation to the Mayor of Sarajevo emphasising the good cooperation and usefulness of the project.

Lessons learnt

- Political support is important for a successful implementation.
- One has to be prepared to adapt to obstacles and problems so that an effective and unproblematic continuation and successful implementation of project is ensured.
- Support to minority organisations needs to continue also after the project has ended.
- Similar events should be repeated on a regular basis (National Minority Day).
- Cooperating with the municipality on a project case, in this case organising the National Minority Day in Sarajevo, can positively influence the level of organisation of minority groups. Those who had never had the chance to implement a project funded by a donor benefited also from learning about donor procedures.
- Cooperation and communication between City of Sarajevo and minority groups has been enriched by one additional experience.
- Procedures must be clear from the very beginning to avoid misunderstanding and doubling of work.
- Including the target group to a high degree will only benefit the project.
- Established co-operations and networks can be helpful for future activities.

4.2.7.2 Score sheet

Beneficiary: National Minorities in Sarajevo

Municipality: City of Sarajevo

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	

Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.3 Croatia

4.3.1 Beneficiary Reflections

The status of minorities in Croatia as a whole is getting worse. It could be best demonstrated by the fact that in April of last year the *Declaration Against Intolerance and Ethnocentrism* was published and signed, among others, by members of the Croatian parliament who represent the *Committee on Human and National Minority* and their Chairperson.

On the one hand, it was conditioned by a worsening economic situation, result of bad political and strategic decisions, made not only in Croatia but also in Europe and in the wider world. A poor population, which cannot achieve its right to work, emigrates. As a matter of fact, whole families emigrate, and among them minority members whose chances of securing a job are even smaller, because they are discriminated as a minority. On the other hand, the return of right-wing parties to power resulted in an increase of hate speech and graffiti bearing hateful messages and attempts to silence every progressive voice. The rights of journalists are getting limited, the government is becoming involved in editorial policies and hate speech is spreading.⁵

In relation to the consequences of the refugee crises, it demonstrated examples of good work and practices. For example, civil society organizations (CSOs) and the former government led by SDP (Social Democratic Party) had a great cooperation and they made transfer of refugees through Croatia easier. For many, Croatia was only a transit country and there are currently only 250

⁵ <http://www.liberties.eu/en/news/ngos-criticize-the-abolition-of-satirical-show-on-state-television>

refugees in Croatia, a very small number, which does not represent a “real threat” to right-wing politicians and there were no greater incidents.

The projects in Pakrac and Gračac, which worked on the affirmation of the Serbian national minority, had problems of different nature. In Pakrac, obstacles in the project were presented by a political rift inside the Serbian community, which was made of representatives responsible for the project's implementation. During the interviews with minority representatives, it was said that the status of minorities is not getting any better – they share the difficult economic status with the majority of the population but, in addition to that, they are the first ones to feel all the adversities as they are a minority. In Gračac, there was a case of open hostility between the local government and the local community towards the project, which they then boycotted as much as they could. Čakovec also had problems, on one side because of the division around power in the Roma community, and on the other side, because of the specific role and position of women in the Roma community and attempts to make that position better. Bogdanovci made a huge step forward in the affirmation of minorities through this project. Unfortunately, because of the financial situation and relatively small number of minorities that were incorporated in this project, its sustainability and future is in question.

Projects in Kneževi Vinogradi and Pula were very well received in the community and they had complete support of the local government. Pula was rightly chosen as an example of good practice. They achieved all that had been planned and even more. Bilingual signs were put up in the centre of Pula, municipal officers took and successfully completed an Italian language course and additional workshops were created for other minorities and a decision was taken to create the Council of National Minorities of Pula. Kneževi Vinogradi also deserved to be an example of good practice: in an incredible atmosphere of good interpersonal relations they managed to, with voluntary work, collect and list books and placing them on bookshelves in a newly furnished space. In addition to that, they organized cultural events that brought together citizens with literature. Čakovec had a very small but extremely sensitized and educated team for work with Roma. They were met with a lot of challenges, but they managed to solve them all and are proud about the sustainability of project: women are still employed through public works on a fixed term basis, and, in the community centre, workshops are held to strengthen the Roma community.

Bogdanovci had a great idea that was developed late because of some objective reasons. Unfortunately, they did not manage to start the radio station during the duration of project. But, this project was recognized by the local government as important and in the future they will work together on getting funds and starting the radio. Pakrac had a series of activities from which the common work of minority members on a cook book can be singled out: a publication with recipes of traditional meals from that area. Another important activity was a study trip of children from Serbian minority to Zagreb, where they visited Orthodox gymnasium and Museum of Contemporary Art. Unfortunately, there were some disagreements in the Serbian community and the project leader was dismissed. The project leader of the project in Gračac did his best with his team to make the activities happen despite the lack of involvement from local government and community. Unfortunately, building of bridges did not happen here but the Serbian community is stronger in affirming its ethnic identity.

All these projects were similar in a way inasmuch as they sought to affirm an ethnic identity, but different because of the circumstances in which they took place. There are large differences between Pula and Bogdanovci in all aspects, and between Gračac and Kneževi Vinogradi when the status of Serbian minority is in question, too big of a difference between Roma minority and its status in the community than other minorities. But all those differences create a minority picture and minority policies. This project contributed to the improvement of practices as much as it was possible and the people interviewed agree on that.

4.3.2 Bogdanovci

4.3.2.1 Public summary

Beneficiary: Croatia

Municipality: Bogdanovci

Information about the project:

The project idea foresees the establishment of an internet radio station of Bogdanovci municipality in Ruthenian and Ukrainian languages. Thematic radio shows would be combined with traditional music. The aim of the radio being community outreach and encouraging minorities living in Bogdanovci to be more engaged in public life. It is planned that the radio would initially operate for four hours per day, and would eventually become a live broadcast.

Target group: Ruthenian and Ukrainian

Introduction/Summary

It must be said that the process of setting up the internet radio was very challenging; it was very hard to obtain useful information, especially related to legal matters. It cannot be overstated how helpful were the colleagues from Nova Gradiška. Without their help this complicated journey would have been much harder to bring to its end. The radio station will be a precious contribution to the overall development of the community.

Taskforce

The Taskforce had five members: four men and one woman – the financial administrator. The male members were the mayor, the deputy mayor, who is also project leader, a municipal officer and a journalist – potential radio editor. However, it is important to mention that in the first stage of project, only the journalist and the deputy mayor were active and then others actively joined them in final stage. This Taskforce did not cooperate before on other projects so they needed some time to adapt.

Effect of the first project assessment

The original Taskforce read the first project assessment and largely agreed with its conclusions. The big problem from the beginning of this project has been that the project itself is very specific: the studio was needed to start the project, and the studio could not be started without VAT documents for which there was a long wait. This is why some green grades became orange in the scoresheet.

Respondent's second project assessment

In Bogdanovci, all five members of the Taskforce were interviewed. Three male municipal officers, one of them from minority group, one female municipal officer and male journalist majority. All interviews were conducted face to face during a visit to the municipality. Two men who participated in project were interviewed as well: one of them Croat and the other one Russian. The interviews were conducted in person in town hall in Bogdanovci.

Organizational Capacity

It is clear from the interview that the Taskforce never worked together before and they did not understand the tasks and procedures. They also had problems with making decisions together. They did not all show the same level of interest in the implementation of project activities. However, with time, the Taskforce became more connected; it was easier to make decisions, to complete tasks and respect procedures. A municipal officer and financial manager joined the project later. The arrival of a financial manager was a key element for making financial reports. She needed some time to get familiar with the project.

Involvement of minority groups

Considering the fact that in this project the project leader was a minority representative everything indicated that minority groups would be well covered by this project. The problem was that he was the only minority representative in Taskforce which could be considered a minus when the project in question is focused on minorities. As for participants, they had small expectations from project in the first project assessment, so the project itself did not let them down. The project leader tried to get as many minority members as possible, which was not always easy.

Other organizational factors

One of main parts of this project was to purchase equipment for the radio station and there was a big problem with VAT. Everything was late and it brought on other problems. Participants think that the grant was too small for what was planned within the project. The grade given in the scoresheet was red.

Cooperative capacity

In the beginning cooperation was a problem, but as the project went by, cooperation became better. Everyone underlined the problem with finances, delay and insufficient funds.

Problem-solving capacity

The project plan was adapted a few times to take account of the obstacles met. Obstacles were dealt with in an effective way, engaging all Taskforce members as needed in implementation. The plans were adopted accordingly and these changes were approved by the mayor each time, to ensure political support. Most respondents seem proud of and content with the way they handled obstacles.

Results

Taking in to account all the circumstances, most of the respondents consider the project successful and they emphasize that two radio stations are equipped for making of the programme, that a group of motivated journalists went through an education and that the programme in minority language is needed and it will serve for encouraging the community and connecting minority with majority. But, they also think that the funds are insufficient for the programme to start and they are worried about the sustainability of the project.

They are divided about who should be held responsible for the fact that results are not fully accomplished.

Lessons learnt

For this kind of project, cooperation in multiple sectors is very important: motivated journalists who are members of a minority, journalist activists, support of the Agency for Electronic Media, the local community, the local government and local media.

It is essential that minorities recognise that the project is for them and to become engaged with the project. A very good cooperation with Council of Europe and with consultants makes problems easier. The project brings a great idea – progress of community as a whole. The project carries out the public interest.

4.3.2.2 Score sheet

Beneficiary:

Municipality: Bogdanovci

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				

Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.3.3 Čakovec

4.3.3.1 Public summary

Beneficiary: Croatia

Municipality: Čakovec

Information about project:

The project is envisioned in a way that a group of four Roma women, who have shown interest for education, get that education and become eligible for labour market: besides that, workshops are held for Roma minority members in the Roma Cultural Centre Kuršanec and a machine is acquired which could help women for their work.

Target group: Roma

The project idea is to create a Roma women's enterprise which could serve as a training centre for Roma woman to learn more about the opportunities for self-employment and current market needs in Čakovec and to encourage participation in the local economy.

Introduction/Summary

This was a successful project. It was made of different educative workshops for four chosen Roma women who showed interest to get educated and employed. The workshops were also opened to other members of the Roma community in Kuršanec. The Roma community members showed resistance towards the project and chosen women, and there were a lot of problems, but the Taskforce (Taskforce) had experience in working with that community and they persistently coped with those problems. In the end, the results achieved were impressive and the Roma women are employed in the field of public work.

Taskforce

This Taskforce was made by a project leader/municipal officer (Male), non-minority, who had worked on minority questions for a long time; CSO representative/project assistant (Female), non-minority; municipal officer/Head of Social services (Male), non-minority. This was a small, but extremely effective Taskforce as they had already worked together before. They share common experience in work with minorities.

Effect of first project assessment

Unfortunately, during the project, some of the risks from the first project assessment came true: there were changes in the VRNM (Council of Roma National minority): a new council president was chosen, and everything had to be set up from the beginning. The Roma community has specific ways of functioning and specific treatment of women members.

Respondent's second project assessment

The national expert interviewed all three members of the Taskforce in face to face interviews.

1. Project leader, Male, municipal officer, majority;
2. Project assistant, Female, not a municipal officer, majority;
3. Project assistant, Male, municipal officer, majority.

Three out of the four Roma participants were also interviewed face to face.

1. Participant, Female, minority
2. Participant, Female, minority
3. Participant, Female, minority.

In Čakovec, all three members of Taskforce were interviewed. Two of them are municipal officers and one is from a civil society organization (CSO), all from the majority population. All interviews were conducted face to face during a visit to the municipality. It was really easy to reach the municipal officers and CSO representative, they immediately agreed to the interview.

Interviews with three of the four participating Roma women were harder to arrange: their knowledge of Croatian language was not very good and the national expert communicated in different ways to make the questions and answers clear. In the end, the national expert got the picture of how the participants went through the project, what they expected from it and what they got from it.

Organizational Capacity

Process within the Taskforce

This Taskforce had a high degree of clarity on tasks and procedures. They always took decisions in a very effective and inclusive way. They have all worked together before and knew each other well. The clarity on tasks and procedures has remained high from beginning to the end of project. Although they met with maybe the most difficult problems in their work, which is relations in Roma community, they successfully dealt with those problems.

Involvement of minority groups

In the first project assessment, the complex level of organization of the Roma minority group and the low degree to which they expressed their interests in the municipality was indicated as a possible risk to the project's success. This indeed proved to be one of the most challenging parts. Because the Taskforce was experienced and highly educated, they found a way to get closer to the minority members and include them in activities in an unobtrusive and affirmative way. Problems were dealt with in a creative and constructive way. The minority members always had the space left to get involved in searching better decisions and overcoming conflicts.

Other organizational factors

In this project, funding –related aspects worked very well. All the repurposing and notifications were made on time. The time line was respected. A VAT and regulation problem slowed down and made harder the start of the project. It was stressed out in all the projects.

Cooperative Capacity

The multidisciplinary take in this project led to an increased motivation of minority members to get involved in the various activities. The experience of the Taskforce and their history together increased the efficiency of the project and the final outcome.

Problem- solving capacity

The strong and experienced Taskforce managed to solve the problems that were present. It is most important to have an attitude of support from local government and at least part of the minority community. Decisions about handling problems were made democratically and in a participative way.

Results

The respondents considered the project highly successful. Minorities were motivated for cooperation in this kind of project. The status of Roma minority members is made better by employment of three of their women. Visibility of minority members increased. Through this project, a whole new area of new possibilities for work in the community were opened. The Roma community is strengthened from the inside. It is important to invite other Roma women to get an education and employment. The Taskforce outlines that they started changes and that the city is starting with a big project of Roma integration.

Lessons learnt

- When young Roma women need to be reached, it is important to involve the Roma community as a whole. Engaging a community leader was a good way to overcome resistance.
- Inclusion and informing the Roma community should be undertaken at all times.
- Good mechanisms need to be developed for breaking up tensions from Roma leaders.
- Work space is needed.
- The Taskforce should have had more members.
- Support for participants needs to continue also after implementation of the project.

4.3.3.2 Score sheet

Beneficiary:

Municipality: Čakovec

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				

Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.3.4 Gračac

4.3.4.1 Public Summary

Beneficiary: Croatia

Municipality: Gračac

Information about the project:

Gračac is a town that suffered war destruction and emigration of a big part of its population. Some of them returned, and some new people came to live there. In this moment, the city is deeply ethnically divided and through this project the intention was to connect the divided community through a series of educative workshops and activities, affirm minority rights and strengthen the local community.

Target group: Serbian minority, majority

Outline of the project: The project idea focused on educating the local authorities, civil society organizations and minority councils about minority rights and how to realize them at the local level. The education component will include the production and distribution of information brochures and study visits to view existing good practice. The initial goal was: building trust in the local community through affirmation of minority rights

Introduction /Summary

This project was supposed to influence the return of trust in local community between different ethnic groups (above all between the majority and the Serbian minority) through common activities. It was not entirely successful and different participants had different explanations why it was not. Activities were mostly of educational and advocacy character and they were mostly practised by the Serbian minority. Within the advocacy part, the office in Srb was opened and legal help was organized for the duration of project. The initial goal was: building trust in local community through affirmation of minority rights

Taskforce

In total the Taskforce had four members by the time implementation finished: two female and two male. Three of them were municipality officers and one was a minority representative.

Effect of first project assessment

The fact is that, in the first assessment, all the respondents were withheld about how they will connect through activities and everything pointed that way.

Respondents second project assessment

In Gračac three out of the four Taskforce were interviewed. All interviews were conducted face to face during a visit to the municipality.

As for the participants, there were three: two female and one male, all members of the Serbian national minority.

Process within the Taskforce

This Taskforce was not well structured from the beginning and it functioned with a lack of trust from the very start. Deputy Mayor, who is also the project leader actively tried to work on his own so that the activities still would happen.

Involvement of minority groups

In initial research, it was clear that minorities bear this project (the Serbian national minority to be more specific) and that it was made in a way that minorities were involved from the very beginning and had use for this project.

The Taskforce did not have a problem with accessing minorities because the project leader, who is deputy mayor is a minority himself and it is perfectly clear to him on one hand how the local government functions and on the other what kind of problems minorities have.

However, the Taskforce did have problems dealing with some obstacles because it was divided and procedures were slowed down.

Other organizational factors

There was some repurposing in order to improve the Office arrangement and give legal advice considering the fact that the CSO officer who was meant to support the activities left Croatia.

Cooperative capacity

There was no unison in the Taskforce and that was visible on the project, there was little cooperation. Activities were held tacitly without two female members of the Taskforce.

Problem-solving capacity

The project plan was adapted a number of times to take account of the obstacles met. This meant that the timeline also had to be adapted, and some extra activities had to be planned.

Obstacles were dealt with in a very affective way, especially when we know that there was no support from the Municipality. The project leader had to make decisions all by himself and the Serbian minority members who actively participated in the activities were proud that they managed to carry them out. The difference in questionnaire is how the Taskforce member (F), municipal officer, sees this: she thinks that there were not many obstacles or that the minority members created them with the way they acted.

Results

There is a division also in how the result was graded, although it was small. Minority members are content with results, although they complained that they were discriminated by the majority. The majority representative thinks that the results have been achieved and that there were no bigger problems. The project activities were undertaken, lectures were held by experienced lecturers, legal help was offered to a large number of people, a study trip to Rovinj affirmed the ethnic identity of participants and the office in Srb is arranged and functional.

Lessons learnt

- It is important to adapt plans when there are the obstacles;
- It is important to secure political support throughout the project implementation;
- Cooperating with the Municipality in this kind of project is very important;
- Support for participants needs to continue in the future;
- If someone is not present, it can be possible to manage without them.

4.3.4.2 Score sheet

Beneficiary:

Municipality: Gračac

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	

Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.3.5 Kneževi Vinogradi

4.3.5.1 Public summary

Beneficiary: Croatia

Municipality: Kneževi Vinogradi

Information about the project:

The project was created in a way to collect books written in minority languages, and their placing in libraries, starting up the web page to affirm the culture of minorities, minority languages, their history and in what way minority policy is implemented in accordance to FCNM.

Target group: Serbs, Hungarian, Croats

Outline of the project: The project idea has two aspects, which relate to the upgrading of the municipal website and translating relevant content to Hungarian, Serbian and English language; and refurbishment of the municipal library and increasing the number of books, and particularly in minority languages.

Introduction/Summary

This project was completely successful. It achieved even more than was expected and it is sustainable in future with successful fundraising. Space for library of Serbian national minority in Kneževi Vinogradi was renewed as well as two areas for library of Hungarian national minority in Kneževi Vinogradi and in Suza. Books that were collected were three times the number expected, librarians were employed through public work, an active web page was started and literary events were organized for all citizens where they were met with culture and history of their neighbours. Taskforce was formed for the first time for this occasion and it worked perfectly. The project leader, although without experience, did great things and this Taskforce still has potential to work together. Maybe the fact that they were all highly educated made all the difference.

