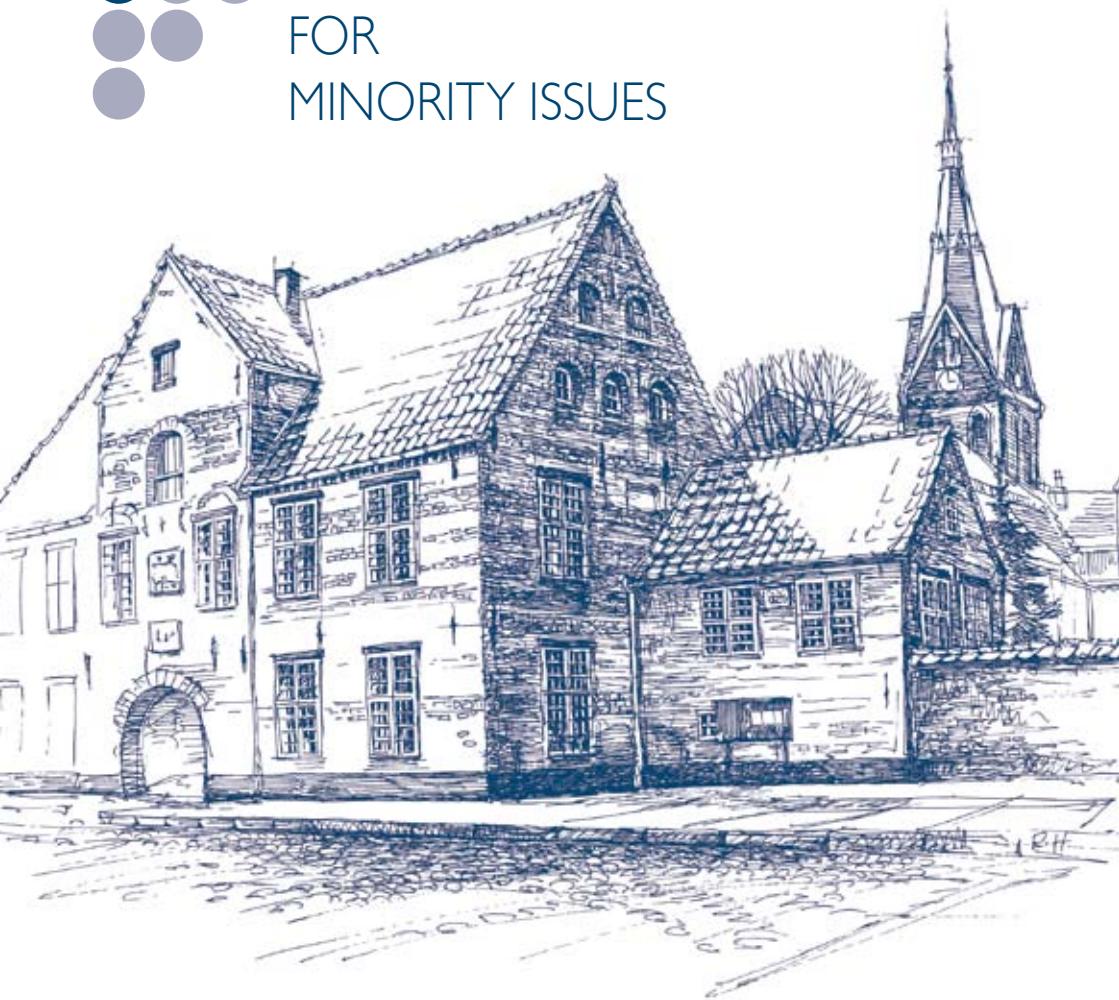




# EUROPEAN CENTRE FOR MINORITY ISSUES



## 2006 Annual Report

TEN YEARS

**E C M I**

1996 - 2006



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# PREFACE

*DR KNUD LARSEN  
CHAIRMAN OF ECMI BOARD*



When receiving an offer to become a Chairman of the European Centre for Minority Issues (ECMI), I considered it as a challenge but also an opportunity to use my experience gained from a long career as Permanent Secretary at the Danish Ministry of Science, Technology and Innovation, to contribute to an institution that had just begun a process of consolidation. In my other capacity as the Chairman of the Danish Refugee Council, encounters with majority-minority issues have been an integral part of my daily work with conflicts, displaced persons, refugees and returns, where minorities constitute an increased share of the refugee population.

Taking over from ECMI's previous Chairman, Amb. Peter Dyvig, I found ECMI well versed in the dynamics of its home region and the changing Europe, but also more conscious of its own identity and future prospects. Seeking to adjust its strategic perspective to the realities in Europe — conflict transformation and EU enlargement — ECMI's focus was now on making majority and minority groups equal partners.

Celebrating its 10<sup>th</sup> anniversary at the end of 2006, ECMI continued to advance and to build further on its key mission — majority and minority populations should be encouraged to participate in public life in their respective societies in an enabling and non-discriminatory environment and enjoy the same privileges and equal treatment.

Although ECMI's methodological approach to research and project work was further consolidated during 2006, the focus shifted to more programmatic work, concentrating on four key elements of the dialogue between majority and minority groups — constructive conflict transformation; political participation; equal economic opportunities and

enhancement of linguistic and cultural diversity. Those elements will constitute ECMI's strategic planning for the coming years.

Using three distinctive methods: action, research and documentation, this approach has uniquely harnessed the competencies of the Centre's staff and associated experts, providing in-depth assessments, access to and promotion of relevant knowledge, and the development of more general strategic perspectives among stakeholders in the wider Europe. Facilitating capacity building amongst majority and minority institutions through enhancing governments' institutional perspectives on majority-minority interaction in line with international standards and best practices, ECMI strengthened its profile and position as an advisory and trustworthy partner.

This has been particularly visible in the post-conflict status negotiations in Kosovo, and in developing a methodology for impact assessment on Roma Decade to be used by respective countries.

With such a broad portfolio of activities and requests for co-operation, the search for funding has been a volatile element in the past. The upcoming substantive evaluation prescribed in ECMI statutes will hopefully result in increased and stable funding, allowing for more long-term activities.

In my role as a Chairman, I still enjoy the support of the previous chairman who has now joined ECMI Advisory Council. I also look forward to co-operation with ECMI's new Board and dynamic staff.

I am confident that 2007 will bring further successes that will build on these achievements that underline the progress made and the importance of ECMI's ten years of promoting research and action in all aspects of minority inclusion.

# Introduction

*DR MARC WELLER*  
*ECMI DIRECTOR*



In December of 2006, the Centre celebrated its 10<sup>th</sup> anniversary. This event provided us with a welcome opportunity to mark what has been achieved and to reflect on our future ambitions.

Over the past ten years, ECMI has managed to establish itself as a key resource in relation to scholarship and practice concerning minority and majority relations. The early phase of our work was heavily marked by our activities in support of post-conflict stabilization and transformation in areas of South and Eastern Europe that had succumbed to ethnic tension and violence. While this focus will need to be maintained in relation to some places that have not yet found their way out of the cycle of ethno-political confrontation, the Centre has been able to move beyond conflict transformation.