Taskforce

The Taskforce consisted of five members: four of them were interviewed face to face and one of them by Skype session. The Taskforce gathered around this project and did not work together

before. It was made of a project leader (female), now municipal officer, two Serbian minority citizens: municipal officer (male) and the president of CSNM (female), the president of CHNM (female) and another municipal officer (female) who worked mainly on administration and logistics while the others worked on content.

Effect of first project assessment

The Taskforce read the first project assessment and largely agreed with the conclusion.

Respondents' second project assessment

In Kneževi Vinogradi the whole Taskforce was interviewed: four by face to face interviews and one by Skype. The group was made of four women and one man. They are all minority members. The national expert also interviewed two members of the minority (both female) as participants who were chosen from the list of participants of the final activity in January, to which the national expert was a guest.

Organizational Capacity

Process within the Taskforce

The process within this Taskforce earned the highest grade. They had not experienced working together on European projects before, but they showed an avid level of material knowledge and by that also the possibility for activities to go on as they were supposed to. Decisions were made together. Efforts were made to include all Taskforce members in every moment. This Taskforce will surely in future work and function together.

Involvement of minority groups

This is a municipality where the minority groups are the majority and Taskforce and participants group were made by minority members. They were involved in every way: from planning to carrying out project activities in the best possible way. Without their inclusion it would not be possible to carry out the programme. The status of minorities was improved through this project in a way that minority culture and history was promoted in local community and in media and web.

Other organizational factors

As financial resources were clearly defined from the beginning, and making lists of books was shown to be longer and with a bigger number of books than expected, a lot of work was done on voluntary basis so that everything would be finished on time. Everyone in Taskforce is aware of that and nobody complained about it.

Cooperative capacity

The collaborative atmosphere in the Taskforce was transferred to the minority members involved in the implementation of activities as well as the chief of municipality and library teams. The project results were recognized as the benefit for local community in whole and it animated them all.

Problem –solving capacity

When it was found out that there are many more books than expected, things came together in such a way that the extra work was done voluntarily so that all the books would be listed and catalogued. Decisions were brought together and with inclusion.

Results

“This project is proof that with strong will and desire, even with small financial resources, valuable results can be achieved” (excerpt taken from the evaluation). Books were listed and put on bookshelves, in disposition for local community. The librarians managed to get employed on a fixed term basis. Collecting the books brought together the Taskforce with other minorities: German and some of the organizations of civil society. Cultural life was brought alive in local community. The project had great visibility. There are some indications that the project could continue in the future.

Lessons learnt

- For good implementation of the project the most important factor is good communication between all involved.
- To make this kind of project work, it is important that all who are involved dedicate themselves to it.
- It would be even better that in one big common area, the “real library” with all the books would be made with librarians employed on long term.
- This project succeeded as such in our sincere, inclusive and equal community (referring to Kneževi Vinogradi).
- This project can be an example of good practice in minority affirmation.

4.3.5.2 Score sheet

Beneficiary:

Municipality: Kneževi Vinogradi

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	

	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.3.6 Pakrac

4.3.6.1 Public summary

Beneficiary: Croatia

Municipality: Pakrac

Information about the project:

In Pakrac, the CSO organization SDF, together with the City and representatives of other minorities created a project for education about minority rights, affirmation of ethnic identity, mostly through mapping of interest for additional education for minorities. Another part of the project was consecrated to marking the important days in calendar of the Serbian national minority, other minorities and the City of Pakrac through various cultural events. Thanks to this project the city of Pakrac also got the town communal tractor with an appliance for the digging of a roadside canal in Pakrac area, especially in Serb villages where people have returned. In February 2016, the communal tractor was delivered to Pakrac town.

Target group: Serbs, Italian, Czech

Outline of the project: The project idea focuses on the importance of media, education, and official use of the language, culture and non-discrimination. These issues will be tackled through capacity building of the national minorities, and promoting their active participation in public life.

Introduction/Summary

The project success was mediocre. There are significant differences in the way that the project is seen by Serbian minority members (everything was great according to them), by other minorities (Czech and Italian: they think that the Serbian minority took the primary position in project) and by City representatives in the Taskforce, who take a neutral stance. Most activities were completed: during the project there was repurposing of activities and budget.

Taskforce

In total the Taskforce had three members by the time the project ended. At the beginning, there were four Taskforce members. One of them, author of the project and project leader, left the project somewhere in the middle because of political changes in local politics. The project was taken over by municipal officer, deputy mayor, and he tried to bring things to an end in the best possible way. Other two Taskforce members (both female) were mostly working with finances. The Taskforce members were: two female, non-minority and two male of Serbian minority.

Effect of first project assessment

Careful reading of first project assessment pointed out possible problems, which were caused by changes in local politics and upcoming elections, and those predictions unfortunately came true.

Respondents' second project assessment

The national expert interviewed all three members of the Taskforce:

1. Project leader, male, municipal officer, minority, face to face interview
2. Project administrator, female, municipal officer, majority, face to face interview
3. Project financial administrator, female, municipal officer, majority, face to face interview.

From participants, the national expert interviewed the biggest number for a municipality: this is important, because representatives of various minorities are in question here and because the project had a variety of diverse activities. One representative of the Italian national minority, two of the Czech and one Serbian were interviewed. They were all male.

Organizational capacity:

Process within the Taskforce

As already mentioned, this Taskforce had in its first half of project a project leader which had everything in his hands. After he left the project, from political reasons, there were many of problems: his successor managed to finish the project, with help from his colleagues from the Taskforce, in the way that he repurposed it and simplified specific activities. In the first half of the project, the first project leader worked alone and the other members of Taskforce did not feel included enough. In the second part, it was harder for them to join the process. That is why the grade in the scoresheet is orange.

Involvement of minority groups

Minority members were actively involved in this project. Considering that the author and first leader of the project knew very well the problematic of the minorities in the field and the status of minorities in local communities, he managed to involve Serbian minority members in all the activities and he cooperated with the Italian and Czech national minority, but to a lesser extent.

As for obstacles, in the first part the project leader dealt with them himself, and in the second part the new project leader had help from the other members of the Taskforce.

Other organizational factors

The biggest problem was with the communal tractor, which cost a lot of money and it was not sure how it would be used, or if there were people educated for its use.

Cooperative capacity

There was a big change in group, after the original project leader left the project. Handover of workload and duties was not handled in the best possible way. The new project leader remarked that he was not informed well enough about all planned activities. However, with help from the other Taskforce members, the project finished in the best possible way.

Problem-solving capacity

The project plan was adapted a number of times to take account of the obstacles met, mainly because of the change of project leader and also because of redefining activities. In dealing with problems, the local and national consultant helped.

Results

On the whole, the respondents consider the project highly successful. Field mapping considering additional education was completed. A machine is provided, which will be in city ownership and will help everywhere needed, provided that the dislocated areas with minorities will have advantage. An educative workshop was held about minority rights. A number of religious and city holidays were marked. A cook book with recipes of various minorities is published. There was also a study trip to Zagreb organized for children of different ages who attended additional education for minorities.

Lessons learnt

- It is important to secure political support throughout the project implementation;
- Better communication leads to better results;
- It is the most important element that the activities continue to happen after the projects is done;
- Less is more: if there were fewer activities, they could have been better;
- Minorities for minorities: joined minorities can do a lot more than every minority for itself.

4.3.6.2 Score sheet

Beneficiary:

Municipality: Pakrac

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.3.7 Pula

4.3.7.1 Public summary

Beneficiary: Croatia

Municipality: Pula

Information about the project:

The City of Pula formed a group of municipal officers who have to know Italian language for their work and it made possible for them to take advanced courses in Italian language in the town hall during their work time. In some key places in town, bilingual traffic signs were put up. Two successful educational workshops were also held for all minority members in Pula.

Target group: Italian and other minorities in Pula

Outline of the project: The project idea focuses on the official use of Italian language in the public life of the City of Pula. It is planned to translate official documents/forms into Italian, post bilingual street/traffic signs, and provide additional Italian language classes. The activities will include media outreach in order to inform the community on how to best access the existing instruments for exercising rights to official use of Italian language.

Introduction/Summary:

The project was chosen as an example of good practice among the six projects in Croatia. Overall, the project in Pula was highly successful: the City of Pula formed a group of municipal officers whose work demands knowledge of Italian language and made it possible for them to take advanced classes in Italian during their work time. In key places in the town bilingual traffic signs were placed. Two successful educative workshops for members of all minorities in Pula were also held. All marks in the scoresheet are green.

Taskforce:

In total the Taskforce (Taskforce) had four members. The project leader and the municipal officer are both women members of the Italian national minority, along with the deputy mayor (male). The fourth member (male) of the Taskforce is not a minority member. Although this Taskforce is small considering the number of members, according to the national expert, it is the strongest one among all the other projects in Croatia, because the people involved had already worked together and had experience in carrying out European projects.

Effect of first project assessment

The original Taskforce read the first project assessment and largely agreed with the conclusions. The Taskforce was self-confident in the first project assessment. The end of the project confirmed that they had good reasons to be confident.

Respondents' second project assessment

Interviewed only two of four Taskforce:

1. Project leader, female, municipal officer, minority, face to face interview
2. Project assistant, male, municipal officer on a fixed-term contract

In Pula only two members of the Taskforce were interviewed: the team leader (female, minority member), and the project assistant (male, not a minority member). They were interviewed them in the town hall of Pula, face to face. Two female participants were also interviewed. They were not minority members, but work in positions for municipality which required bilingualism. They were interviewed face to face.

Organizational capacity

Process within the Taskforce

Pula's Taskforce (Taskforce) had a high degree of clarity on tasks and procedures, and took decision in a very effective and inclusive way. They had all worked together before and knew each other well. During implementation the clarity of the tasks and procedures has remained high and the decision-making by the Taskforce was effective.

Involvement of minority groups

Involvement of minority groups reached its highest level here, as well as in Kneževi Vinogradi. After all, the Taskforce was formed mainly by minority members, themes that were worked on within the project were minority related and the project participants are included in way to affirm minority politics.

It should be noted that the Italian minority belongs to so called old minorities in Croatia and it has its rights that come from the time of Yugoslavia and uses it in the best possible way.

Other organizational factors

The project ran very smoothly.

Cooperative capacity

The cooperation and level of trust within the Taskforce has remained high throughout the implementation.

Problem-solving capacity

During the course of this project there were no large problems. Even if there were, the Taskforce would have handled them without delay.

Results

This project achieved its purpose completely. The respondents also agree with that. They mention that they learned Italian better and they use it on their job, they got to know Italian culture better and they made a connection with the Italian minority members.

Lessons learnt

- It is advisable to deal with all minorities in a town without ignoring any of them.
- Through common activities new initiatives can take place.
- Language learning can give a better approach to the culture of a country or people whose language is being learnt.

4.3.7.2 Score sheet

Beneficiary:

Municipality: Pula

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				

Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.4 [Montenegro](#)

4.4.1 Beneficiary reflections

In Montenegro, there are several minority groups. The main groups are Serbs (178,110 or 28.73%), Bosniaks (53,605 or 8.65%), Albanians (30,439 or 4.91%), Muslims (20,537 or 3.31%), Croats (6021 or 0,97%), Roma (6251 or 1,01%) and a small community of 0.33 % Egyptians.⁶

While most of the minorities seem well integrated and their socio-economic situation does not differ substantially from that of the majority, this is not the case for the Roma and Egyptian communities. They experience far more poverty, unemployment, low education levels and exclusion in Montenegro.

According to the Advisory Committee of the Council of Europe regarding minority rights, Montenegro has to make more efforts to ensure the cultural and language rights of all minorities, and to improve access to political decision-making, education and employment for Roma and Egyptian minority persons specifically. There is a national law on minorities to promote cultural language and right on education but this has not been implemented properly everywhere yet.

In Montenegro, four municipalities were selected for implementation of the projects although only three municipalities actually implemented the projects. These projects were all successful in reaching their goals, up to a measure. All but one project targeted multiple minority groups, and in these cases one minority group seems to have been substantially more involved and better served by the project than the other(s). On the whole, it seems to have been much easier to reach target groups of Polish, Ukrainian, Italian or former Yugoslav minorities. Extra measures had to be taken

⁶ Montenegrin Statistic Agency MONSTAT, census 2011

to involve Roma, Vlach and Egyptian target groups, and in some cases this did not succeed even with extra measures. The two projects concerning language and culture were successful in reaching their goals within the timeframe and budget and one project focused on education was best practice. The project regarding participation and promotion of cultural heritage ran into more obstacles and was stopped after 6 months.

4.4.2 Kotor

4.4.2.1 Public summary

Beneficiary: Kotor

Municipality: Montenegro

Information about the project

The proposal's aim is the promotion of the cultural and historical heritage of the Boka Kotorska, by publishing a journal that deals with the history of the Boka Kotorska - "Croatian Magazine – Hrvatski glasnik".

The main topics are those related to the life and work of the Croatian minority in Montenegro, current events in the State, cultural events and the rich cultural and historical heritage of the city of Kotor. The main activities relate to the presentation of the current events in Montenegro and Croatia, which are important for the Croatian population, but also for the general public in Montenegro; as well as to focus on the topics which show a way of life, customs, culture of the inhabitants of Boka Kotorska throughout the centuries, but also to inform the public on a wide range of activities of Croats in Montenegro.

Texts in the magazine are proofread in Croatian literary language in order to preserve the linguistic identity, and one of the series is written in the local-Boka dialect. The intention of the municipality is to support the issuing of 12 numbers of this magazine from this proposal.

Target group: Croats

Taskforce

Two male and seven female respondents answered to the first project assessment in Kotor, so nine respondents in total. Seven of them said to be part of the Taskforce, while two called themselves participants. Five were of the minority group, while the other four were municipal officers.

Therefore, at the beginning it seemed there were more members of the Taskforce but in the second assessment it became clear that formally throughout the project, there were five members of the Taskforce and only four of them worked directly on the implementation of the project. Three of those were municipal officials. Additionally, five persons who were closely involved in the project were members of the organisation publishing the magazine, which was the main activity in the local project. Three of them are members of the Croatian minority.

Introduction/summary

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). The proposal -PRESERVING THE LANGUAGE OF CROATIAN NATIONAL MINORITIES – MAGAZINE “HRVATSKI GLASNIK”- aims to preserve memory of significant events and personalities from the rich cultural heritage of Croats in Montenegro as well as preserving the language of the Croatian minority in Montenegro. This is the only magazine of its kind in Montenegro and thus, also in the Municipality of Kotor. It deals with topics that promote the rich cultural heritage and present cultural and historical particularities of Croatian minority in Montenegro.

The purpose of the project is to use the Croatian language in public life. The most efficient mode of conducting this idea is through written media, in this case through "Hrvatski glasnik". The living word is current one at the time of dialogue and events, and the written one is something that stays forever. Hence the famous saying, "If it's not written, it did not even happen." This magazine received financial support through the projects from the Fund for Minorities in previous years, which were not sufficient for operating. The purpose of the project is also to keep pace with the modern social trends and themes and present to the public the current events in Montenegro and Croatia, which are equally important for the Croatian population as well as for general public in Montenegro.

Effect of first project assessment

The Taskforce read the first project assessment and mostly agreed with the conclusions.

Respondents second project assessment

In Kotor, five persons involved in the project implementation were interviewed. These were two female municipal officers, and three persons of the minority organisation or the Magazine staff, of whom two were female and one was male. In addition, four beneficiaries were interviewed, two male and two female, all from the Croat minority.

Organisational capacity

- **Process within the Taskforce**

The original Taskforce had a high degree of clarity on tasks and procedures. They had all worked together before and knew each other well. During implementation, most of the activities were implemented by only two members of Taskforce: one from the municipality and one from the minority CSO, while others were involved in a reduced capacity. Therefore, an orange mark is given for inclusiveness.

- **Involvement of minority groups**

The first project assessment level of organisation of minority groups and the low degree to which they were involved in decision-making regarding the project preparation was indicated as a possible risk to the project's success. The Taskforce involved minority participants. The Croatian community was involved in the organisation of the project, as there were Croatian Taskforce members as well as project staff. The level of organisation of the Croatian community has not specifically been affected by the project.

Other organisational factors

Funding became a problem when members of the minority realised that half of the funding was going to promotional activities for the Magazine. Municipality and minority representatives agreed to ask to do less promotion, which was part of Municipal activities, in favour of printing more editions of the Magazine, which was not accepted. Therefore, an orange mark is given for funding in the score sheet.

Cooperative capacity

The cooperation and level of trust within the Taskforce has remained good throughout the implementation. All felt a certain degree of responsibility for solving the problem for the success of the project.

Problem-solving capacity

The project plan was adapted a number of times to take account of the obstacles met, mainly in implementation of promotional events and timely funding for printing. Obstacles were dealt with in an operative way, engaging others as needed in the implementation.

Results

On the whole, the respondents considered the project successful. They managed to get 5 promotions of the Magazine organised by municipality of Kotor and 10 editions of the magazine. In the first project assessment, the Taskforce members indicated that the funding can be one of the

risks. This happened but the Municipality and the Croatian Civic Association found additional funding for printing the Magazine.

Lessons learnt

- It is important to adapt plans if there are obstacles.
- Support for the Magazine needs to continue also after implementation of the project.
- VAT exemption should be prepared immediately after signing the contract for implementation of the project in order to avoid paying this amount from the Municipality or project budget.

4.4.2.2 Score sheet

Beneficiary: Montenegro

Municipality: Kotor

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	

	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.4.3 Plav

4.4.3.1 Public summary

Beneficiary: Montenegro

Municipality: Plav

Information about the project

The project aimed to improve the work of municipal services by establishing an office for translation of the main municipal documents in Albanian and Serbian languages. The project equipped conference rooms to provide translation and planned to engage local interpreters. The last activity, hiring translators for simultaneous interpretation, was however not implemented.

Target group: Serbs, Albanians, Bosniaks.

Taskforce

Throughout implementation, the Taskforce consisted of five men from the Bosniak community, which at national level is a national minority group, but forms the majority group in the municipality.

Effect of first project assessment

The Taskforce read the first project assessment and agreed with the conclusions.

Respondents second project assessment

In Plav, three male members of the Taskforce were interviewed, and two beneficiaries of the project. All interviews were conducted face to face during a visit to the municipality.

Organisational capacity

- **Process within the Taskforce**

The Taskforce had a high degree of clarity on tasks and procedures, and took decisions in a very effective and inclusive way. They had all worked together before and knew each other well. The team implementing the project was very homogenous and all respondents gave almost exactly the same answers to all questions, even though they were interviewed separately in a personal interview. It turned out that this was a risk factor to the eventual success of the project, due to the fact that members of the Taskforce were uncritical towards one another and implemented some activities with delays. They reported obstacles and delays only when they became serious. The project might have benefited from including more people in the Taskforce and informing minority stakeholders better of obstacles met during implementation. Therefore, an orange mark is given for inclusiveness.