In addition to post-conflict state-building, ECMI is now a recognized Centre of competence in relation to an increasing number of issue areas of special importance to minority-majority relations. These include political participation and enfranchisement of minorities, and the issue of full and equal access to social and economic opportunities within the state. Over time, we hope also to occupy the area of enhancing linguistic and cultural identities of minorities.

Looking back over the past decade, we have much to be thankful for. Whatever contribution ECMI has been able to make, this is due in the first place to the insightfulness of its founders in establishing an independent international institution in this difficult area of policy. Secondly, we have to express our appreciation for inspired leadership from within the ECMI Board, in particular its long-time Chairman Ambassador Peter Dyvig, who stepped down during 2006 after having piloted ECMI through a period of difficult transition within the Centre and in relations with its founders. Moreover, we have had strong support from a number of donors, including the Ministries of Foreign Affairs of

Denmark, Norway, Sweden, Germany, the United Kingdom, Ireland, and Switzerland, and the VW Foundation.

The Centre has now consolidated and stabilized in terms of its research staff and its administrative team. With the renewed engagement of our superb Deputy Director, Ms Ewa Chylinski, and the completion of the research team last year through the arrival of Dr Jonathan Wheatley, we are in a very strong position to build on our existing achievements and to meet the ambitious targets we have set ourselves for the next ten years.

# European Centre for Minority Issues 1996-2006

## 10 years of engaging in majority-minority relations

Established on 4 December 1996, ECMI was a product of long and careful deliberations and initiatives from two states, the Federal Republic of Germany and Denmark, as well as local initiatives from the regions of Schleswig-Holstein and South Jutland, where the process of reconciliation after World War II was most critical in relation to minorities left on both sides of the border.

The experience of reconciliation suddenly became relevant in the early nineties when Europe was shaken by a number of conflicts — the Balkan wars, as well as ethnic-based tensions and confrontations in the aftermath of the dissolution of the Soviet Union. With ECMI studying majority-minority relations in the wider Europe, and applying its findings by bringing them together in a transparent and constructive way, many communities have been able to perceive their respective roles as part of the same society.

### STRATEGIES, EVALUATIONS AND METHODOLOGIES

During the period, ECMI's work was guided by three strategic frames:

- 1996-2000 — reviewing models of minority arrangements (autonomy, institutions, legal provisions)
- 2000-2005 — putting in focus constructive conflict management and capacity building for governments and civil societies
- 2006-2008 — addressing issues of inclusion through political participation, language and culture diversity enhancement, equal opportunities and post conflict transformation

### *Strategic focus 1996-2000*

In the period 1996-2000, the Centre identified three main spheres of activity in order to translate the concern over minority issues into the identification of crucially important problems and how to address them: information services, research, and constructive conflict management. Projects from 1996 until 2000 focused on the evaluation of policies addressing minority-majority issues in various parts of Europe and the regular organization of seminars and workshops to facilitate dialogue between conflict parties. The central goal of ECMI was to contribute to the larger quest for solutions within the European community. The Centre was careful not to label the situations involving minorities as “problems”; rather the focus was on promoting the understanding that minorities are a viable part of any society hence tensions between groups are related to coexistence, rather than to specific groups that are partners in the coexistence.

ECMI's work was predominantly focused on Eastern and Central Europe, including issues related to the break-up of the former Yugoslavia. However, the Centre remained mindful of the larger issues within the Western European arena and where the issues of all of these regions intersect. In so doing, ECMI undertook both short and long-term interdisciplinary projects. This strong foundation allowed ECMI to continue to remain at the forefront of identifying critical areas of tension as well as further emerging issues.

### *Strategic Focus 2001-2005*

In this period, ECMI continued to focus on research and constructive conflict management through its action-oriented projects and practice-oriented research, as well as through its advisory services on conflict transformation and minority governance, which addressed minority issues in the accession process of a number of Central European states to the EU.

In terms of European regions, the activities were located in the still ethnically unstable Western Balkans, the Caucasus, Kaliningrad, Moldova, as well as in the Baltic States (Estonia and Latvia), Romania and Bulgaria, countries that were applying for EU membership. Along with developing minority governance standards and out of its interdisciplinary approach, ECMI worked on research projects on complex power-sharing and provided jurisprudence commentary relating to minority issues. It also engaged in applied research concerning the return of the Meskhetian Turks to Georgia, addressing the general issue of deported minorities using a rights-based approach.

To make the results of its case-related activities available to a wider audience, a number of dissemination seminars were held in the activity regions, as well as international conferences for the ECMI networks. At the same time, ECMI publications presented thematic issues and ensured proper objective information on the situation regarding majority-minority relations. Transparency and visibility of ECMI's actions and results was ensured by extensive website development, often with separate homepages for individual regions

and projects in English and local languages to improve access to information by local civil societies and governments.

ECMI's increased presence in the regions also had the effect of obtaining information on changing legal and other provisions for minorities to be included in the ECMI documentation (e-map) and to feed into other co-operating European networks (EBLUL, MERCATOR) etc.

For the first time ECMI turned its competence into delivering trainings on minority issues to other organizations such as EAR, IOM and UNDP as well as developing relevant manuals and guides. The above period of activities and experience-gathering resulted in the wish to further streamline and consolidate ECMI's profile, notwithstanding the change in the political environment, the stabilization of conflicts and the need to address minority inclusion issues, and led to a revision of the previous strategy towards a more programmatic approach.

#### *Strategy and Programme Document 2006-2008*

The need for a further development of the initial strategy is also derived from a changing external environment in Europe for ECMI activities. Five years ago, the Europe was in the middle of a conflict transformation period relating to the former Yugoslavia and other places. By and large, this situation has now stabilized. Opportunities for action-oriented projects and for funding of projects in relation to this area are therefore diminishing.

ECMI undertook an effort in 2004 to establish itself as the principal agency in the field of minorities within the EU, given (1) that is already in existence, (2) has a track record of good performance and (3) is already a semi-governmental institution (a governmental-non-governmental organization).

The consolidation of ECMI programmes will focus on activities related to:

- a) Political participation
- b) Conflict Transformation
- c) Social inclusion
- d) Equal economic opportunities
- e) Language and culture diversity

This will be stated in the new ECMI programme document to be published in early 2007.

Adapting to changing political situations and different capacities in the regions and reviewing its thematic approaches, ECMI conducts regular assessments of issues and continuously evaluates the applicability of its competencies and methodologies for solutions to be proposed to majority and minority communities together.

### *Documentation, information, publication*

Through international and regional partnerships, ECMI has increased and disseminated further its expertise on minority governance in such important issues as EU accession and legal discourse on international and national provisions, and has established a number of on-line resources accessible to all, as well as a specialized library, open to the public. Sharing the results of research and actions through ECMI's own publications — working papers, reports, issue briefs and monographs (often also in local languages) — as well as external publications, e.g. the European Yearbook of Minority Issues, the electronic Journal on Ethnopolitics and Minority Issues in Europe, and participating in a number of networks, ECMI continues to be a reliable and a non-biased resource in terms of information, competence and advice.