- **Involvement of minority groups**

In the first project assessment, the low level of organisation of the minority groups and the low degree to which they expressed their interests in the municipality was indicated as a possible risk to the project's success. A slight risk was the lack of involvement of one of the targeted minority groups: the Albanians. Although respondents felt that minority groups were involved in choosing the topic for the project and designing it, it is not clear whether and how minority groups and especially Albanians outside of the municipal administration were involved. There is an orange mark for expression of interest in the score sheet, because while the project has managed to reach Albanian and Serb CSOs, the Serb and Albanian community at large was not affected by the project.

Other organisational factors

Even though it was a possible risk, at the end funding was not a problem. The funding was sufficient to purchase all needed equipment. It did seem that the Municipality was mainly focused on the procurement and installation of equipment, and less focused on using minority language in everyday communication such as translation of the new bylaws, responses to individual requests in minority language and provision of minutes from Assembly sessions in minority languages. Part of Plav, with a majority Albanian population, voted in a local referendum for the establishment of a new municipality. Plav therefore dissolved into two municipalities, Plav and Gusinje, during the project implementation. However, this did not affect the project's implementation.

Cooperative capacity

The cooperation and level of trust within the Taskforce decreased during the implementation. All felt a low degree of responsibility for solving the issues.

Problem-solving capacity

At one point in 2015, the accounts of the Municipality were blocked and all activities stopped. However, the project plan was adapted a number of times to take account of the obstacles met. Most of the translation activities were postponed with some of them delivered later than planned and some of them not delivered at all. Due to uncertain changes in the administrative system of the Municipality of Plav, planning of the project could have been done in a different manner. Even so, the translators have translated the main documents and the rest of the staff have completed their tasks successfully.

Results

On the whole, the respondents consider the project successful. They managed to establish the Translation office and made it operational. Minorities have started using their mother tongue in communication with local authorities.

Lessons learnt

- It is important to adapt plans when incurring into obstacles.
- It is important to secure funding throughout the project implementation, especially if the general financial situation of the municipality is less stable.
- Support for the minority communities needs to continue also after implementation of the project, independent of future project funding.

4.4.3.2 Score sheet

Beneficiary: Montenegro

Municipality: Plav

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	

Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.4.4 Tivat

4.4.4.1 Public summary

Beneficiary: Montenegro

Municipality: Tivat

Information about the project

The proposal 'ROMA/EGYPTIAN MEDIATOR AND TEACHING ASSISTANT' aimed to improve the current situation in education of Egyptian and Roma children in the Municipality of Tivat. Special attention was given to the engagement of teaching assistants in elementary school, for children that belong to the Roma and Egyptian (RE) population living in "7th July" settlement, Lovanja and Gradiošnica. A teaching assistant would support the inclusion of Roma and Egyptian children in the education system in Tivat. It would be realized through a Memorandum of Understanding (MoU) between the Municipality of Tivat and a civil society organisation (CSO) Association of Egyptians and a number of activities such as: establishing a database of pupils, organizing an info spot with the service of an educational mediator who will liaise with parents, teachers, school, social and pedagogical services, provision of preschool preparation for enrolment in the first year, additional classes for students and support for 1-day excursions for school children. The aim of the project was the qualitative inclusion of RE children in the education system of Montenegro, increasing their level of education in the Municipality of Tivat in cooperation with Roma and Egyptian assistants and mediators and a professional team working through counselling for RE population children and parents.

Target group: Roma, Egyptians

Introduction/summary

Overall, the project in Tivat was highly successful. During implementation of the project, there were:

- 240 visits of parents (informing about their children, their learning, behaviour, seeking assistance, searching for books, clothes, submission of data on their children);
- 462 visits of teaching staff (praise and criticism on children, search for status and ID number of a child, information about the parents and their phone numbers, the absence of children, the proposals for the children animation programmes to learn as much as possible);
- About 30 visits of the director (informative visit, bringing children, personal appeal to certain events);
- One visit from the social services - (application for students to have conflicts and disagreements in the family and going out into the field with the Education Office);
- 72 visits of the Educational service.

The project was selected as good practice and activities were extended. However, the position of educational mediator is in process of standardisation in Montenegro. In accordance with the newly adopted Strategy for improvement of the position of Roma and Egyptian 2016-2020 it will become part of the educational system after the project implementation has finished.

Taskforce

In total, the Taskforce had six members by the time implementation finished. At the start, there were seven Taskforce members, but one member was only there to provide technical support at the start of implementation and was not required anymore in later stages. The eventual Taskforce consisted of four municipal officials and two members of civil society of the Egyptian minority. They were directly involved in project activities. The Taskforce was a cohesive group, who worked together a lot in past projects too.

Effect of first project assessment

The original Taskforce read the first project assessment and largely agreed with the conclusions.

Respondents second project assessment

In Tivat, all six members of the Taskforce were interviewed. Three female municipal officers who are not of the minority group, two women from an organisation of the Egyptian minority group, and one man from a minority organisation who also belongs to the minority group himself. All interviews were conducted during a visit to the municipality. The timeframe for interviews was moved for early April to 28 April due to local elections in the Municipality of Tivat. Interviews with 10 parents from the Egyptian community whose children are enrolled in local elementary school were held on the same occasion.

Organisational capacity

• Process within the Taskforce

The original Taskforce had a high degree of clarity on tasks and procedures in the first assessment, however, during implementation, there were some administrative delays. They had all worked together before and knew each other well. Therefore, a green mark is given for inclusiveness.

• Involvement of minority groups

In the first project assessment, the good level of organisation of minority groups and the high degree to which they expressed their interests in the municipality was indicated as a sign of the project's possible success. The Taskforce involved minority participants; in fact, the Egyptian community was involved in the organisation of the project, as there were two Egyptian Taskforce members as well as project staff. The level of organisation of the Egyptian community was positively affected by the project. The efforts to improve educational achievements of their children led to them organising themselves more and expressing their wishes to the municipality more on other topics too (issues related to electricity, water supply, different administrative issues). Therefore, a green mark is given for involvement of minority groups in the score sheet.

Other organisational factors

Funding was carefully planned from the very beginning and spent in accordance with the plan. Therefore, a green mark is given for funding in the score sheet.

Cooperative capacity

The cooperation and level of trust within the Taskforce has remained high throughout the implementation. All felt a high degree of responsibility for the success of the project.

Problem-solving capacity

The project plan was adapted at the period of changes in the management of the school. The cooperation is agreed with the leaving manager and the main obstacle for project start was a delay in the selection process of the new school manager, which delayed initial activities. Obstacles were dealt with in a very effective way, a new manager took over all responsibilities agreed with the previous manager and the project was implemented smoothly. All respondents seem content with the way they handled delay and managed to implement all planned activities timely.

Results

On the whole, the respondents consider the project highly successful. Results include:

1. Database of RE children from 1st to 9th grade is established and operational.
2. RE children from Tivat improved their educational achievements in test for enrolment.
3. RE children from Tivat improved their educational achievements in 2-4th grade.
4. Parents and children receive counselling.
5. RE children from Tivat included in extracurricular activities.
6. Improved communication of teachers and parents.

The Info-spot was organized and worked continuously during the project period, starting on 15 May 2015. Classes for pre-schoolers were held at the Info point, three times a week starting from 15 June. All professional associates actively participated in the work with children and parents. Material for info points is purchased (office and didactic materials), as well as new furniture, projector, computer, multifunctional device (scanner and printer) and air conditioner.

Lessons learnt

- With joint efforts of all stakeholders, any issue could be solved.
- For members of the Taskforce, a lesson learnt was to communicate to the relevant authority and be prepared for VAT exemption before the project starts.
- Educational programmes should be sustainable. Support for children needs to continue also after implementation of the project.

4.4.4.2 Score sheet

Beneficiary: Montenegro

Municipality: Tivat

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	

Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.5 [Serbia](#)

4.5.1 Beneficiary reflections

In Serbia there are numerous minority groups, while the main groups are Albanians, Hungarians, Bosniaks, Bulgarians, Bunjevci, Vlachs, Roma and Croats.

Differences between the minority groups in Serbia with regard to the socio-economic situation are evident. While the minorities in the north of Serbia, such as Hungarians Bunjevci and Croats, seem more integrated and their socio-economic situation is better, the minorities who live in the south, such as Albanians, Bosniaks and Roma, experience far more poverty, unemployment, low education levels and exclusion.

In its Opinion on Serbia, 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.

In spite of the fact that Serbia was one of the beneficiaries on the “Balkan route” during the refugee crisis, which started in the project year, there are no visible or imminent consequences on the status and protection of the minorities in Serbia. However, due to the intrastate connections between minorities in Serbia and neighbouring beneficiaries, namely political tensions between Croatia and Serbia and Bosnia and Herzegovina and Serbia, this affected political preconditions for the enjoyment of minority rights. Due to this, hate speech towards the minorities increased.

In Serbia, six municipalities implemented projects. These projects were all successful in meeting their set goals. Three projects were targeting multiple minority groups, while others were targeting one minority group. On the whole, thanks to the involvement of the local authorities, the target groups were responsive and reachable. The two projects which included IT solutions for easier access to the documents and information on the languages of the minorities are the most easily transferable projects to other local communities with minorities. Two other projects which included preservation and promotion of the culture of the minorities managed to familiarize the majority population with the specificities of the given minority. The project with regard to the promotion of the human rights is good example of the involvement of the youth, not only as participants but also as the responsible party in the project organisation. Finally, the project concerning access to education ran into more obstacles but was a good example where both donor community, state and the local communities should work together more in solving these problems.

4.5.2 Bosilegrad

4.5.2.1 Public summary

Beneficiary: Serbia

Municipality: Bosilegrad

Information about the project

The target group(s) of the project:

Direct beneficiaries: the Municipality administration staff.

Indirect beneficiaries: the Bosilegrad citizens.

The main objective of this project is to increase the human resources in the local self-government regarding implementation and protection of national minorities’ rights. Its specific goals are to a) increase the visibility of problems that citizens of Bosilegrad encounter while exercising their human and minority rights; b) to form a solid base for a continuous communication between the citizens, local authorities, and bodies of state administration.

The project aims are grounded on the estimations that the Bosilegrad citizens do not exercise their human and minorities rights according to possibilities offered and verified by the legal system of Republic of Serbia. The reason for that is a lack of knowledge on their recognized rights, on administrative bodies through which they are exercised and protected, but also a poor labour

organization among the representatives of the local self-government who are in charge of national minorities' rights. Such a situation can be improved through the following activities: 1) "Exercise and Protection of Human and Minorities' Rights" training for the staff of local government and state bodies on the municipal territory; 2) improving the work of Municipality administration in the domain of exercise and protection of human and minorities' rights by establishing cooperation with the Municipality of Kovacica (this will be realized within three sub-activities: a) an agreement on cooperation between the Municipalities of Kovacica and Bosilegrad; b) a study visit to the Municipality of Kovacica; c) advancing the organization of labour related to human and minorities' rights); 3) translating documents and materials for the Municipality Council, as well as the decisions of Municipality Council and Town Assembly into the Bulgarian language; 4) improving informing of citizens about human and minorities' rights (a) Media promotion and b) Rights at hand); 5) Round table "Advancement of human and minorities' rights in the Municipality of Bosilegrad"; 6) House of Human and Minorities' Rights; 7) Children's magazine in Bulgarian.

By these mutually connected activities, the citizens will be better informed on their recognized rights, and the LGU's staff and labour organization in charge of exercising human and minority rights, together with spreading the culture of human rights, will be achieved. The project sustainability will be provided by opening the House of Human and Minorities' Rights on the basis of the Town Assembly Decision. The House will, in cooperation with the local CSOs, create a meeting point between the citizens and their Municipality with regards to the exercise of human and minorities' rights, as well as a resource to objectively monitor these rights. Development of human and organizational resources in the LGU and House of Human and Minorities' Rights will contribute to the creation of a sustainable resource for preparing and realizing projects announced by international organizations and state bodies dealing with the exercise of citizens' rights.

The project substantially resulted in: 1) 25 trained employees of the Municipality of Bosilegrad and other institutions and organizations on the municipal territory through which the citizens exercise their human and minorities' rights (Ac. 1); 2) 4 high experts of the Municipality trained to manage multi-ethnicity and to implement human and minorities' rights in the work of municipal bodies and services; a sustainable mechanism for advancement of human and minorities' rights at the local level; recommendations on making progress in the labour organization and implementation of human and minorities' rights (Ac. 2); Capacity building of bilingualism and translation of approximately 900 pages of documents, materials and decision of the Municipality Council and Town Assembly into Bulgarian (Ac. 3); 4) 20 radio broadcasts about the promotion of human and minorities' rights and 1000 promotional flyers handed to the citizens (Ac. 4); 5) Increasing the visibility of problems related to the exercise of human and minority rights and recommendation to the state bodies about it (Ac. 5); 6) a sustainable mechanism for cooperation between the Municipality, CSOs and citizens regarding the exercise, protection and monitoring of human and minorities' rights (Ac. 6); a children's magazine in Bulgarian – 5 issues, each of 500 copies (Ac. 7).

Introduction/summary

Most of the project activities were implemented but with some deferrals to the plan. The project results as stated in the project proposal were achieved.

Taskforce

The Taskforce had three members in the beginning but during the project implementation one of the members retired and left the Taskforce so there were two members of the Taskforce for the bigger part of the project activities. The gender ratio within the Taskforce was 100/0 in favour of men. Two men stated that their role is in the management of the project and consider themselves as members of minority group. One man is a municipal officer; the other man is not.

Respondents second project assessment

There was only one respondent and he was member of the Taskforce throughout the implementation of the project. It was clear who were the members of the Taskforce from the beginning to the end. One person of the Taskforce has been interviewed because the other person (municipal officer) was not available for the interview even though the national expert tried to set

up the interview with him three times. Two beneficiaries of the project were interviewed. There were two participants at the seminar and one visitor of the exhibition. As for the gender composition, there were one male and one female.

Organisational capacity

All the tasks of all members of the Taskforce were clear to them but according to the only respondent, but not executed as planned by some. Furthermore, decision-making procedures were clear to all members, but not done in an effective way. According to the respondent, the minority group gave their contribution to the project implementation. Both men and women were equally represented in the project implementation. As for the level of organisation of the minority groups during the project implementation, the respondent was positive about the increased involvement of the minority group during the project activities. The involvement of the minority group in the organisation and the management of the project was present. According to the respondent, the funding was sufficient, but there were lots of problems between the local authorities and the donor which resulted in the fact that the coordinator of the project from a CSO has not yet been paid. According to respondent, there were no other factors which influenced the successful organisation and management of the project.

Cooperative capacity

According to respondent, all the groups were not equally involved in the project and the sole responsibility was on the local civil society organisation that took over the implementation of the project (*Questions 16, 17*). The respondent also said that the cooperation was not good and effective. He did not mention other risks to successful implementation of the project.

Problem-solving capacity

Solutions for the project implementation were sought but they were not found within the Taskforce and then the donor needed to intervene in order to find solutions. These solutions, according to the respondent, were not great and left some people unhappy.

Results

The respondent said that the project was successful. All the objectives of the project were met but it was not implemented on time. The number of participants was reached, however not all planned events were organized. There are no positive side effects that the respondent is aware of. According to the respondent, there were no negative effects of the project.

The most important project results, according to the respondent are: establishment of the “House of Human and Minority Rights”, continuing translation of the official documents of the Municipality Council and Town Assembly into Bulgarian and production and continued publishing of a children’s magazine in Bulgarian.

Lessons learnt

It is necessary to secure the trust between the Taskforce members in order for them to work together on the project.

4.5.2.2 [Score sheet](#)

Beneficiary: Serbia

Municipality: Bosilegrad

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			

Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	Contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.5.3 Bujanovac

4.5.3.1 Public summary

Beneficiary: Serbia

Municipality: Bujanovac

Information about the project

Target group(s) of the project

- a) direct beneficiaries: 30 young people of various ethnic origins.
- b) indirect beneficiaries: citizens of Bujanovac

Municipality of Bujanovac intended to establish a Human Rights Club, in cooperation with the local office for youth. The Municipal Council will make an executive decision on the establishment of the Club. Project activities will be carried out with assistance from the civil society organization (CSO) "PROACTIVE" and other local CSOs from the minority communities. The main goal of the project is increasing awareness and strengthening of the notion of human and minority rights amongst minority population in order to promote diversity and peaceful coexistence among the local communities in Bujanovac. The project was implemented through 6 inter-connected activities:: a) Establishment of the Office (Decision of Municipality Council, Office equipment and Human Recourses); b) Training courses on "Human and Minorities Rights and Local Democracy"; c) Promoting materials regarding human and minority rights; d) Media promotion of Human and Minorities Rights (Media council, 12 TV shows & 24 Radio broadcasts); e) 2 studies trips in Belgrade; and f) Round table: "Intercultural dialogue and tolerance".

The result of the project is the establishment of a resource centre for the promotion of culture of human and minority rights and long term result is enhancement of interethnic relations and respect toward the human and minority rights.

Introduction/summary

All the project activities were implemented according to the plan and were executed in a timely manner. The project results as stated in the project proposal were achieved.

Taskforce

The Taskforce has three members and it remained unchanged. A woman is in charge of management of the project, while two men are in charge for the implementation. All the members of the Taskforce consider themselves as members of a minority group. Two men are municipal officers, while the woman is not a municipal officer.

Respondents second project assessment

The respondents, two, were both members of the Taskforce throughout the implementation of the project. It was clear who were the members of the Taskforce from the beginning to the end. The national expert interviewed two persons of the Taskforce because one of them was not available for the interviews due to the health conditions. Two beneficiaries of the project were interviewed too. There was one participant of the round table envisaged by the project activities and the other one was a participant of the training. As for the gender composition, there were two males.

Organisational capacity

The project tasks were clear to the Taskforce and decision making procedures went without problems. According to the respondents, all minority groups gave their contribution to the project implementation. As for the level of organisation, the significance of this project is that the young people (beneficiaries of the project) were involved. According to the respondents, the funding was sufficient and there were no financial obstacles in the implementation phase of the project. Also, none of the respondents have listed any other factor which influenced the successful organisation and management of the project.

Cooperative capacity

According to respondents, all the groups involved in the project were equally responsible for the implementation of the project. Also all the groups were involved in project implementation while local authorities and the youth were highlighted in respondents' answers. The cooperation within the Taskforce was successful. Both municipal officers and the minority stakeholders were executing their task in a proper and timely fashion. In addition, there were no mentioned risks to successful implementation of the project.

Problem-solving capacity

There were no obstacles in the project implementation. The project was not changed or adapted in the implementation phase. Solutions for the project implementation were found through consultations within the Taskforce.

Results

All the respondents said that the project was successful. All the objectives of the project were met and it was implemented on time. The number of participants was reached and all planned events were organized. There are no positive side effects that the respondents are aware of. According to the respondents, there were no negative effects of the project.