### *Future prospects*

In the next strategic period, EU approaches to the development and growth and to the constructive defusing of interethnic tension will dominate ECMI programmes. An innovative investigation into the field of economic opportunities and their access by minority populations will be undertaken, as this is an aspect often ignored in majority-minority discussion. ECMI will also continue to support conflict transformation efforts and reconciliation.

ECMI would like to thank the founders for their continued support and all donors who entrusted ECMI with the funds to conduct research and implement its activities.

*Anniversary celebrations & speeches:*

On 4 December 2006 a celebration of ECMI's 10<sup>th</sup> anniversary took place at the historic building of the Danish minority Citizens' Association in Flensburg, the same venue where the founding celebrations were held in 1996, providing a festive frame for the event.



Distinguished guests, the founders, the Board and Advisory Council as well as many others, greeted ECMI in their speeches. All speeches are accessible at [www.ecmi.de/about/history/ECMI 10th anniversary](http://www.ecmi.de/about/history/ECMI 10th anniversary).

Key speeches are included in this report.

## DR KNUD LARSEN, CHAIRMAN OF THE BOARD OF ECMI

*Ladies and Gentlemen.*

It is my privilege and indeed my pleasure to welcome all of you to the celebration of ECMI's 10th anniversary.

Ten years! If you have children — or have had children — of that age, you will know that ten years age is an essential point in the course of life. On one hand still child — on the other hand ambitions to behave in a more grown-up way and style. You have an individual full of energy, vitality and willingness to learn but also an individual style with a rapidly growing self-esteem.

This is a picture of today's ECMI. Still not fully developed, but with energy and vitality working along the lines of our mandate and vision. The ten years now gone has shown and has confirmed the importance of our task — and the results obtained so far have given ECMI recognition in political as well as in scientific circles.

There are lots of challenges to be dealt with in the future. The expansion of EU, the globalisation of politics and economy and the growing of conflicts among people of different race or belief are a mixture that creates minority problems. We have the ambition to be instrumental — with our knowledge and experience — in attempts to solve these problems where they are or might occur within or near to the European frontiers.

But if this is what we ought to do — and I believe it is — we have to face the shortcomings of ECMI and mainly concentrate on the shortage of economic means. When ECMI was created it was assumed by the Founders that a substantial part of the financing would be contributed by the EU. This has never been received and therefore we do have a gap in our funding.

It is my wish on our anniversary day that our founders will be supportive in our planned attempt to establish closer relations between ECMI and EU. And my wish is not a new one, but a mere repetition of what is dealt with in our statutes, article 4 where the founders impose on ECMI the obligation to apply for what was called "direct funding from EU". We are prepared to do so, but a successful outcome depends on forces, stronger than ours.

Once again: Welcome to everybody and thank you for coming and for sharing your time with us for a couple of hours.

CAROLINE SCHWARZ, MINORITY AND CULTURE REPRESENTATIVE,  
LAND SCHLESWIG-HOLSTEIN, (FOUNDER)

*Chairman Dr Larsen,  
State Secretary Mr Pedersen,  
State Secretary Dr Bergner;  
Ms Bailes,  
Ladies and Gentlemen,*

We are celebrating a special anniversary here in Flensburg today: In a ceremonial act 10 years ago, Prince Joachim of Denmark officially opened the European Centre for Minority Issues in the presence of numerous high-ranking politicians and society representatives from Denmark and Germany, as well as ambassadors from many other European countries. A vision had become reality, giving the exemplary minority policies in the German-Danish border region a European, an international dimension.

I am happy that so many noted guests have accepted the invitation to be here and extend to you all a warm welcome. I just greet especially the Members of the parliaments in Copenhagen, Berlin and Kiel, as representatives of all our guests.

Establishing the ECMI here on the border between Denmark and Germany was, from the very beginning, an affirmation of the political climate which has been able to develop here in the last few decades: New ground had been broken in minority policies and exemplary objectives achieved: A once historic burden has become a fruit-bearing asset for the future.

In 1955, the Danish Minister of State and Foreign Minister H.C. Hansen and the German Federal Chancellor Konrad Adenauer overcame obstacles which in the course of decades had become fixed in the minds of quite a few people. With the Bonn-Copenhagen Declarations, they declared their belief in a modern minority policy. Both statesmen signed documents on humanity and international understanding. And they showed their courage in doing so. Today, I would again like to thank the Kingdom of Denmark for the moving celebrations last year at Sonderburg Palace in honour of the 50th anniversary of the Bonn-Copenhagen Declarations.

Soon after the Declarations had been signed, it became clear that it was not only a question of securing the basic rights of the Germans with a Danish passport and the Danes with a German passport. The Declarations pointed well beyond that. The aim was also to generally promote and strengthen the friendly relations between the Kingdom of Denmark and the Federal Republic of Germany.

Due to its history, Schleswig-Holstein has a special relationship with Denmark. And I am very pleased that the two minorities are no longer bones of contention, but border-crossing bridge-builders. It is this important competence of the minorities which pays off in questions of border-crossing cooperation. We all profit from this.

And, in this spirit, it is characteristic that the ideas for a scientific, minority protection institution of European significance were not carried into the region but were developed from within the region.

The initiative came from Kurt Hamer, the first Commissioner for Borderlands Issues of the government of Land Schleswig-Holstein: Hamer approached the Schleswig-Holstein Minister-President Björn Engholm and the Amtsborgmester of Sønderjylland Kresten Philippsen in 1991 and proposed a border-crossing, internationally recognised institution. With this, Kurt Hamer had set the ball rolling shortly before his death: An important step on the way to establishing the ECMI was the study carried out by the present Consul General Professor Dr. Henrik Becker-Christensen.

After the Iron Curtain fell, nationalist conflicts flared up in Eastern Europe and tension grew between minority and majority populations in various regions of our continent. It was essential not only to overcome Europe's decades of division. It was essential to achieve a new European peace order. And it was essential to accept different nationalities, cultures and languages, giving living expression to European diversity in a mutual "European house"

In the German-Danish border area, the spirit of the Bonn-Copenhagen Declarations has been increasingly stimulated over the years. The principles of these Declarations no longer apply solely to the German minority in Denmark and the Danish minority in Germany.

And then, with the foundation of the ECMI, tasks were set which reflect the friendship that has evolved over the years. For the Institute is supported mutually by three founders: the Kingdom of Denmark, the Federal Republic of Germany and Land Schleswig-Holstein.

We, so I believe, all agree that the ECMI draws from the region's experience but has a more far-reaching effect:

The ECMI holds a large number of conferences and seminars, gives talks, and publishes information on projects. The ECMI is a think tank for minority protection; it works actively as facilitator in current minority conflicts and thus becomes a peacekeeping tool. It is a conflict research institute and advisory authority for all those with political responsibility.

Here lies, so I believe, the European significance of the Institute which at the same time benefits us in South Denmark and North Germany: because the work of the European Centre for Minority Issues gives its attention to a region which has succeeded in overcoming the frictions and has thus set an example. It brings delegations from all over Europe to us to show them what is possible. It presents the German-Danish border region as an example: not nostalgically as a kind of open-air museum but as a living competence region of cultural diversity.

One thing is certain, Ladies and Gentlemen: The Europe of the future, the Europe which has finally succeeded in overcoming political division, must be a Europe of cultural diversity.

Minority protection is an essential indicator of civilised politics. And I very much welcome the fact that the ECMI will again be presenting itself in Brussels next year, the year of the German EU Council Presidency. Perhaps even in the form of a mutual event involving the national minorities and the Federal Union of European Nationalities? I can already promise you the support of Schleswig-Holstein's government!

Ladies and Gentlemen, the European Centre for Minority Issues is a success story in the German-Danish border region and gives the minority policies implemented here a European dimension.

In the name of the Land Schleswig-Holstein and all members of the Land Government, I would like to thank all those who promote and support the work of the ECMI. I also wish to express my thanks to the members of the ECMI team for their dedicated work.

I wish the ECMI that they continue in the years to come to work effectively so that we can all live and work together in a peaceable environment of cultural diversity!

Congratulations! And thank you!

UFFE TOUDAL PEDERSEN, PERMANENT SECRETARY, DANISH MINISTRY OF SCIENCE, TECHNOLOGY AND INNOVATION, (FOUNDER)

*(The spoken word applies)*

*Minister President, ladies and gentlemen*

It is a great pleasure and also a great honour for me to hold the Danish speech at ECMI's Anniversary. The Minister of Science conveys his greetings and wishes ECMI a Happy Anniversary and many good and productive years to come.

For both Danes and Germans ECMI's location in Flensburg is of great symbolic value. As in this area of Europe you find a peaceful coexistence between two national minorities on both sides of the border. Many factors bear credit for that:

- There has been a strong will to establish a peaceful coexistence among the minority and majority on both sides of the border.
- Based on the Copenhagen-Bonn declarations of 1955 both the German and Danish Governments, together with the government of Schleswig-Holstein in Kiel, have created constructive outlines for this coexistence.
- And in both countries regulations have been adopted which have made it possible, that the national minorities could establish their own institutions and cooperation organs, where the parties could meet in peaceful and dignified circumstances.

On the basis of these peaceful arrangements ECMI has been tasked to involve itself in one of the most urgent subjects in Europe. The question of minority rights and duties has had a crucial impact on European history. It has released wars and destroyed vast areas of Europe. Understanding and good will is not enough in dealing with these questions.

It appears from ECMI's statutes that it should be ECMI's goal to work with the relations of national minorities and majorities and the questions, which might arise from that. The problems are to be analysed in a European perspective. The tools, which ECMI should use, are listed in the statutes as research, information and counseling.

I would like to concentrate a bit on the research perspective. Research is very much a way of working. You could call it a work ethic, which includes:

- Working systematically
- Working thoroughly
- To be as objective as possible

Without such work ethic the work of the ECMI would have no meaning, primarily because the work of the centre is based on credibility and trust. Credibility in relation to the international organisations ECMI works with, but first of all trust in relation to the minorities and majorities, which the centre work among. ECMI has undertaken a great work in mapping the national minorities in the areas of Europe where tension and armed conflict has been a part of every day life. This mapping is not without purpose. Many conflicts arise as a consequence of the question about in what respects a group of people is a nation or population, which differs from others.

It is on this topic where the special European dimension fits in: Identification of a national minority is not part of the problem, but part of the solution. In this connection I could imagine that ECMI could engage in a wider European perspective.

I hope that my colleagues in Berlin share my opinion: that minority problems will be on the European agenda for many years to come and that ECMI, if used correctly — could become an important player in the efforts of turning minority groups into valuable members of our European community.

Of other initiatives I could mention the projects which concern political participation and what is called complex power sharing. These projects show ECMI's interest in securing the practise-oriented projects locally, in relation to both minorities and majorities.

The goal should be reached with the tools ECMI has available in order to create a situation, which both minority and majority can benefit from. Research on minorities is also conducted in other places of the world but ECMI is the first research institution, which combines research and implementation of research results into concrete projects.

So, actually pioneer work is carried out here in Flensburg. This creates special challenges. If ECMI can live up to these we will have the possibility to see during 2007.

The Ministry of Science, Technology and Innovation has begun an evaluation of ECMI's activities in cooperation with The Federal Ministry of Interior and The Land Schleswig-Holstein. A panel of leading researchers in the field will carry out the evaluation. The Danish Evaluation Institute will act as a secretariat. I have great confidence that ECMI will get through this evaluation with no scars.

At the end a few remarks on ECMI's concrete projects: ECMI has projects in both Kosovo and Georgia, two regions, which for many years have been focal points in European politics. It has been and is ECMI's policy to involve and engage the civil society in the solutions of conflicts between groups of citizens. And here we are back to what I started with: the relations in the Danish-German border area. On both sides of the border the two minorities have managed to organise themselves and through this established a long lasting and constructive cooperation with the respective authorities. This might be the best contribution, which the border region has given Europe. To see, that conflict solutions between minority and majority do not always have to come from the outside, but have to grow on the spot.

That is why ECMI should not be resolving conflicts, but like the good midwife help the parties to resolve the conflicts among themselves. ECMI has in the past 10 years already contributed greatly to research within minority issues. It is not always easy to be an international organisation with owners in two different countries. There have been both ups and downs in ECMI's short history. But somehow you always seem to land on your feet. We can see that ECMI still has a mission in Kosovo and Georgia, where you have had projects through several years.

The Danish government would like to contribute to a peaceful coexistence in Europe between many different nations. It is therefore our hope that we also in the future will find ECMI in these parts of Europe, where conflict prevails and creates an existence of poverty and insecurity.

I wish you a very happy birthday and hope that you will be able to keep adding to a peaceful development of Europe.

Thank you for listening.

DR CHRISTOPH BERGNER, PARLIAMENTARY STATE SECRETARY FOR MINORITIES  
AND DISPLACED GERMANS OF THE MINISTRY OF INTERIOR OF THE FEDERAL  
REPUBLIC OF GERMANY (FOUNDER)

Dear;

*Dr. Knud Larsen, Chairman of the ECMI Board; Peter Harry Carstensen, Minister-President of Schleswig-Holstein Land; Uffe Toudal Pedersen, State Secretary, Danish Ministry for Science, Technology and Innovation; Ms. Alyson Bailes, Director of the Stockholm International Peace Research Institute, member of the Board of Trustees of the ECMI Foundation; Dr. Marc Weller, Director of ECMI;*

*Ladies and Gentlemen,*

Today ten years ago, on the occasion of ECMI's inaugural ceremony, Professor Dr. Kurt Schelter, State Secretary at the Federal Ministry of the Interior, also emphasized the following point in his address of welcome:

"Most countries do not have an ethnically homogeneous population. In addition to the majority population, their national community includes national minorities and ethnic groups. Their shared life in their country's society can develop fully and harmoniously only if the state grants the freedom to preserve the respective heritage, to citizens speaking a different language and having their own history and their own culture."