The most important project results, according to the respondents are: 100 trained and educated young people on the basic concepts of human and minority rights in the municipality of Bujanovac, successful round table “Intercultural dialogue and tolerance” which paved the way for closer cooperation between Albanians, Serbs and Roma communities (the event was, according to respondents, well attended by the most important municipality leaders), establishment of the Office for Youth, which operates after the project activities have ended.

Lessons learnt

The respondents stated that this project could be implemented in other multi-ethnic societies but without stating clearly the preconditions for it or any clear lessons learnt which could be taken away.

4.5.3.2 Score sheet

Beneficiary: Serbia

Municipality: Bujanovac

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	Priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	Funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				

Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.5.4 Novi Pazar

4.5.4.1 Public summary

Beneficiary: Serbia

Municipality: Novi Pazar

Information about the project

The target group(s) of the project:

Direct beneficiaries: members of the Bosniak national minority in Novi Pazar;

Indirect beneficiaries: citizens of Novi Pazar regardless their nationality.

The project idea aimed at facilitating a revival, preservation and promotion of Bosniak culture and traditions through Bosniak folklore that includes traditional dances, songs, music and costumes. The project also aimed at introducing majority and other national minorities with Bosniaks' cultural specificities.

Specifically, the project aimed at implementing the following:

1. Round table Cultural heritage as a basis for the policy of cultural diversity (discussion on the city cultural heritage and possibilities of local cultural policy based on wealth of diversity; one-day debate is supposed to result in recommendations to the city government).
2. Analysis of the local cultural policy with recommendations to protect and promote Bosniak culture, and to improve their interethnic relations (analysis of the local cultural policy with recommendations by a local expert).
3. Policy paper on the preservation of local cultural diversity that would be adopted by the City authorities. (based on activities 1 & 2, the local authorities will adopt an appropriate document about the city cultural diversity preservation)
4. Promotional brochure on Cultural heritage and traditional songs and dances of Bosniaks in Novi Pazar (it will offer 16-pages information on the cultural heritage of Bosniaks in Novi Pazar, traditional songs lyrics etc.). Improving capacities of the City Cultural Centre to conserve and promote Bosniak traditional local identity (this activity will be implemented through three sub-activities: 4.1. acquisition of traditional costumes; 4.2. acquisition of four traditional music instruments; 4.3. making choreography for traditional Bosniak dance in Novi Pazar. The traditional costumes will be sewn by the local textile school pupils, while a local expert on Bosniak folklore will pro bono invent the choreography. The orchestra instrumental fund will be complemented by acquisition of four traditional and specific instruments – *saz baglama*, *darabuka*, *kanun*, and *ud* – on

which Bosniaks songs are performed. To preserve the tradition of performing on these instruments, young players will be offered pro bono training).

5. Recording the music matrix of Bosniak traditional local dances and songs, and transmitting the recorded matrices via sound carriers. (On implementing activities 4 and 4.3, there will be a selection of Bosniak traditional music to be recorded on the proper sound carriers. The traditional songs and dances that have not been recorded so far will be selected, forming thus the basis for the folklore ensembles' performances and rehearsals, and at the same time, the promotional material of Bosniak culture. The recordings will be uploaded on YouTube channel).

6. Training in playing traditional music instruments (After finishing activity 4.2., the city folklore ensemble will organize free training for the young musicians who want to play traditional instruments).

7. Short promotional movie about the city cultural diversity and Bosniak culture (In cooperation with the regional TV, there will be screened a short promotional movie about the Bosniak national minority tradition and culture in Novi Pazar. Its content will be based upon the project activities. The film will be shared through the media networks, uploaded on YouTube and its copies will serve as the promotional material).

Introduction/summary

All the project activities were implemented according to the plan and were executed in the timely manner. The project results as stated in the project proposal were achieved.

Taskforce

The Taskforce has four members and it remained unchanged. The gender ratio within the Taskforce was 50/50. 2 men stated that their role is in management of the project, while others are in charge for implementation (2 men and 2 women); all members of the Taskforce consider themselves as members of minority group. One man and one woman are municipal officers, while the other two are not.

Effect of first project assessment

Yes, they have read the first project assessment and they expressed their gratitude to the fact that they have chance to read it.

Respondents second project assessment

Group of the respondents (4 of them) were all members of the Taskforce throughout the implementation of the project. It was clear who were the members of the Taskforce from the beginning to the end. The national expert interviewed two persons of the Taskforce because the two other were not available for the interviews. They were eager to participate in the interviews, very flexible and responsive. Two beneficiaries of the project were interviewed too: one was a participant of the round table envisaged by the project activities and the other one was a participant of the training. As for the gender composition, there were 1 male and 1 female.

Organisational capacity

When it comes to organisational capacities for the project, it seems that everything worked according to plan and the Taskforce was operating in effective and inclusive way. The involvement of the minority groups in the organisation and the management of the project was at the highest level. According to the respondents, the funding was sufficient and there were no financial obstacles in the implementation phase of the project. Also, none of the respondents enlisted any other factor which influenced the successful organisation and management of the project.

Cooperative capacity

According to the respondents, all the groups involved in the project were equally responsible for the implementation of the project. Also all the groups were involved in project implementation while local authorities took more responsibility overall. The cooperation within the Taskforce was good and effective. Both municipal officers and the minority stakeholders were executing their task in a proper and timely fashion. In addition, there were no mentioned risks to successful implementation of the project.

Problem-solving capacity

There were no obstacles in the project implementation. The project was not changed or adapted in the implementation phase. Solutions for the project implementation were sought and found during the regular meetings.

Results

The project was successful and the objectives of the project were met, in a timely manner. Planned activities were executed. There are no positive side effects that the respondents are aware of. According to the respondents, there were no negative effects of the project.

The most important project results, according to the respondents are: establishment of the musical group and folklore section of the cultural centre of Novi Pazar which will serve for the preservation of the heritage of the Bosniak culture in the region of Sandzak, creation of the promotional brochure which will be developed into monography on the tradition of Bosniaks in this region, production of the musical CD with most important matrix of local dances and songs.

Lessons learnt

The respondents stated that this project could be implemented in other places but without stating clearly the preconditions for it or any clear lessons learnt which could be taken away. The political support of the local authorities was key to the success of this project.

4.5.4.2 Score sheet

Beneficiary: Serbia

Municipality: Novi Pazar

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	Priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	Funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				

Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.5.5 Pančevo

4.5.5.1 Public summary

Beneficiary: Serbia

Municipality: Pančevo

Information about the project

Target group(s) of the project:

Direct beneficiaries: citizens of the Pančevo local self-government and local communities: Banatsko Novo Selo, Ivanovo, Jabuka, and Vojlovica- members of the Hungarian, Romanian, Bulgarian, Macedonian, and Slovak national communities;

Indirect beneficiaries: citizens outside the Pančevo local government, from Serbia and abroad.

In order to increase the availability of its work, the city of Pančevo translated the following documents into languages that are in its official use: the Statute of the town of Pančevo, requirements for different rights (parental allowance, child benefits, the right to free transport), the Legalization Guide, the Guide for building permits and other documents related to local communities Banatsko Novo Selo, Ivanovo, Jabuka and Vojlovica. The documents were made available within the portal of the city, which is promoted and available in six languages, while some documents were also published in print edition. This refers primarily to brochure - guides *You have the right to...*, which explain in detail what rights the minority members have on the basis that their language is in official use in the local government and how they can achieve their rights. The portal makes available important documents related to the use of minority languages: the Framework Convention for the Protection of National Minorities (FCNM), and the European Charter for Regional or Minority Languages (ECRLM), periodic reports, recommendations of the Advisory Committee FCNM 'opinions and ECRLM Committee of Experts' reports, the national legislation regulations as well as links to these institutions. The most significant results of the project was then presented at the Roundtable titled Pančevo's worth is in the number of languages it speaks, with expert speakers talking about the official use of minority languages and scripts. In addition, printed materials were presented and distributed by local communities to end users in the settlements Banatsko Novo Selo, Ivanovo, Jabuka, and Vojlovica.

Introduction/summary

All the project activities were implemented according to the plan and were executed in the timely manner. The project results as stated in the project proposal were achieved.

Taskforce

The Taskforce had seven members in the beginning but two members left the Taskforce (project and one member of the Taskforce). These two members were replaced and two additional members were added, so the Taskforce at the end had nine members. The reasons why the Taskforce members left was of personal nature (one member left for studies the other one due to the maternity leave and were not in the relation to the project implementation). There were four men, three women (57% men, 42% women). A man is the project manager, two women are in charge for the project implementation. Two men are coming from non-minority groups and two men are coming from the minority groups. One woman is from a non-minority group; two women are from a minority group. One man is municipal officer; two women are also municipal officers. Three men are non-municipal officers, two women are non-municipal officers.

Respondents second project assessment

The group of the respondents (four of them) was composed by members of the Taskforce throughout all the implementation of the project. It was clear who were the members of the Taskforce from the beginning to the end. The national expert interviewed four persons of the Taskforce because the others were not available due to the professional and personal reasons. Two beneficiaries of the project were interviewed. They were members of the language groups into which the documents were translated. They were a man and a woman.

Organisational capacity

All the tasks of all members of the Taskforce were clear to them and all the persons in the Taskforce were suitable for their project implementation roles. Decision making procedures were clear to all members. According to the respondents, all minority groups were involved in the project organisation while implementing the project. Both men and women were equally represented in the project implementation. The situation of the minority group is such, according to the respondents, that during the project implementation all the members of the Taskforce has put lot of emphasis on the multinational and multi-confessional nature of the project. According to the respondents, the funding was sufficient and there were no financial obstacles in the implementation phase of the project. Some respondents have enlisted the situation within the national council of the Bulgarian minority (personal changes), however that did not affect the project since the Taskforce managed to handle the situation successfully.

Cooperative capacity

According to respondents, all the groups involved in the project were feeling responsible for the implementation of the project. However, when it comes to the ownership and the primary implementation it seems that the local authorities and the Taskforce members who were delegated on behalf of the local authorities were doing all the work, according to the respondents. The cooperation within the Taskforce was successful. Municipal officers were executing their tasks in a proper and timely fashion. However, minority leaders, due to the changes at the national councils were lagging behind during the implementation. The risk of personal changes at the local councils of the minorities which has influenced the timing of the project was again mentioned by one respondent.

Problem-solving capacity

There were no obstacles in the project implementation. The project was not changed or adapted in the implementation phase. Solutions for the project implementation were done through coordination and proper communication within the Taskforce.

Results

According to the respondents, the project was successful, the planned activities were implemented and objectives were met.

The most important project results, according to the respondent are: translation of the documents into minority languages, availability of these documents on the official portal of the city of Pancevo,

production of the brochure “You have right to...” and successful presentation of the project results at the round table “Pančevo’s worth is in the number of languages it speaks”.

Lessons learnt

As in the case of Subotica where a similar project was implemented, the respondents stated that the project could be implemented anywhere, in those local communities with minority population, especially in the local municipalities in Vojvodina. The respondents were not aware that certain preconditions should be met in order for this project to be implemented anywhere else. The success of the project lays in its simplicity and tangible and sustainable results it has achieved like in the Subotica project. However, the role of the minority stakeholders apparently was not sufficient, mainly because there was lots of technical work which was done by the members of the Taskforce delegated by the local authorities.

4.5.5.2 Score sheet

Beneficiary: Serbia

Municipality: Pančevo

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	Priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	Funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	

	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.5.6 Petrovac na Mlavi

4.5.6.1 Public summary

Beneficiary: Serbia

Municipality: Petrovac na Mlavi

Information about the project

The target group(s) of the project:

Direct beneficiaries: Members of the Vlach minority in Petrovac na Mlavi (4,609) and Braničevo county (13,238), persons living abroad who are originally from Petrovac na Mlavi (10,282), Vlachs in other 17 municipalities (35,455) and the diaspora (around. 30,000).

Indirect beneficiaries: The population of Petrovac na Mlavi, municipalities Braničevo county gravitating towards Petrovac na Mlavi and the population of Eastern Serbia, regional and local institutions, organizations, associations and CSOs.

The project seeks to collect, protect and preserve the Vlach cultural heritage in the municipality of Petrovac na Mlavi, by raising awareness about the Vlach culture and heritage, especially among the younger members of the Vlach population, of which a significant portion today has grown up with their parents who were working abroad. The project intended to do so by establishing a database within the Petrovac na Mlavi Cultural Centre (CC) as a permanent instrument and source for materials on the Vlach culture. Its establishment would enable the collected and processed audio and video materials, musical material, photographs, and texts on Vlach customs to be stored permanently; the internet site owned by the Petrovac na Mlavi CC, would provide information about the seminar, the Vlach culture, and the Vlach heritage. The Vlach culture event, organized by the CC, whose programme part could be executed on the basis of the collected materials, and would thus result in a production of the above mentioned codes; the museum's exhibition of Vlach material culture will be held at a time that best suits the "Žmare" custom, so that it is accessible to a greater number of visitors. The exhibition would show 50 collected items, which would be permanently stored in the museum; The exhibition of 20 photographs of the local Vlach culture in the organization of the Petrovac na Mlavi library, with promotion activities on the adoption of Vlach alphabet, the introduction of the Vlach language into the education system, and efforts to collect the tangible and intangible Vlach heritage, would be reason enough for the Vlach community to be better informed of these activities, which would help their greater involvement. The seminar on the Vlach cultural heritage results in 20 trained parties who are interested in the Vlach customs and cultural heritage. The project intended to initiate a signing of a cooperation protocol with institutions dealing with the Vlach culture conservation, which would help her protection.

Introduction/summary

All the project activities were implemented according to the plan and were executed in the timely manner. The project results as stated in the project proposal were achieved.

The project team has dealt with the challenges successfully through good cooperation and consultations of the all members. The positive and good feedback was received from the target groups while sustainability of the project is feasible.

Taskforce

The Taskforce has seven members and it remained unchanged. The gender ratio within the Taskforce was 75/25 in favour of men. Two men stated that their role was in management of the

project, while others are in charge for implementation (2 men and 3 women); three men consider themselves as members of minority group while one man considers himself to belong to the majority group. Two women consider themselves as members of minority group while one considers herself to belong to the majority group. Three women are municipal officers. All four men are working as municipal officers.

Effect of the first project assessment

The Taskforce read the first project assessment and they were happy with it because it was favourable.

Respondents second project assessment

The group of the respondents (four of them) were all members of the Taskforce throughout the implementation of the project. It was clear who were the members of the Taskforce from the beginning to the end. The national expert interviewed four persons of the Taskforce, choosing those members of the Taskforce who were the most relevant for the project implementation for the whole duration of the project and not those members who were involved in only some project activities. Three beneficiaries of the project were interviewed too. There were two participants at the seminar and one visitor of the exhibition. As for the gender composition, there were two males and one female.

Organisational capacity

All the tasks of all members of the Taskforce were clear to them and all the persons in the Taskforce are suitable for their project implementation roles. Furthermore, decision making procedures were clear to all members, done in effective and inclusive way. According to the respondents, the Taskforce managed to involve the minority groups in the project implementation to the greatest extent thanks to the involvement of members who belong to both majority and minority population which legitimize the project and its credibility. This goes also for the gender aspect of the project. As for the level of organisation of the minority groups during the project implementation, all the respondents were positive about the improved mobilisation of the minority groups during the project activities. The involvement of the minority groups in the organisation and the management of the project was at the highest level where minority members of the Taskforce were directly involved in the planning and implementation of the project at both management and organisational level. According to the respondents, the funding was sufficient and there were no financial obstacles in the implementation phase of the project. Also, none of the respondents enlisted any other factor which influenced the successful organisation and management of the project.

Cooperative capacity

According to respondents, all the groups involved in the project were equally responsible for the implementation of the project, also all the groups were involved in project implementation although some respondents said that the municipality had a leading role. The cooperation within the Taskforce was highlighted as very good and effective throughout the project implementation. Both municipal officers and the minority stakeholders were executing their task in a proper and timely fashion. In addition, there were no mentioned risks to successful implementation of the project.

Problem-solving capacity

There were only some minor obstacles in the project implementation with regard to the logistical aspects and division of labour. The project was not changed or adapted in the implementation phase. These obstacles were overcome with regular meetings and easily reachable agreements between the Taskforce members.

Results

All the respondents said that the project was successful. All the objectives of the project were met and it was implemented on time. The number of participants was even overcome and all planned events were organized. One of the positive effects of the project is increasing the level of knowledge about the culture and the tradition of the Vlach minority among the majority population. According

to the respondents, there were no negative effects of the project, whatsoever. The most important project results, according to the respondents are: establishment a database of Vlach Culture within the Petrovac na Mlavi Cultural Centre, the museum's exhibition of Vlach material culture, the exhibition of 20 photographs of the local Vlach culture in the organization of the Petrovac na Mlavi library, the seminar on the Vlach cultural heritage results in 20 trained parties who are interested in the Vlach customs and cultural heritage.

Lessons learnt

The respondents stated that this project could be implemented in other places but with the precondition that all interested parties should take the role in the implementation of the project. In addition, the Taskforce should consist of the representatives of all stakeholders which directly play part in the management and organisation of the project. Finally, the respondents also stressed the importance of the political support of the local authorities for the success of the project.

4.5.6.2 Score sheet

Beneficiary: Serbia

Municipality: Petrovac na Mlavi

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	Priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	Effectiveness		Q9	
Q16	Inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	Funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	Contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	

	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.5.7 Subotica

4.5.7.1 Public summary

Beneficiary: Serbia

Municipality: Subotica

Information about the project

The target group(s) of the project:

Direct beneficiaries: elected and appointed representatives of citizens on the local self-government level which belong to the Hungarian and Croatian national minority (representatives in the City Assembly and members of the City Council);

Indirect beneficiaries: citizens of Hungarian and Croatian nationality residing on the territory of the City of Subotica.

The project aimed at improving the use of official languages by building the technical capacity of representative bodies of local self-government; procurement of specialized software for systematic organization of documents, with the application for electronic implementation of sessions of the City Council and the City Assembly ("electronic sessions"); and training for use of applications for systemic organization of documents.

Specifically, the project aimed at implementing the following activities:

1. The purchase and extension of the specialized software for Document Management System (DMS). The software development includes the control and monitoring of the language of the administrative procedure, i.e. statistical monitoring procedures. Likewise, it is envisaged to establish a system informing the user about the transition of their case to the next phase, as well as about the completion of the process.
2. Modules which are frequently used by the public were made a priority. Translation, and electronization incorporate 112 acts on 118 pages, from modules related to property affairs, inspection-supervisory jobs, construction jobs, utility services, social affairs, general administration, and personal status of citizens.
3. The training in the use of the application for the Document Management System (DMS) i.e. the electronic preparation and management of the processes. Following the procurement of the software for DMS and related applications, coaches (selected by the software vendor), would conduct the training involving the use of applications, under the supervision of the Department of Informatics of the City Board.
4. Software testing. In order to remove any possible difficulties in the functioning of the software, it is necessary to test the software prior to its full introduction into the process.
5. The Inter-municipal working conference. After the full implementation of the new system of multilingual documentation, the organization of inter-municipal full-day conference would follow. The conference would present the results of working with the new system.
6. Project promotion. It is planned that the implementation of project activities be followed by a media promotion on the territory of the North-Bačka Administrative District. Given the project's emphasis on multilingualism, i.e. on the potential for the use of languages of national minorities in matters of public administration and therefore the

exercise of the rights of national minorities, it is imperative to promote the project's activities and achievements in multi-ethnic communities.