"Moreover, it is necessary that the ethnic majority, parliaments, governments and public administration, rather than just tolerating a minority, should fully accept that minority."

"We are aware that so far, this ideal state of affairs has not or not sufficiently been achieved in many places. Many European countries are still experiencing ethnical tension and have to cope with conflicts, smouldering for a long time, between nationalities and national groups conflicts which after the collapse of the old power structures in Eastern and South Eastern Europe flared up again and which are being pursued with violence, civil war, expulsion of people and mutual terror; also, some countries have to cope with religious conflicts and nationality quarrels already existing for quite some time and for which it has not yet been possible for decades to achieve a peaceful settlement. In addition, new clashes originate from the fact that as perceived by members of minorities they and their particular ethnic identity are not sufficiently respected and taken notice of within their country, and that their ancestral culture and language, as compared with the official (national) language, increasingly are falling into oblivion."

"Against this tension-laden background, the idea of creating a European Centre for Minority Issues was born. If we actually want to help to solve these problems, we must know much more about the ethnic situation and interrelations and the causes of conflict. Research has already been carried out on many of these aspects, but often the relevant findings are only available to that colleague who is responsible for the respective field of expertise. Therefore, the Government of the Federal Republic of Germany actively sup-

ports the aim pursued by the European Centre for Minority Issues, namely to deal as an independent institution with a European perspective with majority and minority issues through research activities and the provision of information and advice, and to look into the problems which can arise from the respective, and often differing, interests of these two segments of the population."

This description applies also to today's situation and work requirements as well; indeed, the number of minorities, especially as a result of the partition of states, has increased over the past ten years. The most recent example is provided by Serbia and Montenegro: as a result of the dissolution of this state union, minorities have come to exist in each of the two new republics; moreover, the other ethnic groups are now living in two independent states with their respective own specific features and conditions.

The number of "foreign" minorities within a country as well as the number of a nation's own minorities living in other countries where they are supported by their country of origin on account of their common history and language, differ widely. For Denmark this is a simple matter: at home, it has the German ethnic group in North Slesvig (Sønderjylland); and abroad, it supports one group the Danish minority in Schleswig-Holstein. For Germany, on the other hand, the situation is more complicated: this country has four autochthonous groups, and German minorities are present throughout Europe, in more than twenty countries, from Denmark to Kazakhstan. Thus, together with the Roma and Russians, Germans are one of the three minorities most frequently represented in Europe. Even though they are not involved in violence-prone conflicts, I recommend that they be given particular attention in the context of ECMI's research and advisory activities: on account of the possibility to resettle in Germany, not only the numbers and thus the minority population density of German groups in their traditional settlement areas, but also their sociological structure have changed; as a result, new challenges have arisen: what conditions must be met in order to ensure that, despite decreasing numbers and shifts in social structure, a minority will have the chance of survival? what supporting measures must be taken at the government level?

Ladies and Gentlemen,

a good many outsiders will wonder why ECMI is "domiciled" in Flensburg, since the majority of the issues to be dealt with are encountered much farther to the south and the east. The offer made at that time by the city of Flensburg to make the Kompagnie-Tor building available for this purpose is only one of the reasons. Another reason concerns the subject matter itself: this border region harbours quite a lot of material illustrating the emergence and successful overcoming of conflicts concerning national minorities. Also, the minorities in this region can serve as an example of self-organization, with a practised democratic interior structure and a self-assured and successful manner shown in their dealings with government authorities and the general public.

Consequently, Flensburg unlike Copenhagen or Berlin makes it possible for ECMI to avoid reliance on an artificial nutrient fluid for its capability-building and, instead, to base

its activities on fertile, actually existing humus which ECMI should this is what I wish for rely on more often than it has done so far.

This brings me to our future expectations. Looking at the present range of subjects covered by ECMI's activities, one cannot help but note that the Institute's present work is liable to turn away from the idea underlying its establishment. Some kind of agency acting as a "jack of all trades" for minority issues, without being integrated into European institutional structures, cannot be the aim of future development. Therefore, my wish for ECMI is that it may find its way back to the roots of its establishment, that it will accentuate the role model provided by the minority-related policies in the German-Danish border region, and that it will no longer deliberately refuse to deal with the issues arising in connection with the situation of German minorities in Europe and in the successor States of the former Soviet Union.

By extending "good luck" wishes to ECMI's representatives on the day of the institution's tenth anniversary, I place my expectations on the Institute's future development along these lines.

ALYSON J.K. BAILES, DIRECTOR OF STOCKHOLM INSTITUTE FOR PEACE  
RESEARCH, CHAIR OF THE ECMI ADVISORY COUNCIL;

In thinking about the language to use for these remarks, I felt it would only be symbolically correct to use both the languages of the countries who created ECMI, or neither — so I hope it is acceptable that I end up speaking English. That will also symbolize the fact that I am here as a voice from the international community of peace and security research — from my own institute, SIPRI, and from the academic advisory Board of ECMI; and even if I am not an expert on minorities myself, one thing I can try to do is to put the work of the ECMI in this broader intellectual and policy context. What is the connection between minorities and peace, or between minorities research and peace research for that matter?

I could start by noting that when I arrived at Sønderborg airport and drove across the Danish-German border last night, the driver hardly even needed to slow down. Instead of military defence, and watchtowers, the frontier crossing was marked by supermarkets and Christmas trees. Perhaps also symbolic was the fact that the taxi driver appeared to come from Pakistan, which would make him a member of one of the largest minorities in my own country. This all reflects the reality of a Europe that is both integrated and globalized: and while our own continent may have gone exceptionally far in that direction, the trend in much larger parts of the world as well is for peace and security today to be much less about frontiers and about state armies confronting each other across them. The great majority of today's serious conflicts are conflicts within frontiers — internal conflicts — and I would argue that the connection between minorities and peace is in the same

way becoming less of an external or inter-state matter and much more of an internal one. In the old days nations might go to war to possess (or re-possess) territories inhabited by minorities, or to protect minorities on someone else's soil, or of course minorities might go to war hoping to create their own new frontiers by achieving full independence. While those kinds of problems have not entirely left us — it's enough to mention Kosovo or Iraq! — I would suggest that most minority issues today are about relationships, including dividing lines, within societies: how to delineate a minority clearly enough that it can enjoy appropriate recognition and rights, but not to cut it off or separate it in a way that stops its members playing their due part in the politics, economics and culture of the larger national society, and indeed in international society as a whole.

The USA's National Security Strategy of 2002 defined terrorism as arising at the intersection of fanaticism and high technology. With a similar phrase we might talk of today's minorities issues arising at the intersection of identity and governance. If those factors aren't in proper balance or if one or both of them is dysfunctional—if different identities within the state are aggressive and incompatible or if the governance system fails to achieve peaceful coexistence based on equal rights—then human rights, human welfare and peace are obviously going to suffer, but the whole state and society will be weakened as well. Indeed, this is one of the ways in which so-called 'weak states' are created. Such a state is unlikely to be accepted for closer multilateral integration with its neighbours or if it is already within some larger regional organization, its own problems will risk infecting the whole. Conversely, if a country is at peace with its minorities and encourages them to take an active role in governance, not only will it enjoy better internal security but it should have more talents and assets to draw upon for peaceful international competition and security-building, not least because of the lessons it should be able to offer to others.