7. The management and the evaluation are continuous activities of the project. The overall administration and evaluation of the project will be done by persons engaged within the Project team, and are skilled in the management of international projects.

Introduction/summary

All the project activities were implemented according to plan and were executed in a timely manner. The project results as stated in the project proposal were achieved.

Taskforce

The Taskforce has 7 members and it remained unchanged. Three women, four men. 42,8% women, 58, 2 % men. One man is in charge of the project management, all others Taskforce members (three men and three women) are in implementation of the project. Two men are from a non-minority group, two men are members of minority group and three women are members of minority group. They are all municipal officers.

Respondents- second project assessment

For the second project assessment, three persons were interviewed: all municipal officer, minority persons. They were all interviewed via telephone. The group of respondents (three of them) were all members of the Taskforce throughout the implementation of the project. It was clear who are the members of the Taskforce from the beginning to the end. The national expert interviewed three persons of the Taskforce because the others were not available due to the holidays. Two beneficiaries of the project were interviewed as well. They were members of the language groups into which the website was translated. They were both women.

Organisational capacity

All the tasks of the members of the Taskforce were clear to them and all the persons in the Taskforce were suitable for their project implementation roles. Decision-making procedures were clear to all members. All the minority groups were involved in the project organisation while implementing the project. Both men and women were equally represented in the project implementation. The situation of the minority group has not been improved but the results of the project serve as the basis for the improvements in the future due to the very nature of the project activities. The funding for the project was sufficient and there were no financial obstacles in the implementation phase of the project. Moreover, none of the respondents enlisted any other factor which influenced the successful organisation and management of the project.

Cooperative capacity

All the groups involved in the project were equally responsible for the implementation of the project. Also all the groups were involved in project implementation while local authorities were primary responsible. The cooperation within the Taskforce was successful. Both municipal officers and the minority stakeholders were executing their task in a proper and timely fashion. In addition, there were no mentioned risks to successful implementation of the project.

Problem-solving capacity

There were no obstacles in the project implementation. The project was not changed or adapted in the implementation phase. Solutions for the project implementation were done through coordination and proper communication within the Taskforce.

Results

Overall, according to the respondents the project was successful. All the objectives of the project were met and it was implemented on time. All the planned events were organized. There are no positive side effects nor negative effects of the project, however it was noted that the project results should be further promoted in order for it to become visible to all interested citizens.

The most important project results, according to the respondent are: incorporation of the translation of Document Management System (DMS), digitalisation of the various official documents and creation of the database where citizens could inform on the administrative procedures in minority languages.

Lessons learnt

The respondents stated that the project could be implemented anywhere, in those local communities with minority population, especially in the local municipalities in Vojvodina. In order for the project to be implemented and successful, according to the respondents it is crucial to have: a stable political environment, maturity of the local decision-makers and their interest in pursuing national minority protection. The success of the project lays in its simplicity and tangible and sustainable results it has achieved.

4.5.7.2 Score sheet

Beneficiary: Serbia

Municipality: Subotica

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	Priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	Effectiveness		Q9	
Q16	Inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	Funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	Contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	

	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.6 “The former Yugoslav Republic of Macedonia”

4.6.1 Beneficiary reflections

In addition to 65% of the majority Macedonian population and 25% of Albanians, the preamble of the constitution also enlists the Turk, Vlach, Roma and Serb community.⁷ Since 2001 and the Ohrid Framework Agreement (OFA), efforts with the support of the international community have been made to address the inequalities of the minority communities. 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 guaranteeing these rights as foreseen in the OFA is 20%, which often puts the smaller communities such as Serbs, Vlachs and Turks in a disadvantaged position. The Roma have also faced severe discrimination and specific economic and social problems. Both of these issues have been confirmed in consecutive FCNM Advisory Committee Opinions and CoM Resolutions.

In addition, while minority communities in the beneficiary have traditionally had formal political representation, their effective participation in everyday affairs as well as their social and economic position has been a cause of concern. The Advisory Committee’s third opinion on “the former Yugoslav Republic of Macedonia” (adopted on 20 March 2011)⁸ 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.

In these national circumstances in 2015, five municipalities implemented small scale projects which were successful in realising their results. The municipalities in question are: Tetovo, Saraj, Kruševo, Staro Nagoričane, and Centar Župa. The first two implemented projects supporting effective participation of minority communities through the local Commissions for inter-community relations and targeted multiple groups. In this manner, these projects contributed to supporting the effective participation of minority communities in policy and decision-making at the local level. Kruševo and Staro Nagoričane implemented projects that aimed at advancing the culture of smaller communities as the Vlach and Serbs, respectively, filling a much needed gap. The last project, in the Župa municipality, set up a centre for the elderly that has been used to foster communication between the population in this diverse municipality and has also targeted multiple minority groups. While all projects were successful, the experience of project implementation shed light on the need of increasing the capacity of municipal staff for project management, especially in rural municipalities.

During the course of the implementation of the projects, the beneficiary has been undergoing a major political crisis, which nevertheless did not deter the implementation of the small scale projects. In May 2015 a short armed incident took place in the city of Kumanovo in the north of “the former Yugoslav Republic of Macedonia” as a city with a diverse population structure. The conflict

⁷ The application of the FCNM is extended to the Bosniak community, but not to the *other communities*, such as the Montenegrin, Croatian, etc.

⁸ http://www.coe.int/t/dghl/monitoring/minorities/3_FCNMdocs/PDF_3rd_OP_FYROM_en.pdf

polarised slightly the inter-ethnic situation in the beneficiary, yet with the exception of a small delay in part of the activities, did not affect significantly the project implementation.

4.6.2 Centar Župa

4.6.2.1 Public summary

Beneficiary: “the former Yugoslav Republic of Macedonia”

Municipality: Centar Župa

Information about the project

Field: Effective participation

Key minority engaged: Albanians, Turks, and Macedonians

Outline of the project:

Establishment of elderly corner that will improve the social life of elderly population in the municipality and strengthen inter-ethnic relations among different ethnic communities. Presently, the nearest cultural association is situated 15 km away from the municipality.

Introduction/summary

Over the course of the project with the support of the municipality a centre for retirees was established in the municipality premises. In addition, the association of retirees was established as a public entity and a monograph about the municipality was published.

Taskforce

The Taskforce in this municipality consists of a municipal project officer and one external member who participated in the preparatory activities and the mayor. At the beginning of the project, the municipality expected that the association of retirees would manage the bulk of the activities, yet this was not the case. As a result, the municipality decided to appoint a full time manager who took over the communication and included the retirees in the decision-making procedure of the project. The external person who was participating in the preparation was consulted at times, but did not actively participate in the project activities. The Taskforce in practice consists of men only and municipal officers.

Effect of first project assessment

The respondents were not aware of the first assessment as they were not engaged at the time on the project in any capacity.

Respondents second project assessment

Both the current and the former project officer were interviewed as persons most acquainted with the project. Two beneficiaries were interviewed - the president of the association of the retirees and a member of the association. Both beneficiaries are male as there are no women members of the association.

Organisational capacity

The minority groups/persons were involved in the implementation of the project in depth through the association of retirees in the municipality. According to all respondents, the association participated actively in all the events and has made use of the centre since its establishment. With the municipality being rather small the word of mouth approach was quite effective for the involvement of minority groups in depth. The respondents underlined that with this approach the project managed to involve more than a 100 persons from different minority groups. The project published a monograph in two minority languages and organised a cultural event in three different choreographies related to Macedonian, Turkish and Albanian traditional dances.

At the same time, the participation of women in the project activities overall has been quite low (as 10%) as only few of them are registered as retirees in the municipality as well as due to the specific cultural traits of the municipality. Employment among women in this municipality is quite low and hence they are not retirees.

The involvement of the various minority groups the project targets was ensured by their involvement through the association of retirees in which they were organised. This organisation reflected the diversity of the local population.

Cooperative capacity

The project demonstrated significant cooperative capacity by establishing the association of retirees and their continuous inclusion in the work of the project.

Problem-solving capacity

First, ensuring premises for the centre of retirees was a challenge in the beginning. Second, in cooperation with the Council of Europe part of the activities were amended, i.e. the activity entitled as dissemination was replaced with a public event. This change was administered accordingly. Third, given the lack of initiative from the retirees for the activities at the outset, the municipality increased its own involvement in the project also highlighting their capacity for solving problems. In this sense, the appointment of a full time project manager from the municipality demonstrates the problem solving capacity of the municipality. Last, the advancing of 20% of the project in the financial circumstances of this municipality was quite challenging, yet, it was done on time.

Results

The respondents think that the project was a success. The respondents at several points underlined that the municipality had for a long time been attempting to finance such a project and to organise the elderly and this was finally achieved with this project according to all the respondents. The centre for the elderly is used as by the local community as a meeting point and contributes to increasing contacts between different minority groups. Also, the elderly have been formally organised through the formal registration of an association.

Yet, despite the establishment of the centre and the registration of the association of the elderly, the further operation depends on the initiative of the members of the association, hence the orange grade on the sustainability of the project. The association has taken further steps for ensuring its operation and contribute to the future sustainability of the project. Moreover, the low participation of women through the project remains to be a challenge overall and hence the orange grade on the side effects.

Lessons learnt

- Responding to needs of specific groups of the population, even on different axes, such as age has resulted in successfully engaging with minority groups as well.

4.6.2.2 Score sheet

Beneficiary:

Municipality: Centar Župa

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	

Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	Funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.6.3 Kruševo

4.6.3.1 Public summary

Beneficiary: “the former Yugoslav Republic of Macedonia”

Municipality: Kruševo

Information about the project

Field: Culture

Key minority engaged: Vlachs

Outline of the project:

Promotion of culture and language of Vlachs. Adaptation of traditional Vlach living room with traditional cultural items and costumes. Publication of promotional materials that will be also used as teaching material in the local primary school. Engagement of vocal and instrumental bands to perform traditional Vlachs' music.

Introduction/summary

With the small scale project in Kruševo, a Vlach living room was established and a festival of Vlach culture was held. The project was implemented by the municipality staff that completed the project in addition to their regular day to day activities. Minor logistical support was provided for the organisation of the festival.

Taskforce

The Taskforce has three members in total. The key project officer was assisted in the organisation and delivery of activities by an officer from the cabinet of the mayor. Political support was provided by the head of the municipal Council who is a member of the Vlach community. The Taskforce has remained unchanged from the planning of the project with the biggest burden being carried out by the municipal staff. The Taskforce is diverse according to gender, minority status and municipal/non municipal officers.

Effect of first project assessment

The municipality was not aware of the first assessment.

Respondents second project assessment

The project manager and project officer (both female), key for implementing the project, were interviewed in the second project assessment, as the other two were unavailable for the interviews. On the beneficiaries' side, a female teacher that was engaged in the project activity of organising a competition for songs in Vlach language and a researcher that worked on the study of Vlach culture, both members of a minority group, were interviewed.

Organisational capacity

Given the capacity of the municipality, the organisational capacity of the project was continuously strong as was highlighted in the first assessment already. There were no major problems within the Taskforce, as the responsibility for decision-making and implementation was solely in the municipal administration that delivered on the project results accordingly. This was reflected also as outlined by the respondents in the timely submission of all reports and following the schedule of activities of the project despite the delay in the transfer of funds from the Council of Europe.

The project managed to engage with the Vlach minority community in various ways. First, the local Vlach community was reached through the call for providing items for equipping the Vlach room in which Vlach families were contacted in order to provide items for sale. Second, the opening and functioning of the Vlach room was supported by local women's associations where Vlach women also participate. Third, through the research and the publication on the Vlach culture, the project provided access to the researchers on this issue. Fourth, the population was reached through the call for displaying the costumes at the Vlach festival. Last, the competition for songs in Vlach language in the elementary schools provided a link to the teachers and also to the broader Vlach community. All of these activities provided access and ways of mobilising different groups of the minority targeted by the project.

Cooperative capacity

As outlined above, the key responsibility for the project activities were allocated to the municipality administration that felt also the most responsive for solving the problem targeted by the project. As current colleagues the Taskforce did not mention any difficulties in the cooperation, the national expert is of the impression that there no difficulties. They were also welcoming of a future opportunity to work together as they had already experiences of this type. While the municipal officers took the lead, the minority stakeholders were also cooperative upon the invitation of the former.

Problem-solving capacity

Aiming to use the funds as much as possible towards the implementation of activities, the municipality did not plan for using some of the project funds for logistical support, thereby placing

a significant burden on the project staff. Despite this burden, the project staff managed to deliver all of the activities of the project.

Results

The respondents felt that the project had been a success as the culture of the Vlach community had been previously put on the margins both at the central and the local level. The permanent exhibition at the Vlach room has been continuously used and visited by local population as well as from visitors. The project has successfully reached out to the national level by engaging several ministries at the state level.

In addition to promoting the Vlach culture locally, the project has also had an impact on other municipalities. For example, a neighbouring municipality at a certain point requested the use of the traditional Vlach costumes for a different event, multiplying the effect of the project. Planning the project as part of a broader strategy of the municipality has supported and assisted in ensuring the sustainability of the results.

Yet, there was a dominant opinion among the respondents that the Vlach culture is still largely neglected at the central level and that projects like this should be a starting point for further activities at the national level. Given that the booklet of poems published through the project is one of the rare materials in Vlach language in the beneficiary, the improvement in the education in Vlach was singled out as a key priority for future projects and activities.

Documents produced in the project could not be translated officially in Vlach as there are no registered translators of Macedonian and Vlach simultaneously highlighting an additional issue that significantly impacts any discussion of the use of the language by this community.

Lessons learnt

- The Taskforce managed to reach out to different groups of the minority community through a variety of activities including research, direct contact with Vlach families, schools as well as local associations.
- The effect of the project was multiplied due to its complementarity with other ongoing projects of the municipality and similar activities have continued.

4.6.3.2 Score sheet

Beneficiary:

Municipality: Kruševo

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	

Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.6.4 Saraj

4.6.4.1 Public summary

Beneficiary: “the former Yugoslav Republic of Macedonia”

Municipality: Saraj

Information about the project

Field: Effective participation

Key minority engaged: Albanians, Bosniaks

The Roma Community was also added through including a member in the CICR.

Outline of the project:

The project envisages the support of the work of the Committee for inter-ethnic relations (CICR) at the local level in the municipality of Saraj. The project aims at strengthening the effective participation of all communities in public life on local level through establishing sustainable mechanisms for participation of all communities in decision-making processes on local level. Project activities have supported regular meetings of the CICR, sports activities for children from all ethnicities/nationalities, policy study on the work of the CICR as well as a final conference and a memorandum of understanding with a neighbouring municipality Gjorce Petrov. The project was managed in cooperation between the municipality and a local civil society organization (CSO).

Introduction/summary

This project provided support for the establishment (including legal statutory changes) and operation of a Commission for inter-community relations in Saraj as a body envisaged with the national Law on local self-government. Saraj municipality showed 'good will' on the side of the

administration and opted for establishing such a body even though it was not obliged by law given the structure of its population. In the framework of the project, the CICR was established, trained and an assessment was conducted on its capacities with recommendations for improvement. In addition to providing a forum for the discussion of inter-ethnic issues in the municipality, the Commission with the support of the project and the mayor reached out to the neighbouring municipality Gjorce Petrov for signing a memorandum of cooperation between the two mayors and completed this task by the end of the project.

Taskforce

The Taskforce in total has four members: two municipal officers and two representatives from the CSO that participated in the project. There were replacements in the Taskforce on the side of the CSO, where one member of the Taskforce left her employment halfway during the project implementation and was replaced. The Taskforce is diverse with respect to gender, minority status and link with the municipality.

Effect of first project assessment

The project respondents were aware of the first assessment, but had no particular opinion on whether and how it influenced the project.

Respondents second project assessment

The Taskforce consists of two members of the municipality and two members of the CSO involved in the project. While the latter were responsible throughout the project for the organisation of the activities, the former were in charge of the finances and providing the municipality, including significant political support from the mayor of Saraj municipality. Three members of the Taskforce were interviewed, as the national expert had been in contact with this Taskforce regularly and assessed which persons would be the most informed about the everyday operation of the project. On the beneficiary side, the following were interviewed: female, an active member of the CICR, belongs to a minority community both at the local and central level. This respondent attended the meetings of the CICR as well as the final conference.

Male, member of the CICR, also one of the more active ones and belongs to a national majority, but a minority at the local level. This respondent attended the meetings of the CICR throughout the project as well as the final conference and participated actively in the initiating of the memorandum with the neighbouring municipality of Gjorce Petrov.

Organisational capacity

The project tasks seem to have been clearly divided with the organisational responsibilities located in the CSO staff and the financial responsibilities lied with the municipality officers. This principle of work was also transposed to the preparation of the narrative and financial reports, i.e. the former were prepared by the CSO, and the latter by the municipal representatives. The political support from the municipality and the municipality administration was ensured in this manner, whereas the CSO with more experience in project work managed the rest of the activities.

The initiative for the activities and the establishing the CICR came directly from the municipality administration and the mayor, highlighting their interest in engaging with the minority communities. This fact also highlights the political support for the project overall which was instrumental in ensuring the participation of a government minister at several occasions as well as reaching out to other municipalities.

The reporting of the project was at times delayed primarily due to busy work schedules of both the CSOs and the municipal administration. This includes both the quarterly and final reports as well. The planning of activities was at times delayed with late notices to the participants, yet this did not affect the results and performance of the project significantly.

In this project, minority persons were invited specifically for participation through their membership in the CICR as representatives of their respective communities (that they confirmed

through the interviews), participation of pupils of all ethnicities/nationalities at the sport events as well as involving them as trainers and speakers at key events such as the conference of the project. The broader outreach to minority persons was also ensured with the public appearance and involvement of religious leaders of the communities in the project activities, as an added value of the project. The multi-language approach of the project through translating the publication and the brochure of the project in all languages spoken in the municipality also contributed in this respect. An additional added value element which assisted in the mobilisation of minority groups was the pre-existing linkage between the CSO engaged in the project and the local community as they are natives of the municipality and have implemented numerous projects in the specific context.

Cooperative capacity

The project Taskforce managed the project quite well as there were no points of major disagreement as confirmed by all the interviewees. The group has cooperated in various capacities before and has continued to do so. The busy schedules of the municipal administration were at times a burden for planning purposes and reporting, but this was largely overcome.