It is clear, therefore, to me as a security specialist why minority issues deserve and need to be studied, and why there is much practical work of advice and security-building to be done out in the field by those who understand the issue. But what priority should this topic be given, at a time when the whole agenda of peace and security studies has been in some danger of being dominated by the one great threat of terrorism, and by concerns about the other kinds of social divisions — mostly religious and ideological ones — that are most closely linked with terrorist phenomena? At SIPRI we are always inclined to be mistrustful of intellectual fashions like those related to terrorism and proliferation that have demanded so much attention (and soaked up so much funding) since 9/11. The dictates of fashion by definition are excessive and unbalanced, often eccentric and generally short-lived. The fact is that ethnic divisions with no particular terrorist or religious angle are still driving a number of open armed conflicts, especially in Africa. Even if you think of the Iraq case, the factor that would most likely to lead to an internationalizing of the violence would be a complete breakaway by the Kurdish population in the North, rather than anything that might happen between the Sunni and Shi'ite elements of the Arab population.

But for us as Europeans, perhaps most important and convincing argument of all is the importance of national minority issues for peace and security on our own borders and in our own extended European region. Whether they arise in the East Baltic, the Balkans or the Western part of the former Soviet Union, these issues are linked to risks of conflict that would directly affect our own territory if only through refugee flows and economic disruption. They appeal directly to our European consciences and sense of responsibility; and they need solutions for which our own experience can offer at least a partial set of lessons. They are also part of the challenges within the larger evolution of our distinctly European integration policy: the only stable future for the Balkans is to come fully inside our integrated institutions (as NATO recognized with its new offers last week to certain former Yugoslav states and Albania), while the challenge for states like Georgia and Moldova is that no other model than the democratic and integrated European one can have a hope of solving their problems, even if their own hopes of actual membership still look rather remote. It is surely no accident that the ECMI's activity is at present heavily focused on these particular areas of the European neighbourhood, and in my judgment is needs to be and will probably need to be for quite a while to come.

Looking to the future, though, what I'd like to stress is that all of us including ECMI have to be prepared for further dynamic changes. The agenda of the integration process never stands still; the focus of political and social reforms is constantly evolving and maturing rather than stopping short at some rigid final model; and I can assure you that the security agenda is developing perhaps fastest of all. Where yesterday minorities were linked with traditional wars and today they come into the frame of internal conflict, conflict resolution and security sector reform, tomorrow they will come in contact with a much broader emerging agenda of human security that focuses on things like fighting epidemic disease; natural disasters, degradation of the environment and climate change; crime and smuggling and other threats to local law and order; and perhaps not least, the impact on social and economic stability of major demographic shifts by no means just linked to immigration. The standards by which we measure the fair treatment and the equal empowerment of minority citizens seem bound to evolve accordingly. In the old days we might ask if minorities could provide officers in the armed forces; now we might ask if they can provide their own members of the police as well as their own politicians and teachers; in a few years we may be asking if they have equal access to stocks of bird 'flu vaccine, or if they have their own adequate first aid and rescue services, or if businesses in minority areas are properly briefed on how to guard against technology theft and cyber-crime, smuggling and terrorist money-laundering. As we can all see already, the more the international security agenda becomes internal and intrudes down to the very individual level in our own societies, the more we have to be on our guard against measures taken in the name of security starting to intrude on our human and civil rights and indeed our

human dignity. It should go without saying that we need to be exceptionally sensitive to the treatment of ethnic minorities in that context as well.

Ladies and gentlemen, as head of a peace research institute I face many of the same challenges as ECMI has to face both at the strategic and the day-to-day working level. We both have to balance the demand for analytical work of high academic value with making a practical contribution to the shaping of solutions out in the real world. We both have to balance objectivity with a passion for the truth and the higher principles, and we have to think about how to make sure that our own behaviour reflects and conveys—to everyone concerned—the same values of tolerance, understanding, peace and security building that we advocate in our written work. It is certainly not an easy job! It needs proper financial support not least so that it can use the best possible human resources, and it also needs moral support, recognition and encouragement. I am here today to extend that support wholeheartedly to ECMI with my warmest anniversary congratulations on behalf of myself and everyone at SIPRI and the advisory board. I congratulate the Centre on a distinguished first decade and I wish it many more years and decades of successful work in the future!

STARTING ECMI

STEFAN TROEBST

PROFESSOR OF EAST EUROPEAN CULTURAL STUDIES AT  
THE UNIVERSITY OF LEIPZIG AND ACTING DIRECTOR OF THE LEIPZIG CENTRE  
FOR EAST CENTRAL EUROPE (GWZO)  
ECMI DIRECTOR 1996-1998

Starting ECMI in the memorable summer of 1996 was quite an adventure: There was no office space, no cash, no staff and no legal basis. Thanks to the Centre's first chairman of the board Professor Bent Rold Andersen the first three obstacles were removed within record time: In the Kompagnietor Building, then under heavy reconstruction work, a combined phone and fax machine was installed in a closet full of dusty antique furniture; with the help of the Danish Consul General in Flensburg Professor Lorenz Rerup a director was searched for and hired within little more than two months; the new director immediately contracted an office manager; and the two of them succeed in talking a local bank into opening an account for a legally non-existent institution. To solve problem no. 4, it is true, took the three founding governments a bit longer, but on 29 January 1998 the act of foundation solemnly took place.

In the meantime, the Centre had been turned fully operational: In August 1996, the board and the director agreed on ECMI's actual shape, on its profile, tasks and range of activities; in November, a polyglot secretary was employed; on 4 December 1996, a lavish

opening ceremony was held; and in the spring of 1997, an academic staff of three plus a librarian were hired. Thus, the Centre was able to start its first public activities: In April, the 1997 "ECMI Kompagnietor Lecture" was delivered by the OSCE High Commissioner on National Minorities Max van der Stoel, and in May the first ECMI conference, organized in cooperation with the Baltic Academy, took place in Lübeck-Travemünde, Germany. The topic was "Minorities in the Ukraine," and it triggered off what became a long-standing interest in multi-ethnic Transcarpathia in Western Ukraine.

With the academic staff firmly in place, the pace of activities soon increased: In September 1997, ECMI's first conflict workshop "From Ethnopolitical Conflict to Inter-Ethnic Accord in Moldova" was held in Flensburg and in Bjerremark on the Danish side of the border. It was attended by representatives of the central government of Moldova, of the autonomous region Gagausia, and of the separatist authorities on the left bank of river Dniestr. It was a first success for ECMI when the final document of the seminar was introduced into the five-sided international negotiations on the future status of Trans-Dniester (OSCE, Russian Federation Ukraine, Moldova and Trans-Dniester).