Problem-solving capacity

At the outset of the small scale projects in May 2015, an armed incident occurred in the town of Kumanovo which raised concerns of possible inter-ethnic tensions. Due to this incident some of the activities as the first training of the CICR at which the Minister of local self-government was present were slightly delayed. As was the case in other municipalities as well, the advancing of the 20% payment which was to be reimbursed by the Council of Europe upon completion was problematic and this municipality was given extra time to complete the payments. At the end, the municipality managed to secure these funds and successfully completed the reporting.

Despite the tensions that occurred in the “former Yugoslav Republic of Macedonia” and difficulties in reaching out to the neighbouring municipality of Gjorce Petrov, the project team managed to overcome these difficulties. The same goes for advancing the 20% payments for completing the project activities, elaborated above.

Results

The respondents consider that the project was a success and this is a shared opinion across the board, including Taskforce members as well as beneficiaries. At the same time, all the respondents recognise that much work remains to be done with the CICR in order to make it more effective, including the financial support of the municipality and providing some form of continuity to the CICR, as a shared problem of these bodies across the board.

The project was very successful in reaching out to and engaging with high level politicians, such as mayors as well as the Minister of local self-government who was at two occasions present at the events of the project and expressed readiness to enable transfer of know-how to other municipalities.

Overall, part of the Taskforce also underlined that a lot has been achieved in terms of raising awareness and involving minority communities with this relatively small project in terms of investment. Positive feedback has been received from the neighbouring municipality of Gjorce on the initiative to sign a memorandum with the municipality of Saraj in order to improve their mutual cooperation as two municipalities with conflicts in the recent past. The project strengthened the cooperation between the municipality and the CSO which will continue on projects in the future.

The beneficiaries highlighted that the project provided them with contacts with the municipal administration which were then used for channelling other minority related interests. Part of the respondents considered that the outreach to the communities could have been better, yet another group considered that this had been a strength of the project, i.e. there were conflicting opinions in this respect. Overall, the sustainability of the Committee depends on future work of the municipality.

Lessons learnt

- The Taskforce successfully reached out to a neighbouring municipality with a history of recent conflict and managed to convey the project idea of effective participation beyond its own boundaries.
- The project involved successfully religious leaders of the communities as a sign of reassurance to the broader public and community.
- The political support of the mayor was instrumental in reaching out to the communities as well as beyond the boundaries of the municipality in circumstances where a CSO was largely involved in the project implementation.

4.6.4.2 Score sheet

Beneficiary:

Municipality: Saraj

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	

	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.6.5 Staro Nagoričane

4.6.5.1 Public summary

Beneficiary: “the former Yugoslav Republic of Macedonia”

Municipality: Staro Nagoričane

Information about the project

Field: Culture

Key minority engaged: Serbs

Outline of the project:

Establishment of Cultural Community Centre aimed to promote traditional values of Serbian national community through production and sale of souvenirs. The municipality is willing to employ several persons in the Centre and thus ensure sustainability of the project. In addition to this summary of the first project assessment, the municipality in cooperation with Srpski Vez CSO established a local folk society in Staro Nagoričane for elementary and high school students.

Introduction/summary

With the project *Through traditional cultural values of the communities to better life for the citizens of Staro Nagoričane* implemented in the course of 2015 the municipality of Staro Nagoričane managed to set up a traditional sewing workshop, provide training to four women on knitting, sewing and establish and equip a local folk society in which 80 children actively participated. The project was managed in cooperation between the municipality and the folk society Srpski Vez and was selected as a national best case practice.

Taskforce

The Taskforce in total has four members with some replacements from the first project assessment. The three persons that were noted as carrying administrative responsibilities in the first assessment were not participating in the implementation. They were replaced by a higher ranking municipal officer and the financial officer of the project who participated significantly in the project implementation. The decision to make these personnel changes is on the mayor and these changes were made to facilitate the project implementation. The representative of the CSO involved in the project was also replaced due to unexpected circumstances as explained above. All of these changes were made at the outset of the project. The Taskforce is diverse according to gender, minority status and municipal/non-municipal officers. Minority persons represent a significant majority in the Taskforce.

Effect of first project assessment

The respondents had not read the first project assessment.

Respondents second project assessment

The Taskforce is composed of four members: three municipality officers and one CSO representative. The national expert interviewed three out of four members of the Taskforce due to illness of one of the members of the Taskforce. In terms of the project activities, there was significant commitment both from the municipality staff and the CSO involved in the project. The beneficiaries interviewed were female and worked in the traditional workshop for the full duration of the project.

Organisational capacity

The tasks within the project implementation were rather clear as to the activities being implemented in cooperation between the municipality and the Srpski Vez folk society and the financial management kept within the municipality. For reporting purposes this meant that sometimes the information was scattered, but nevertheless this obstacle was overcome quickly. The decision making was effective given that the communication between the municipality and the folk society was direct. Minority groups were involved in the implementation of the project through several channels. First, through the women involved in the workshop who were beneficiaries throughout the project duration. Second, as the project successfully managed to enrol more than 80 children from the municipality, the representation of minorities among them was quite high. Through the establishment of the folk society it would be realistic to assess that the organisation of the minority groups would have been improved as an aspect that was assessed as weak in the first project assessment. Yet, from the respondent's answers it was underlined that a lot needs still to be done to improve the organisation of the Serb community and hence the orange mark has remained in this project assessment as well.

Cooperative capacity

The respondents felt that there was a shared responsibility of the groups involved in the project in that there was response from the local community in the planned activities. There was exceptional interest among the children for participation in the folk society as well as from the community at the public performances for the promotion of the Serb traditional dances. The cooperation within the Taskforce also seem to have functioned well. The folk society has continued its operation in the municipality and has been supported by the latter in various ways (including financially). The continuation and the selection of this project as a best case practice in "the former Yugoslav Republic of Macedonia" has assisted in this direction. Since the Council communicated directly with the municipality in which email access is irregular and operates through the private accounts of the staff, at times this form of information was delayed for the entire Taskforce resulting in significant time pressures.

Problem-solving capacity

The key obstacle during the implementation was the lack of funds for the organised transport of the children to the municipality where the weekly exercises for the folk society took place. While some funds were allocated for this purpose, the weekly exercises were not planned for and at the same time the separate villages in the municipality are at a significant distance one from the other. In addition to requesting a re-allocation from the Council, the municipality also decided to contribute their own funds for the transport, especially having in mind the exceptional interest of the pupils for participation in the folk society.

Results

The respondents consider that the project was a success and that it performed quite remarkably given the scope of activities and the skills learned and employed both in the workshop as well as by the folk society. Four women have been trained and have sewn costumes for the folk society thus helping them in their operation. The trainer of sewing and knitting teacher that operated with the workshop was from Serbia and in this way the project also established a cross-border dimension as well.

Yet, the respondents feel that still a lot needs to be done to make the folk society fully operational as additional costumes and support in terms of travel etc., which is partly being addressed with the project implemented currently with the funds allocated to the municipality upon the selection as a best case practice.

Lessons learnt

- Transfer of skills was used in this project as a way of ensuring sustainability of the project.
- Planning the project as part of a larger municipal agenda would lead to a multiplication of its results.

- Organising cultural activities for children in rural areas has shown to be a successful way of building bridges between the different communities.
- Public performances in rural areas are much needed due to their general lack in these communities.

4.6.5.2 Score sheet

Beneficiary:

Municipality: Staro Nagoričane

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.6.6 Tetovo

4.6.6.1 Public summary

Beneficiary: “the former Yugoslav Republic of Macedonia”

Municipality: Tetovo

Information about the project

Field: Effective participation

Key minority engaged: Albanians, Turks, Roma, Serbs, Bosniaks, Macedonians

Outline of the project:

Inclusion of all ethnic communities in the decision-making process at the local level through stipulation of successive continuity in the work of the Commission for inter-ethnic relations (CICR). Project activities include research, drafting policy papers and CICR strategy, study visits, capacity building of CICR members and organization of conference.

Introduction/summary

The project in the municipality of Tetovo despite a rather difficult and delayed start has been successfully completed. The CICR in Tetovo was established and supported with the project, including through the strengthening of its capacity as well as communicating the role of the CICR to the public through a public campaign and a final conference. An analysis of the work of the CICR was also prepared setting the basis for future activities. While the project has managed to strengthen the current composition of the CICR, the long term systemic problems of lack of finances and continuity in the work of the CICR remain and are shared across the board. The project was managed by a project manager and project officer from the Local Regional Development Centre.

Taskforce

The Taskforce was composed of four members, two of whom were originally included in the project application. Two of them were replaced at a later stage (after the first quarter) and were in effect the members that implemented the project in practice. The project leader (member of the Taskforce) decided on the changes that were ultimately made in order to ensure project implementation given the problems at the outset of the project. The initial Taskforce was gender diverse as was the final one. Unlike the initial Taskforce which included CSOs, the final Taskforce consisted of municipality officers and officers that were contracted by the municipality.⁹

Effect of first project assessment

The first project assessment for the municipality of Tetovo was not completed due to the project Taskforce members being unavailable. The respondents interviewed were aware of the assessment and felt that it was rather unfortunate turn of events that Tetovo was not included.

Respondents second project assessment

In Tetovo all three members of the Taskforce were interviewed, including the project leader and project officers. Two participants of the project (one male and female) were interviewed too, both are members of the Commission for inter-community relations established and supported through the project.

Organisational capacity

The start of this project was rather bumpy to say the least, considering that the project implementation was substantially delayed due to a variety of reasons. These include the lack of ownership among the Taskforce, until late in the project when one officer working in the local development centre was tasked with the project implementation. The reporting at times was with

⁹ The officers that work in the Local Development Centre are not directly employed by the municipality, but are responsible in any case to the mayor

a delay, given that part of the participants also considered that three interim and a final report for a project of this size were too many.

The involvement of minority groups took several forms as to their direct participation through the membership in the CICR (Macedonian and Bosniak community) as well as the events/trainings in the municipality. As evident from the lists of attendance, the Taskforce managed to involve minority groups in two manners: direct reaching out to them as participants, but also more importantly linking with them as speakers and trainers at the events organised as part of the project.

As was the case in several other municipalities in the beneficiary the advancing of 20% of the costs of the project was difficult for the municipality of Tetovo. In fact, obtaining of the approval of the finance department for this type of activity severely delayed the completion of project documentation. On the side of the municipality, the contract with the Council of Europe was not deemed sufficiently clear in the provision on the advancing of the funds beforehand.

Moreover, at the beginning of the project, the budget of the project was not adequately transferred in the municipal budget and created additional delays in this respect. From this perspective it was argued by the respondents that should a CSO have taken over the management significant costs in terms of time and manpower would have been saved given the difficulties that working with the administration entails.

Part of the Taskforce felt that for a project of this size it would have been more beneficial to implement it in a shorter timeframe.

Cooperative capacity

Once the project officer was appointed as responsible for the day to day activities of the project, things went smoothly. The fact that the project managed to be realised despite the severe delay highlights the cooperative and organisational capacity of the team, hence the green marks. The project managed to reach out to the minority communities and to bring together a significant amount of people for the trainings/public events from all communities (attendance lists were provided as a proof of this).

Problem-solving capacity

The project implementation was faced with several key obstacles during the implementation. First, the project was late with its launch as the municipality faced difficulties in setting up a functional Taskforce. Second, the transfer of funds from the Council of Europe was belated and in this case additionally problematic as the budget had been incorrectly distributed in the municipality account. Third, due to time pressure, the project officer organised several key events (trainings and the final conference) over the course of two weeks in February disrupting the planned flow of activities. Yet, even with the above presented obstacles in mind, the project Taskforce managed to deliver the project in a timely manner as a clear sign of both organisational and problem-solving capacity. However, it was recommended that had the project been managed directly by a CSO in partnership with the municipality, the obstacles would have been avoided and more easily mitigated due to the bureaucratic hurdles of the administration.

Results

The respondents think that the project was a success, as a shared opinion between all the respondents. The establishment and continuous support to the CICR, as a body that generally is marginalised was considered significant as was the effect of the public campaign for raising awareness of its potential and obligations. The members' capacity was strengthened as an opinion across the board. The raised awareness of the role of the Commission was highlighted at several points as a key result of the project both by the Taskforce as well as the beneficiaries.

As a project focused on the Commission for Inter Community Relations, it carries the 'burden' of all the projects that deal with these organisations - relying on personal motivation of the members and cooperation/support from the municipality Council and administration. The changes of the membership of the Commission after each electoral round is detrimental to providing any form of

continuity in its work and the investments made in the human capital. The project, according to the interviewees entailed lobbying for financial support from the administration for the Commission, however this was not achieved. Yet, one has to keep in mind that this is an issue that has plagued the work of these bodies since their introduction.

In addition, the beneficiaries considered the cooperation with the Council of the municipality was deemed as unsatisfactory. The municipal Council members were in no contact with the members of this Commission and thus its role remained as one interviewee put it as a "fireman on duty" rather than as a prevention mechanism. On the other hand, the project Taskforce considered that the awareness among the municipal administration on the role of the CICR was raised. Part of the beneficiaries considered that joint effort with other Commissions from other municipalities was needed. In total, the project was also seen as setting the basis for much needed future work of training both the administration and the Commission on its role and venues for pressure.

Lessons learnt

- The membership of the CICR needs to be grounded on competence in issues of ethnicity/nationality.
- The members upon appointment need to be trained as to their role and potential that the Commission has.
- The municipal administration needs to be trained as to the role of this committee.
- Media information about the work of the CICR is crucial for raising the awareness among the general public and creating a critical mass for pressure for reforms.

4.6.6.2 Score sheet

Beneficiary:

Municipality: Tetovo

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	

Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.7 [Kosovo*](#)

4.7.1 Beneficiary reflections

The situation of non-majority communities has not seen great progress in Kosovo*, however there have been improvements. The OSCE Communities Report 2015 notes that the “integration of the four Kosovo* Serb-majority northern municipalities into Kosovo’s* institutional structures,” as well as the “accompanying increased participation of Kosovo* Serbs in these institutions, are important indicators of progress in inter-ethnic relations” (OSCE 20115, p. 6). However, the high level dialogue between Kosovo* and Serbia and the Agreement on the Association/Community of Serb majority municipalities in Kosovo* had strong opposition from several political parties and the ensuing protests attest to the fact that Kosovo* is a post-conflict society and that inter-ethnic relations are very much dependent on this context.

The four projects implemented during the period 2015-2016 in Kamenicë, Rahovec, Vushrri and Leposavić within the framework of the Council of Europe project “Promoting Human Rights and Minority Protection in South East Europe” have all contributed towards the promotion of a more inclusive environment for the non-majority communities. This is important considering that a survey conducted by the Youth Initiative on Human Rights Ethnic Distance in Kosovo* concluded that 4% of Albanians and 9.1% of Serbs out of 754 respondents had no distance with the other ethnic group. (YIHR 2015). The findings of this survey show that there is still considerable distance between the Albanian and the Serb communities living in Kosovo*. This distance can be partly attributed to the fact that there is still a parallel education system in Kosovo* and “[n]o progress has been made in addressing the existence” of this dual system (OSCE 2015, p. 7). The beneficiaries of the projects all noted that this project had given them the feeling that their municipality cares about engaging them, therefore closing the distance gap, at least between the institutions and the communities.

The projects are also important considering the fact that the municipalities were part and often leaders of the projects, which is an important indicator. As the OSCE report notes, “[a]t the municipal level, there have been few systematic efforts to bring communities closer.” (OSCE 2015, p. 6) and often in Kosovo* the inclusion of non-majority communities at the local level simply connotes their roles within the different municipal offices such as the “communities committees (CCs) which work as part of municipal assemblies” (ibid.). These projects, two of which were mainly led by the municipality, have advanced the awareness of municipal officials of their role to protect

non-majority communities. The sense of ownership of the projects in most of the municipalities also strengthens the role and the responsibilities of the municipal officials in dealing with issues concerning non-majority communities in the future.

However, the engagement of the municipalities also led to problems in certain cases. The issue of procurement was a recurring one in all municipalities. The official lines of procurement based on Kosovo* laws often postponed activities or made them harder to implement. In addition, the budget freeze in the beginning of 2015 of the Serb municipalities in the North due to the political situation in Kosovo* considerably postponed the implementation of the project in Leposavić. Furthermore, though the project were a step towards improving the lives of non-majority communities in the given municipalities, their sustainability is problematic largely due to the limited budgets of the municipalities, and not the willingness of the officials. As evidenced by the visits in Kosovo* for this study, the majority of the municipal officials were very enthusiastic and proud of their projects.

Lastly, the projects were beneficial in the four municipalities as they contributed greatly towards the inclusion of non-majority communities, an increase of capacity building within the municipalities (considering the fact that these were often the first projects of the kind to be implemented by them), and in increased responsibility and knowledge regarding non majority communities. Challenges, both economic and social, still remain for non-majority communities in these municipalities, however these projects have contributed greatly towards building better and stronger communication and trust between the institutions and the communities.

4.7.2 Kamenicë

4.7.2.1 Public summary

Beneficiary: Serb, Roma, Ashkali and Egyptian Communities
Municipality: Kamenicë/Kamenica

Information about the project

The target groups of this project were the Serb, Roma, Ashkali and Egyptian communities. Due to the larger number of members belonging to the Serb community, this project was focused on them to a larger extent.

The project implemented numerous activities to ensure the inclusion of non-majority communities into the cultural and social life of the municipality. The project increased the contact and communication among key stakeholders (civil society organizations, municipality, local communities and school communities etc.) by revitalizing the cultural life in Kamenica through the implementation of numerous cultural and social activities with different communities and age groups. In addition, the Municipality developed a Bulletin in Albanian and Serbian to inform the citizens of Kamenica of the municipalities' activities and projects.

Introduction/summary

The project's activities implemented by three different CSOs with the supervision and help of the Municipality of Kamenica, targeted different age groups and genders and included members of majority and non-majority communities with the purpose of creating common activities and spaces for the entire community. The project succeeded in activating local society and creating new ways of cooperation between the communities.

Taskforce

There were seven Taskforce members in total. The Taskforce members were in accordance with the activities that needed to be conducted for the implementation of the project. While at the beginning of the project there were five Taskforce members interviewed, now there were two more, as one additional organisation/media was included into the project, while the other was a second representative for one of the CSOs in the Taskforce. Of the members of the Taskforce, three were

municipal officials, while four were representatives of local CSOs. Only one member of the Taskforce belonged to a non-majority community while six members belonged to the majority community. Two members were women, and five men.

Effect of first project assessment

The project coordinator noted that they had read the assessment and assessed it as realistic.

Respondents second project assessment

Six members of the Taskforce were interviewed in person for this study. Of these, two were municipal officials and four were members of three local CSOs. Two were women, and four were men, while none belonged to a non-majority community. Only one member, belonging to the non-majority community, was not interviewed due to illness. The roles of each member of the Taskforce belonging to a CSO were clearly delineated in Memoranda of Understanding signed with each CSO. Two beneficiaries were interviewed for this project:

- Students who participated in the drawing competition, one of whom was the winner.
- One male, one female, both members of non-majority communities.

Organisational capacity

The Taskforce members had divided the group in terms of activities. An action plan of activities and who would conduct them was made by the CSO NOPM, and signed by all three CSOs. The tasks of the CSOs were based on the previous experience of each CSO with a given topic. The CSOs had no common meetings as they had separate activities, however they all met with the coordinator of the project within the Municipality. All Taskforce members assessed this organisational arrangement as very satisfactory, as they were all informed of their own responsibilities and of those of the others from the outset of the project.

The level of involvement of non-majority communities in this Taskforce was not very satisfactory, as only one Taskforce member was of a non-majority community and all the CSO members belonged to the majority community. One of the CSOs stated that they had often consulted a member of a non-majority community to help with liaising with the non-majority communities for one of their activities. According to the Taskforce members the community was very interested in their activities and responded positively. The beneficiaries interviewed were happy with the opportunity to have attended a drawing competition, their first opportunity of this kind. However, there was not much direct engagement of non-majority communities in the organisation of the project except for the one Taskforce member who attended meetings related to the Strategy, and appeared on a radio show to inform the community of the issues of non-majority communities and where they might find redress.

The funding for this project was not considered as sufficient by most of the Taskforce members. The project had foreseen too many activities with a set budget, and the budget had often limited their activities. For instance, one of the Taskforce members noted that for the Women Fair, they had to reduce the number of women participants due to the limited budget, therefore limiting the number of beneficiaries.

The purpose of this project to build capacities of non-majority communities was not entirely met by the admission of one of the Taskforce member, however it did contribute to awareness raising, as well as to create events which bring communities together.

Cooperative capacity

As the tasks were very clearly defined and the activities implemented separately, the cooperative capacities between CSOs could not be evaluated. The cooperative capacities of the municipal officials between themselves and between them and the CSOs were evaluated as very good and without challenges. One Taskforce member noted that it would have been better if the CSOs had also cooperated between themselves and not done all tasks separately. However, the clear separation of tasks also had a clear separation of responsibilities, which is why the mark is left

green, as there was no confusion as to the people or organisations responsible for the different tasks. As a result, the ownership was separated between the different CSOs and the Municipality.

Problem-solving capacity

The main obstacle, as with the other municipalities, was procurement, which caused delays in the implementation of some activities. The Taskforce members suggested that it would have been better to have the money transferred through a CSO instead of through the municipality, which was a lesson shared by the other municipalities as well. Beside this obstacle, the budget had also been a challenge as the municipality had been over ambitious with its activities. Despite of the limitations, the project was implemented. Two Taskforce members stated that the procurement issues had aided in the building of capacities, as the financial manager in the municipality, as well as other municipality officials, now are more informed of these procedures and know how to execute them.

Results

All respondents considered the project to have been successful. The activities targeting different age groups created spaces for all ages and communities to participate in the cultural and social life of Kamenica. The Women's Fair was deemed successful by the implementing CSO because of the feedback of the women attending, and the success of the event which was very popular. Women of the Serb community cooked traditional food and presented it at a Fair where many citizens of Kamenica were presented and enjoyed the event. The project also helped pensioners by keeping them company and engaging them in meetings. The pensioners were quite critical of the way that they are treated, as there are not many organisations or institutions that take care of them.

Lastly there were two competitions for children below the age of 18. One of the activities with middle school children was the essay competition on human rights. Three children of the Albanian and the Serb community were selected as winners, while the essays were published in a small booklet. There was also a drawing competition with children on domestic violence. The paintings produced were very powerful. The winner of the competition of a non-majority community was very happy to have been given the opportunity; however they did note that the topic might have been very hard for children of their age. In addition, they had felt a little bit insecure during the ceremony where the paintings had been showcased, as the majority of those present had been of the majority community, and some of the other children had tried to provoke them. However, they also stated that the activity had helped them be in contact with the members of the other community and that they tried to communicate with each other even though they did not speak each other's language and evaluated the project as successful. This shows the sensitivity of dealing with non-majority communities, and the need for more activities to bring communities together so that they learn how to feel safe and comfortable together.

The 4 radio shows raised awareness of human and minority rights, by targeting not only non-majority communities but also persons with disability and gender rights. The radio shows had a wide audience, and as the CSO respondent in charge of implementing the activity stated, the non-majority communities that attended one of the shows had spoken very openly and sincerely about the problems of the non-majority communities, and that it was the first time such an activity had occurred in the municipality.

The Municipality was engaged in all these activities as well, not just attending, but also being part of the preparation. In addition, they had created a bilingual Bulletin on the activities and projects of the Municipality for the community. They were very proud of the work achieved, as were the CSOs and assessed that the project had been good for all the communities in Kamenica. Indeed, for small municipalities like Kamenica, with limited budgets, there are few activities to enable cooperation between communities. These activities created a common space as a base for further cooperation in the future. However, the municipality has a small budget, thus if there are to be future activities, they will need additional funding from donors.

Lessons learnt

The main lesson learnt was of having a more realistic budgetary planning of activities, having fewer activities in the future, or a higher budget. In addition, most respondents believed that if the finances had gone through the CSO and not the municipality, the project would have been easier to implement as well as more efficient.

4.7.2.2 Score sheet

Beneficiary:

Municipality: Kamenice

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.7.3 Leposaviq

4.7.3.1 Public summary

Beneficiary: Albanian, Bosniak, Roma, Montenegrin and Gorani communities
Municipality: Leposavić/Leposaviq

Information about the project

The target group for this project were the non-majority communities of Leposavić, namely the Albanian, Bosniak, Roma, Montenegrin and Gorani communities. The project aimed at developing and adopting a comprehensive strategy for cultural development in the municipality of Leposavić. The strategy identified the needs (and translated them into recommendations for municipal assembly) of inclusive cultural developments for all ethnic communities (Serbs, Albanians, Bosniaks, Roma) living in this municipality. In order to develop an informed strategy there were three workshops, round tables and meetings with stakeholders. To create a common cultural event, the municipality of Leposavić also organized an Ethno Fair where all communities took part with their food and music.

Introduction/summary

The project conducted three workshops, round tables as well as meetings with relevant stakeholders such as community representatives and school principals. The outcomes of these conversations and events lead towards the developing of the Strategy for the cultural development of the Municipality of Leposavić. In addition, an Ethno Fair was organised which managed to bring together the different communities of Leposavić, creating an open space for all communities to share after a very long time.

Taskforce

The Taskforce had five members in total at the end of implementation, as opposed to the initial seven. The Taskforce was composed of four municipal officials and one CSO member. Two of the members were female and three male. One of the Taskforce members had to leave Kosovo* and was replaced by another CSO member. One of the Taskforce members lost his position during the project and was supposed to be replaced by the incumbent.

Effect of first project assessment

None of the respondents remember whether they read the assessment as it was in the beginning of the project.

Respondents second project assessment

One of the respondents was a municipal official and the other a CSO representative. None of them belonged to a minority group in the Municipality of Leposavić. One was female and one male.

The main tasks of the project were carried out by the CSO Aktiv, while the municipality was in charge of reaching out to communities and organising the Ethno Fair, and the tasks were distributed accordingly.

Due to problems arising in the implementation of the project, as well as the dismissal or leave of several of the Taskforce members, only two members who were part of the implementation of most of the projects activities were interviewed. In order to get more information regarding the project, two additional respondents were interviewed. Both were employees of CSO Aktiv who were aware of the project's implementation and its activities.

One beneficiary was interviewed for this study, a man who attended the workshops and roundtables, helped with gathering and inviting community members and organising the Ethno Fair.

Organisational capacity

The project was implemented in a large part by CSO Aktiv through the project coordinator and later through other members of the Aktiv team. The cooperation between Aktiv and the municipal Cultural Centre was evaluated as very satisfactory. CSO Aktiv implemented all the activities of the project, except for the Ethno Fair, which the Municipality organised. However, Aktiv cooperated with the municipal Cultural Centre for all its activities, and had to inform them of all activities as they went through the Municipality. On the other hand, Aktiv did not have sufficient insight into the Ethno Fair, which was the activity implemented by the Municipality.

The beneficiary interviewed for this study was an active member of the organisation of the events, and helped with inviting non majority community members as well as being an active participant when the issues of the communities were concerned. The non-majority communities were included through the workshops and roundtables which would later inform the Strategy. However, the Albanian community was less involved and showed less interest, according to one respondent. The reasons could have been the language or geographical barrier, as the Albanian community in Leposavić lives in remote villages which are hard to access. The most active representatives were from the Bosniak community, while the Roma had two representatives attending activities, and the Gorani and Montenegrin communities had no representatives by the end of the activities. However, they were all active in the Ethno Fair.

Although the funding of this project might have been sufficient, unfortunately, there were financial problems. CSO Aktiv has not been reimbursed for many of the expenses incurred during the implementation of the project. The budgetary freeze in the municipalities of Northern Kosovo* in the beginning of the fiscal year delayed the project at its outset. The financial issues deriving from the Municipality's refusal to pay, lead to a second break halfway through the project. In the end, in order to finish the project, CSO Aktiv developed the Strategy.

Cooperative capacity

The CSO Aktiv and the municipal Cultural Centre had close cooperation through the first stage of the implementation of this project. The cooperation with the financial officer (Municipality of Leposavić) was not as successful which considerably hampered the project.

Problem-solving capacity

One of the main problems was the cooperation and communication with the financial officials of the municipality. Though all municipalities had problems with procurement, in Leposavić these issues were exacerbated, as the financial officials not only refused to pay the expenses incurred, but also refused to help or instruct the CSO Aktiv as how to fix the issues. CSO Aktiv has still not been paid for their expenses, despite several interventions and attempts to communicate with the financial officer and the Municipality.

Related to the activities, one of the issues noted was the reluctance of the Albanian community to attend the different activities organised within the framework of this project. As one respondent noted, this risk was foreseen at the beginning, however it still presented a challenge. In order to get the views of the Albanian community, one on one interviews were conducted with relevant stakeholders. This method proved successful and was used as a way to reach the Albanian community in Leposavić.

In addition, the fact that two persons of the Taskforce no longer occupied the same position, and they had to be changed, also hampered the project a little. While one of the Taskforce members had a proper 'hand-over' the other did not, thus losing institutional memory.

Results

Two of the respondents thought the project was a success while one stated that whereas the activities were successful as there was nice feedback, the project as a whole had problems. The project succeeded in opening discussions regarding the issues of non-majority communities in Leposavić, thus opening the municipality to its communities. As one respondent noted, before this

project, they rarely used to come to the centre of the municipality, however this project encouraged them to participate, as it was something for them, meaning the project was for the non-majority communities and that fact made them feel safer and more confident to participate in the municipality in general. However, the lack of participation by Albanians is concerning. Although this challenge was partly overcome through the one on one interviews, a better communication with this community would have greatly improved the project.

The Ethno Fair had also been a new activity in the Municipality of Leposavić. Two of the respondents spoke very fondly and with pride of the Fair. The municipal official was very enthusiastic in conveying the events and atmosphere of the Fair. The different communities had had an opportunity to taste each other's food, look at different traditional clothes, as a Gorani and Roma band were simultaneously making music.

However, the Fair and all the activities cannot be sustainable without a long lasting plan, strategy or policy. As one respondent noted, this project had not succeeded in helping the community as the lasting document which would give life to all the activities is still not approved by the Municipal Assembly, thus it is still not implementable in Leposavić. Until this document is handed over to the Municipality, the true results of this project cannot be ascertained. In addition, there are doubts among the respondents as to the sustainability of this project. As one respondent noted, only with proper cooperation can this project be sustainable.

Lessons learnt

The cooperation between the Cultural Centre and CSO Aktiv was assessed as a positive outcome of this project. However, lessons learned regarding the other issues this project faced were to have included the Council of Europe early on and inform them of the issues. The idea of the funds having gone through the CSO and not through the Municipality was also echoed in Leposavić. Especially considering that in the north there are no fiscal receipts which requires flexibility in procurement, a flexibility which is possible with the CSO but not with the laws that municipalities have to follow. Regarding the reach of Albanian communities, one respondent noted that maybe other ways of contacting and reaching out to them could have been attempted. As with the other municipalities, one respondent noted that it would have been better if some project staff were paid as the work was voluntary.

4.7.3.2 Score sheet

Beneficiary:

Municipality: Leposavić

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	

Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.7.4 Rahovec

4.7.4.1 Public summary

Beneficiary: Roma, Ashkali and Egyptian communities

Municipality: Rahovec/Orahovec

Information about the project

The target group of this project were the Roma, Ashkali and Egyptian communities as the most vulnerable non-majority communities living in the municipality Rahovec/Orahovec.

The municipality of Rahovec/Orahovec implemented the project “Implementation of the Action Plan for Roma, Ashkali and Egyptian Communities in the Municipality of Rahovec/Orahovec”. Following a meeting at the outset of the project, where the action plan was decided, the municipality proceeded with the selection of 10 beneficiaries who would be trained on a given profession, namely welder, hair stylist, and cook. The beneficiaries belonged to the three most disadvantaged minority communities in this municipality, namely the Roma, Ashkali and Egyptian communities. After the training, the beneficiaries received tools to help them in executing their profession and to ensure that they could continue working in the selected profession after the project’s end. The project Taskforce also decided to add two additional beneficiaries to the project with the understanding that these beneficiaries would only be trained, but they would not receive the tools, due to a limited budget. Of 10 trained beneficiaries, 4 were women and 6 were men, having a higher representation of women than foreseen at the outset (30%).

Introduction/summary

The project was successfully implemented by a Taskforce which worked harmoniously and responsibly towards its implementation. It had a direct impact on the lives of the trainees, as they

learned new skills and the tools to practice the same. In addition, the project contributed towards an increase in the trust of the Roma, Ashkali and Egyptians communities in their municipality.

Taskforce

The Taskforce had five Taskforce members in total. Of these, four of the Taskforce members were active in the implementation of the project, as one Taskforce member had to be replaced mid-way due to external reasons. The newly replaced person added to the Taskforce was not engaged in the implementation of the project, however this did not hamper the work of the Taskforce. The Taskforce members in Rahovec/Orahovec represented the relevant institutions and communities. Two Taskforce members were municipal officials, one was an official of the central government working in the local employment office, and two were community representatives. Two of the Taskforce members were women, and three were men.

Effect of first project assessment

Only one of the persons of the Taskforce had read the report and had no comments.

Respondents second project assessment

Three members of the Taskforce were interviewed in person in Rahovec/Orahovec. One of the Taskforce members was a municipal official and coordinator to the project, one was a public servant working in the employment office of the Ministry of Social Welfare and one was a community representative. Only one of the Taskforce members interviewed belonged to a non-majority community, two were female and one was male. All the Taskforce members interviewed had a clear idea of their role and of the fact that they were part of the Taskforce. At the outset of the project there was lack of clarity regarding the persons involved and the roles of this project, but just as expected at the first assessment, this was remedied. According to the interviews, only the Taskforce member who was replaced was not engaged in the project actively, however all three interviewees did not consider this as an obstacle.

The plan was to interview all Taskforce members at the outset, however one Taskforce member was not available, one was in prison and the person replacing him was also unavailable. Due to the claim by the other respondents that the replaced member had not been active, the researcher considered that there was no need to interview him. Since there were Taskforce members from each group (municipality, relevant institution, and community representative) it was considered that a comprehensive view had been provided. In addition, the narratives of each interviewee were very similar, thus a saturation point had been reached. The coordinator was more informed of the details, however all interviewed Taskforce members were informed of the activities conducted and equally enthusiastic about the project.

Organisational capacity

The Taskforce worked very harmoniously. According to the three Taskforce members interviewed, the Taskforce met often in order to coordinate activities. The tasks were clear, particularly; the Project Coordinator within the municipality clearly coordinated the project and the team. The Taskforce members took decisions together regarding next steps, they selected the beneficiaries of the project, as well as monitored the project as a team through field visits.

The non-majority communities targeted were represented in the Taskforce and had an important role in liaising with the community in promoting the project and the call for application for beneficiaries. The community representative interviewed was very enthusiastic and proud of his work in the project and the project in general. All respondents considered that the Taskforce members actively involved in the project (except for the one member who was replaced) were suitable for the project. In addition, the Taskforce members noted that the support of the mayor for this project had also facilitated their work greatly.

Cooperative capacity

The cooperation between the Taskforce members was rated as very positive by all the interviewees. The successful completion of the project and the effective response to challenges attests to that. All of the respondents stated that they would welcome opportunities to cooperate in the future.

Problem-solving capacity

The project had three major obstacles, which were resolved during the implementation. The first obstacle according to all three Taskforce members was the initial lack of trust by the non-majority communities of the project. According to the respondents, the communities were initially suspicious of the project believing that it would not offer any benefits for them. The second obstacle, perhaps partly fuelled by the first, was that the first call for applications for persons to be trained failed, as there were not enough applicants. The Taskforce met in order to discuss the reasons for the low number of applications and found that this could be due to the administrative tax, which needed to be paid to obtain some of the required documents for the application. Thus the Taskforce asked the mayor to release the applicants from the administrative tax, and this request was approved. The second call for applications was successful as there were more applicants than foreseen. Ultimately ten of the planned beneficiaries were selected, and the decision to add two more beneficiaries was made in unison. The third obstacle was the procurement method, which delayed the purchase of tools for the beneficiaries, however all tools were procured before the end of the project.

The obstacles were overcome as by the end the non-majority communities viewed the project more positively. The Taskforce members all stated that they had been and continue to be frequently asked whether there will be another similar project or opportunities indicating the increased trust in the project. The ability of the Taskforce to find the cause of the lack of applications also attests to the preparedness of the team as well as their understanding of the communities they targeted, considering their vulnerable economic condition. In general, the Taskforce had taken all decision together as a team and shared responsibility as well pride in their work.

Results

All the respondents, Taskforce members and beneficiaries, considered the project a success. They all stated that this project had had a direct impact on the lives of those trained. The beneficiaries were very grateful to have had the opportunity to be trained. They were also happy with the tools that they had received which allows them to continue their work. Indeed, all three beneficiaries interviewed stated that they are practising what they learned, however there are limitations as all but one need a venue and more tools to expand their business and make it more sustainable.

None of the respondents noted any negative effects, they were all positive about the outcome of the project. One of the respondents noted that the beneficiaries had all been very responsible and attentive during their training which contributed greatly to the successful implementation of the project. As transport was ensured for the trainees, they had no obstacles in attending the courses. All respondents were happy with the outcome of the project and hopeful of more similar project in the future.