Also in the fall of 1997, ECMI held its first scholarly conference entitled "Ethnoradicalism and Centralist Rule: Western and Eastern Europe at the End of the Twentieth Century". On Sandbjerg Estate in Denmark, political scientists, historians, sociologists and international lawyers discussed the question why in some instances majority-minority relations turn violent while the do not in others. In addition, the Centre together with the Institute for Peace Research and Security Policy of the University of Hamburg and the Institute for Advanced Studies of the Humanities at Essen co-organized a conference "Evaluation the State of the OSCE: Interlocking Institutions, Longterm Missions, Internal Structure" in Bonn, Germany, which took stock of the achievements and failures of this international organization in the 1990s.

These initial activities during the Centre's *annus unus* were accompanied by a further institutional build-up. In the fall of 1997, an Advisory Council of some twenty personalities from Eastern and Western Europe was set up, and in 1998 the ECMI Board was enlarged by two more members nominated on behalf of the Council of Europe and the OSCE. Also, the renovation of the Kompagnietor Building with library premises, office space and above all the Seeamtssaal, formerly the court room of the Flensburg Naval Court, was finalized.

With the official act of foundation in January of 1998, the Centre's build-up phase was completed. Thus, 1998 became ECMI's first "regular" year. This was marked by the first ECMI publications, among them an extended working paper on the failed prevention of the Kosovo conflict and a report on ECMI's seminar on Moldova. Another sign of the Centre's new "normality" was the launching of a series of ECMI Baltic Seminars and, in particular, the Centre's first large-scale international conference "Implementing the Framework Convention for the Protection of National Minorities", which was held in Flensburg in June 1998 and was attended by some 50 experts, diplomats and policy-mak-

ers. Also the second half of 1998 was an extremely busy time for ECMI. Next to a seminar on interethnic relations in the Transcarpathian part of Ukraine, held in the region's capital Uzhhorod, the daring task of tackling the Corsican Question was undertaken. For this purpose, a group of politicians and officials from Corsica as well as from Paris were invited by ECMI and the Åland Islands Peace Institute to visit the autonomous and Swedish-speaking Åland Islands in Finland. That the experiment was successful was proven by the fact that the participants themselves undertook the initiative to publish the proceeding of this seminar on "Insular Regions and European Integration: Corsica and the Åland Islands Compared" in French in Corsica.

It was, however, exactly the success of ECMI's activities in 1997 and 1998 which clearly demonstrated the limitations of the Centre: Almost every idea promoted by its tiny staff was so well received that it immediately turned into an avalanche of work. Thus, for the sake of sustainability and continuity a concentration on several core tasks and regions had to be undertaken which meant that other proposals and project could not be pursued.

In the midst of its feverish activities, ECMI suffered a series of tragic losses and setbacks. In December 1996—a few days after the official opening of the Centre—its *spiritus rector* Professor Lorenz Rerup died; in May 1997, after only nine months in office, the energetic Chairman of the Board Professor Bent Rold Andersen resigned from his position due to endless quarrels with the German co-founders over Teutonic budget regulations; and in April 1998, Professor Hans Peter Clausen, untiring member of the ECMI Board and Professor Rerup's successor as Danish Consul General in Flensburg, deceased. Thus, still during the decisive build-up phase, the three most important brains behind ECMI were gone. It was primarily due to the diplomatic professionalism and active sympathy of the Danish Ministry of Foreign Affairs that the Centre managed to get out of these heavy waters.

Looking back, getting ECMI flying was a fascinating challenge. It was a rewarding experience to work together with a brilliant international staff, with a highly competent Advisory Council and with a Board of seasoned professionals. In addition, it was particularly encouraging to get the full support of international organisations like the Council of Europe or OSCE, but also of a large number of NGOs. In comparison with this support, the headwind caused by the diplomacy of a single EU member state was insignificant. In the fall of 1998, when I moved on to my new assignments in Leipzig, I did so in the conviction that by then ECMI was firmly established and had put its name on the map.



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## Action-Oriented Projects

In 2006 these projects experienced a quality shift from being conflict resolution endeavours to constructive post-conflict transformation. ECMI's efforts to build capacities of governments and civil societies, majority and minority alike, resulted in greater awareness and a will to engage in finding political solutions based on transparency and institutional arrangements. Georgia, Kosovo, Serbia, Moldova and Roma inclusion were the focus of continued intensive actions bringing to successful closure some of the projects.

### I. ETHNIC MINORITIES IN THE SOUTH CAUCASUS — GEORGIA

This year has seen some positive developments in Georgia in the field of minority-state relations. Notwithstanding the deadlock in finding solutions to the ethno-political conflicts over the break-away and *de facto* independent regions of Abkhazia and South Ossetia — which remain frozen and where increased tension in the relations between Georgia and Russia in 2006 impacted negatively on the prospects for the solution to these conflicts — progress in relations between the central authorities and the larger regionally settled minorities could be observed in the past year. Although the Georgian government has shown a positive attitude to the implementation of international standards on minority protection, there is still a need to transform the intentions into legislation and concrete policy action. Georgia's national minorities remain largely disenfranchised from political participation and civic inclusion, not least the regional minorities in Javakheti and Kvemo Kartli.

The efforts of the Saakashvili leadership to build a strong Georgian state, fight corruption and integrate the minority regions of the country has materialized in reforms in the education sector as a first step. Significant efforts have been made in 2006 to advance

knowledge of the state language in minority regions, where mostly Russian and minority languages are spoken. However, in the cause of the reforms, a tendency to downplay the importance of minority rights can be noted, especially in the sphere of education or with regard to the increasing usage of Georgian as the only official administrative language.

ECMI began its activities in Georgia in 2003. In 2004 and 2005, ECMI implemented activities to engage the minority communities in Javakheti and Kvemo Kartli in a process of political dialogue with the central authorities and to empower regional communities to take an active part in this process. Moving forward to the period 2006 — 2007, ECMI has developed an integrated strategy that fully covers issues of integration and minority rights. In 2006, ECMI continued implementing its complex programme in Georgia, which is part of Denmark's Caucasus Programme 2005-2007 and funded by the Neighbourhood Programme Department of the Danish Ministry of Foreign Affairs.

The integration and protection of minorities is among the primary factors to ensure more stable and democratic development in the South Caucasus and the prevention of future ethnic conflict. The interventions of the programme thus aim towards the inclusion and integration of minorities into the socio-political life of the country, while at the same time ensuring that minority rights are protected. The programme focuses on supporting government efforts in devising legislation and policies to enhance governance on minority related issues and simultaneously on empowering local communities in minority populated regions to engage in informed and constructive dialogue with central government actors. The regional focus of the programme is on capacitating civil society actors in the predominantly Armenian region of Javakheti (Akhalkalaki and Ninotsminda districts) and the multi-ethnic district of Tsalka in Kvemo Kartli region. Below is a review of some of the key developments under the programme in 2006.