Lessons learnt

The main lessons learned by the Taskforce members related to financial issues. One respondent noted that, should they implement such projects in the future, they would do so through a CSO only to avoid the state procurement procedures which were lengthy and difficult. In addition, they would foresee payment for the Taskforce members, especially those that are not employed. Although it was the principle of the projects for the Taskforce members not to be paid, some Taskforce members considered that their contribution was not appreciated sufficiently. One of the beneficiaries noted that they should have had offered food during the training, while another beneficiary noted that a training that would have lasted longer would have been more beneficial, although, they added that they had learned a lot during the two months' training. One of the Taskforce members also noted that given another opportunity, it would be beneficial to first conduct a study on which professions the target group wants and needs, as well as the local possibilities for these professions, prior to the start of the training.

The Taskforce members considered that this is a good project to be replicated elsewhere mainly due to the fact that the project has a very direct effect on the community. Perhaps the targeted persons are fewer, however they are well prepared and have a realistic chance of being either employed by another business or self-employed. Considering that unemployment and a low level of education are two of the main challenges of the Roma, Ashkali and Egyptian communities in Rahovec/Orahovec, these project targets both by educating the trainees in a given profession and increasing their chances of employment. This project would be recommended to municipalities and communities facing similar challenges to those in Rahovec/Orahovec.

4.7.4.2 Score sheet

Beneficiary:

Municipality: Rahovec

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	

	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	

4.7.5 Vushtrri

4.7.5.1 Public summary

Beneficiary: Serb, Turkish, Roma, Ashkali and Egyptian communities¹⁰

Municipality: Vushtrri/Vučitrn

Information about the project

The project goal was to enhance the capacities of non-majority communities living in the municipality of Vushtrri, civil society and municipality officials through different activities, in order to draft the municipal strategy for non-majority communities. The strategy was drafted and implemented in collaboration with civil society and community representatives. The project also included investment in equipment for sports and recreation activities in mixed areas and non-majority communities in order to create conditions for sport and recreational activities. In addition, the project provided notebooks for Roma students in elementary school.

Introduction/summary

The project “Non-Majority Communities in Decision-Making” was implemented successfully, meeting its goal of drafting and approving the Municipal Strategy for Non-Majority Communities at the Municipal Assembly. The project’s activities, which included training courses and meetings with the community and local CSOs, helped raise awareness and give voice to non-majority communities in the municipality of Vushtrri.

Taskforce

This project had a Taskforce consisting of 10 persons. The Taskforce had increased since the first assessment (initially 6 Taskforce members). Of these Taskforce members, only one member had changed as he had left Kosovo*and was not replaced by another member, as the Taskforce had sufficient people for the implementation of the project. The members of the Taskforce represent the municipality, the non-majority communities and the civil society. Of the 10 Taskforce members, 8 are men and 2 are women.

Effect of first project assessment

Only one respondent noted that they had read the assessment, and noted that the grading was not critical enough. The respondent however might well have meant the evaluation done by the Project Steering Group, Council of Europe and the EU instead of the first project assessment.

Respondents second project assessment

Six members of the project Taskforce were interviewed for this study. Five were municipal officials, and one was a CSO representative. Of the Taskforce members, one of the interviewed respondents was female, while five were male. Two of the Taskforce members interviewed belonged to non-majority communities, while four belonged to the majority community. The role of coordinator of the project was clear, whereas the tasks of the other members of the Taskforce varied depending on the activity to be organised. The roles had been decided as a team in meetings of the Taskforce.

¹⁰ The municipality of Vushtrri has more members of the Roma and Ashkali communities, and not of the Egyptian community, but the community still stands in the target group.

Four members of the Taskforce were not interviewed due to unavailability. One of the Taskforce members was out of Kosovo*, while the others were not available to meet upon the visit of the national expert. Since the information provided by the six respondents was sufficient and reached a saturation point, no further interviews were made.

Four male beneficiaries were interviewed for this study. All beneficiaries attended the training in Durres, Albania on “Increasing Community Participation in Decision Making Processes”; as well as the meetings with the communities. One of them was actively engaged in drafting the strategy.

Organisational capacity

The Taskforce members were very satisfied with the level of organisation of the team. They all proudly noted that they had many coordinating meetings, even after working hours, in order to coordinate activities. As to the suitability of the members, most of the respondents agreed that the persons involved were suitable, except for one respondent who stated that perhaps the Taskforce members were not the most suitable, however they had successful cooperation, due to this the mark in the scoresheet is green, relying on the success of the team in reaching the expected goals. Whereas in the first assessment the clarity of tasks was marked as orange, in the final assessment it is green because the Taskforce members agreed on their responsibility on each activity during their meetings according to need and it seems to have worked well for the whole team.

The non-majority communities were well represented in the Taskforce, two of the municipal officials belong to non-majority communities, and one was a community representative. The municipal officials were closely engaged in the implementation of activities and all community representatives (inside or outside the Municipality) were engaged in the drafting of the strategy. The training and meetings with the communities and local CSOs ensured the participation and inclusion of non-majority communities in the project. The meetings with the community served to give voice to the concerns of non-majority communities, which were reflected in the Strategy. Two of the beneficiaries agreed that the training and the meetings had contributed towards more organised non-majority communities, and the two other beneficiaries considered the trainings as effective and instructive. The inclusion of the communities through the meetings was a successful method in engaging the communities in the project and in the drafting of the Strategy. In addition, they served to build a communication bridge between the municipality and the communities, and an opportunity for both to learn about each other.

The funding was considered sufficient for the implemented activities; however, as with the other municipalities, procurement was an issue, which made the implementation of the project technically more difficult, however it did not hamper the timely implementation of activities. In addition, one respondent noted that at first there had been some confusion related to the financial conditions of implementation, which were later cleared.

Cooperative capacity

The cooperation between the Taskforce members was evaluated as successful and all participants stated that they would be willing to cooperate in the future. One respondent in particular had a much improved view of the project and the team in comparison to the first project assessment, and increased trust in the colleagues and their capabilities. In general, the project had contributed towards an increase in trust as well as knowledge. The training in Durres, Albania was particularly mentioned as a great opportunity, both by Taskforce members and by beneficiaries, to learn of the rights of non-majority communities, as well as for these communities to learn of the relevant mechanisms available to them within the municipality.

The Taskforce members felt great ownership of the project, making the municipality the body most responsible for the implementation of the project. The Taskforce members were equally proud of the project, and confident in its continuation precisely because of the ownership of it and the increased capacities as a result of the trainings, meetings and the implementation of the project itself.

Problem-solving capacity

The main obstacle cited by all the Taskforce members related to procurement and bureaucracy. One respondent noted that there had been a challenge with encouraging the Serb community to participate, which was also substantiated by one of the beneficiaries who stated that many members of the Serb community did not want to participate in activities with the majority community, unlike the beneficiary in question. The Serb members in the Taskforce helped in liaising with their communities. It was noted by one of the Taskforce members that the project had created a base for their participation in the future.

One Taskforce member noted that it was difficult to find time to meet because of the daily work obligations, however it was noted by the same respondent and by others that the Taskforce members would often meet after working hours, even briefly, in order to be coordinated in the implementation of the project.

When asked about how solutions to problems that might have arisen during implementation were found, the Taskforce member stated that everything had been discussed and decided together.

Results

All but one of the respondents considered the project to be successful. The respondent with reservations had criticism mostly directed towards the sustainability of the project, namely, they were doubtful whether the strategy would be implemented in the future. However, they considered the Strategy, which is the main result of this project, to be successful and gave it a high grade, they also considered the training and meetings to have been helpful and effective. In addition, the Taskforce members were very enthusiastic about the continuation of the project, and were lobbying for funds to implement the Strategy. The strong ownership is a positive indicator for the future as is the strong support by the Mayor.

One of the successes of the project was the drafting and approval of the Municipal Strategy by the Municipal Assembly. The respondents considered the training in Durres as very successful and informative. One beneficiary noted that the training had taught him about the different institutions and mechanisms that ensure non-majority rights and that he has transferred that knowledge to other members of his community. The municipal officials considered the three meetings with the community as beneficial as they had served as a way for the officials belonging to the majority community, to get better acquainted with the concerns of the non-majority communities in their municipality. The beneficiaries belonging to non-majority communities also noted that the meetings had helped them voice their concerns, as well as network and meet new people working on the same or similar issues. Finally, the distribution of the sport equipment was noted as a successful activity by the Taskforce members. While the effects of the strategy will be seen after a few years of implementation, the effects of the distribution of the sport equipment was immediate, and the Taskforce members received great feedback on this activity and were themselves quite enthusiastic in recalling the success.

This project was also considered successful in that it made the communities in the municipality feel like their voice and their issues matter, and that is a very important step forward.

Lessons learnt

One of the respondents noted that, if they had considered the start of a project, they would like to conduct a needs assessment of the community and target these needs more directly, for instance employment or access to health. Another respondent noted that they would hire a consultant who would help with writing the Strategy as it was written by the members of the Commission for drafting the strategy, which included municipal officials and community representatives. In addition, the project would have used an English speaker as they had problems with drafting the documents in English. One of the challenges was to manage a project in the first place, as this was the first time for many members of the Taskforce thus they were initially unsure of how to implement activities, and it was an additional obligation to daily work, thus one respondent noted that a project manager would have been helpful.

One beneficiary noted that in order for the Strategy's implementation to be ensured, a supervisory body should be set up, without monitoring, the beneficiary believed, the implementation of the Strategy would not be properly supervised.

4.7.5.2 Score sheet

Beneficiary:

Municipality: Vushtrri

		1st assessm		2nd assessm
Relevance of the project				
Q7	clarity of purpose			
Q8	priority			
Q9	suitable method			
Q10	method of project design			
Organisational capacity				
Staff				
Q12	criteria for selection			
Q11	clarity of tasks		Q6	
Q13	suitable persons		Q7	
Decision-making				
Q14	clarity of procedures		Q8	
Q15	effectiveness		Q9	
Q16	inclusiveness		Q10	
Organisation & involvement minorities				
Q17	expression of interests		Q11	
Q18	level of organisation		Q12	
Q19	involvement in organisation		Q13	
Funding				
Q20	funding		Q14	
Q21	other organisation risks		Q15	
Cooperative capacity				
Ownership/responsibility				
Q22	responsible for problem		Q16	
Q23	responsible for project		Q17	
(Past) experience				
Q25	(past) cooperation		Q18	
Trust				
Q26	in municipal officers		Q19	
Q27	in minority stakeholders		Q20	
Q28	other cooperation risks		Q21	
Problem-solving capacity				
	way to deal with obstacles		Q23	
	contentedness		Q24	
(Expectation of) results				
Q29	success (Taskforce)		Q25	
	success (target group)		QB1	
	target group helped (Taskforce)		Q26	
	target group helped (target group)		QB2	
	positive / negative side-effects		Q28	
	sustainability project		Q29	
Other factors				
Q30	other risks		Q30	



5 Annex 2: Questionnaires

5.1 Questionnaire second project assessment Taskforce

Section I: Information about the project and the Taskforce

General information on the project

Target group of the project

Has the target group changed during implementation?

In some cases, multiple minority groups were targeted, this may have been adapted especially where it was much more difficult to reach one target group rather than the other(s). It is sufficient to ask this to only one or two respondents if nothing changed. If there were changes, perhaps ask others how they experienced the change.

Short description of the project

A short description of the project was included in the summary in the first project assessment. Has this description remained accurate throughout implementation, or was the project idea adapted? If so, why and how?

Taskforce for implementation

How many members does the Taskforce have? Did the taskforce change a lot between the first assessment and the second, or are they mainly the same persons? Were others included in the Taskforce that weren't before, have people left the Taskforce? If there were changes, how many people were replaced/added/detracted? If there were changes, why were these made? And who decided?

Effect of the first project assessment

The first project assessment was public, so all Taskforce members could read it. It would be good to know whether they did indeed read it, what they thought of it and whether it influenced them in any way.

Section II: Personal information on the respondents

Gender

1. Gender:

- male
- female
- other

2. You are a:

- a member of the municipal taskforce
- otherwise involved in the project, namely:

3. What is your task in the local project?

.... (open question)

4. Would you consider yourself part of a national minority in your country?

- yes
- no
- prefer not to answer

5. Are you a municipal officer?
- yes
 - no

Section III: Content questions

Organisational capacity

6. Were the tasks of all persons involved in the implementation of the project clear to you?
7. According to you, were the persons involved in the implementation of the project the most suitable persons for their task?
8. Were the decision-making procedures within the project organisation clear to you?
9. According to you, was decision-making within the project organisation undertaken in an **effective** way? (meaning that decisions can be taken relatively quickly and have a good chance of being implemented)
10. According to you, is decision-making within the project organisation undertaken in an **inclusive** way? (meaning that relevant stakeholders are consulted and involved in decision-making)
11. According to you, did representatives of minority groups in your municipality participate or express their interests in the implementation of the project to the degree envisioned beforehand?
12. According to you, has the level of organisation of minority groups within your municipality improved/changed during implementation of the project? (meaning are they organised in broadly supported organisations that can represent the (majority) opinion of the community as a whole)
13. To what extent have minority groups been involved in the project organisation while implementing the project?
14. According to you, was the project funded properly for successful implementation?
15. Were there any other factors that promoted or hampered 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, etc.? If so, which?

Cooperative capacity

16. According to you, did all **groups** involved in the project (municipality, minority organisations, minority persons) feel suitably responsible for solving the problem targeted by the project?
17. According to you, which **group** took the most responsibility for a successful implementation of this project (municipality/minority community)? Is there a difference in the sense of ownership between groups?
18. How successful would you consider the cooperation within the Taskforce? Would you welcome a chance to work together again in the future?
19. According to you, did the **municipal officers** execute their tasks in the project implementation in a proper and timely fashion?

20. According to you, did the **minority stakeholders** execute their tasks in the project implementation in a proper and timely fashion?

21. Were there any other risks to a successful implementation of the project, connected with the cooperation between the persons involved in the project implementation, such as lack of willingness to work together, personal animosities, lack of trust, lack of feeling of responsibility? If so, which?

Problem-solving capacity

22. What obstacles were met during implementation? Was the project design, timeline, objectives or anything else adapted during implementation?

23. How did the Taskforce deal with obstacles?

24. Was everyone content with the solutions found and the way in which they were arrived at?

Results

It may be best to start the interview with these questions to get a good idea of what happened in the project and how it was experienced by the respondent, and also to set a positive atmosphere for the rest of the interview.

25. Do you consider the project a success? Were the tangible objectives met? Was it achieved within the time schedule? Was the envisaged number of participants reached? Were all envisioned events organised?

26. Was the target group helped in your opinion?

27. Did you receive feedback from the target group? If so, what were the main points?

28. Were there any (other) positive or negative side effects?

29. To what extent is the project sustainable after implementation has finished?

30. What other factors were relevant for the implementation of the project, that have not been covered in the questions above, if any?

Section IV: Lessons learnt

31. What went well in your opinion? Why?

Ask an open question to get respondents to tell you what they found positive about the project, and ask follow-up questions if the first response remains a bit too general (which event was the most successful, what result are you proudest of, etc.).

32. What could have gone better in your opinion? Why/how?

Also ask an open question to get respondents to tell you what might have been done better, with follow-up questions if needed. What would you do differently if you had to do it again? Even if the project was a great success, there is always something that could have been improved. Ask also why, or how it could have been done better, and/or by whom.

33. What are the main lessons to be learnt from this project? Could it be implemented elsewhere successfully? What circumstances need to be in place to make it a success?

Section V: Other

34. If you were asked to score the success of the project on a scale of 1 to 10, with 10 being the highest mark and 1 the lowest, what mark would you give?

35. Do you have any final remarks on (the topic of) this questionnaire?

Here, respondents can say anything they've not been able to say in the questions above.

5.2 Questionnaire second project assessment participants/beneficiaries

In addition to the Taskforce, you are asked to also interview at least two participants/beneficiaries of the project to get information on how the project was perceived by the target group(s).

They will be asked the same questions on the **results** that are also posed to Taskforce members. In this case, you can adapt the questions to the position and likely knowledge of the project of the participants/beneficiaries. You can also adapt the phrasing if needed for a better understanding of the questions.

1. Do you consider the project a success? Did it meet with the expectations you had beforehand? (QB1 in score sheet)
2. What went well in your opinion? Why?
3. What could have gone better in your opinion? Why/how?
4. Was the target group helped in your opinion? (QB2 in score sheet)
5. Did you receive feedback from other participants/beneficiaries? If so, what were the main points? (may be relevant to QB1/QB2 in score sheet)
6. Were there any (other) positive or negative side effects? (may be relevant to Q28 in score sheet)
7. To what extent is the project sustainable after implementation has finished? (may be relevant to Q29 in score sheet)

Ask how they think the project will be carried on after its implementation, or how the results will have an enduring effect.

8. If you were asked to score the success of the project on a scale of 1 to 10, with 10 being the highest mark and 1 the lowest, what mark would you give?
9. Do you have any final remarks on (the topic of) this questionnaire?

Here, respondents might share anything about the project that was not addressed in the questions above.

6 Annex 3: Research Team

Biographies of the international experts (*in alphabetical order*)

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 and report main 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 "the former Yugoslav Republic of 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 (Phase 1):

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 "the former Yugoslav Republic of 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

Project Manager and Contact person (Phase 1):

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 managed and implemented projects in both the European Neighbourhood Policy area and the Western Balkans. She is currently on sabbatical leave.

Project Manager (Phase 2) and Language and Content Assistant (Phases 1 and 2):

Katherine Miccinilli holds an MA in Human Rights and a BA in History, both from University College London (UK). Her field of interest 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. Prior to this she worked in Italy – in the field of training and professional development for two UN agencies (IFAD and FAO). At the Development Office, she works and worked on several human rights projects: in addition to this on in South East Europe, she manages one on human rights training in Moldova. Moreover, she has been involved in EU capacity building service and grant contracts in the ENP region and, specifically, in the Eastern Neighbourhood. In terms of Executive Education, Katherine is in charge of the Trade Policy course and Energy Union course offered by the Development Office. She is Italian and British and speaks English, Italian, French, and Dutch.

Project Assistant:

Pascale Claeys holds a bachelor'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', and also tailor-made training courses, such as for the Ministry of Foreign Affairs of Algeria or for the Institut de la Gestion Publique et du Développement économique (IGPDE) in Paris. She is also the project assistant for projects on human rights funded by the Council of Europe. Pascale Claeys speaks Dutch, English, French and has notions of German and Spanish.

Biographies of the national experts

Albania:

Erka Ćaro 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:

Mirela Grünther-Đečević is an international development expert with more than 15 years of experience specializing in advocacy and implementation and oversight of democratic government programs. She has a track record in the following areas: policy development in the field of international cooperation but also the impact of work of the International Community and the EU in the democratization process in Bosnia and Herzegovina and South East Europe region, evaluation and project assessment, promotion of human rights practices within vulnerable populations, gender mainstreaming, strategic development for the civil society in political context and political parties. She is motivated by the challenges associated with bringing together people, organizations and resources required to promote and sustain progress. (Phase 2)

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)

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*:

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.