### *Engaging local communities*

An obstacle for effective improvement of the conditions of national minorities and regional populations is that the minority and regional groups themselves are poorly organized and that the level of political participation in parliament and government remains very low. Hence, minorities are politically marginalized and face difficulties in raising their concerns in public debates and political life. To enhance the regions' involvement in policy-making processes — as a key component of ECMI's activities in Georgia — two regional stakeholder associations have been established, initially as informally organized structures, and subsequently as formal structures registered as associations of non-governmental organizations (NGOs). Two such associations formed in 2004 (Javakheti) and Tsalka (2005), have been further developed and capacitated in 2006: the Javakheti Citizens' Forum (JCF) and the Tsalka Citizens' Forum (TCF). The networks function as inclusive associations of regional NGOs and individuals committed to supporting the process of regional integration and protection of minority rights. Both networks are ethnically inclusive and consist of all minority groups in the respective regions. The fora serve as

important channels of information exchange between the authorities and the regional populations; on the one hand as platforms for dissemination of new legislation and government policy in the regions; and on the other hand as mechanisms for consultation between civil society and regional and central authorities. Both fora are governed by a board and a chairperson elected by the members.

In the predominantly Armenian populated region of Javakheti a resource centre, established in 2005, has been maintained and developed throughout the year. The resource centre hosts meetings of the JCF and individual NGOs and implements activities to enhance awareness regionally on social and legal issues. The centre also facilitates the work of four thematic working groups made up of JCF members, who in 2006 have been drafting regionally specific recommendations to the central government. Like in earlier years, ECMI has also offered training in project development and management for JCF member organizations and has provided small grants for social, educational and cultural activities in the region. As part of a strategy for gradually making JCF sustainable, efforts have also been undertaken to engage JCF members in the running of the resource centre, and since October the centre is manned by a group of key stakeholders.

Similarly, in Tsalka, the Tsalka Citizens' Forum is supported by a resource centre established in July. Like in Javakheti, the centre runs trainings and working group meetings as well as consultative meetings with regional and central authorities. In terms of ethnic composition, the Tsalka region is more complicated than Javakheti. Here, the population consists of Greeks, Armenians, Azeris and Georgians. In general, there is little interaction between the ethnicities of the region, and while there are only 2-3 active NGOs in Tsalka district, the TCF is the first association which seeks to embrace all groups in the region, aimed at enhancing cohesion at the regional level, and at the same time establishing a channel for policy consultation and information exchange between the region and the state.

Most of the ethnic Georgians in Tsalka district are recent immigrants displaced from mountain regions affected by natural disasters. The immigration has caused tensions in ethnic relations, especially because, in many cases, ecological migrants have illegally settled in houses owned by Greeks who have departed for Greece. To bring attention to this and other problems in relation to the potential for tension in the Tsalka region, ECMI in 2006 conducted a research study on the current situation, providing an analysis with recommendations for government action. The resulting working paper has been a key source of information for the Public Defender and other state bodies in considering appropriate responses to the tense situation in the district.

There is little doubt that the policy dialogue conducted between the regional stakeholder fora and central levels of government has contributed to reducing mutual distrust and is helping to create a measure of confidence between the regional populations and the government. Indeed, the environment for region-state consultation has improved over the course of the past two years. Government officials now frequently visit the regions to at-

tend meetings organized by JCF and TCF. In the same vein, regional stakeholders are able through the programme to travel to Tbilisi for consultation with government officials and participate in meetings organized by the Public Defender's Council of National Minorities (see below).

In December, ECMI organized a large conference in Tbilisi as an annual culmination of the work conducted by the working groups of JCF and TCF. Some 90 representatives of governmental and non-governmental structures from Javakheti and Tsalka took part in the event, as well as representatives from the central government and parliament, foreign diplomats and international development aid agencies.

The conference addressed issues related to regional integration and minority protection. Special emphasis was placed on local self-governance and integration/protection of minorities in the cultural and educational spheres. Notably, this was the first major event that specifically concerned also the situation in Tsalka district. At the conference, representatives of JCF and TCF presented regional recommendations for legislative improvements and policy action as seen from a regional perspective. While the recommendations provided a starting point for the discussions, the conference bolstered a concrete dialogue between regional actors and various central stakeholders, especially on language issues and minority inclusion in the decentralization process.

The conference took place in a cordial and cooperative spirit and, in spite of differences in opinions, participants on both sides expressed satisfaction with the constructive attitude of government and regional stakeholders to enter into this problem-oriented discussion. In contrast to similar events held in 2004 and 2005, this year's conference gave a clear impression to most participants that the government and regional stakeholders are increasingly committed to enhancing consultation to find solutions to regional and minority issues.

#### *International Treaties on Minority Issues*

Georgia has moved forward in fulfilling its obligations to the Council of Europe in 2006. As regards minority related treaties, the Framework Convention for the Protection of National Minorities (ratified in December 2005) entered into force in April. The European Outline Convention on Transfrontier Co-operation was ratified by Georgia in August. On the other hand, the signing and ratification of the European Charter for Regional or Minority Languages (ECRML) was postponed until 2007. Among other unfulfilled obligations are the issues concerning the return of the Meskhetian Turks deported from Soviet Georgia in 1944 (see below), and the adoption of a Law on National Minorities. While a State Concept for Integration and Protection of National Minorities was drawn up in 2005 as a tentative measure to clarify state policies on national minorities, no progress has been made in 2006 to adopt this Concept. It is now envisaged that the State Concept can be amalgamated into a Law on National Minorities to be adopted in 2007 in order to conclude the fulfilment of Georgia's obligations to the Council of Europe.

However, government and parliament action towards fulfilling the remaining obligations to the Council of Europe continues to take a slow pace, and even if the obligations are fulfilled *de jure*, it remains to be seen whether government and parliament will fully commit to the provisions enshrined in these obligations.

In 2006, however, ECMI has taken steps to support the process of implementation of the FCNM. In June, two seminars were co-organized with the Council of Europe and the Georgian Ministry of Foreign Affairs on the implementation of the Convention, respectively with the government/parliament and with minority representatives. On these occasions, the Government undertook to establish a working group to draw up the first state report due on 1 April 2007. However, by the end of 2006 little progress had been made in the drafting process. It is yet to be seen if the drafting body will be able to submit the report in a timely manner. To enhance the basis for drafting a high quality state report, however, ECMI has held several individual consultations to provide inputs to the state report, while a feasibility study on the FCNM and a set of recommendations elaborated by the Public Defender's Council of National Minorities have also been widely circulated (see below).

The feasibility study in relation to the FCNM, conducted in 2006, undertook to identify the gaps in legislation and policy practice for Georgia to comply with the Convention. The report, which is informed by literary sources and fieldwork among minority communities, has been widely circulated among government and minority stakeholders.

Moreover, ECMI has conducted research on the status of regional and minority languages — in relation to the European Charter for Regional or Minority Languages (ECRML) — leading to the publication of two working papers in 2007. One report studies the feasibility of implementing the ECRML with a special focus on the compactly settled minorities (the Armenians and the Azeris), while the other paper aims at studying the situation with regard to several regional languages (Mingrelian, Laz and Svan), which are related to Georgian, yet are not mutually intelligible with the state language. The papers will be used as a basis for providing more documentation on the language issue and for organizing a number of consultative meetings in 2007, which can impact on the policy action subsequent to the adoption of the ECRML.

#### *Council of National Minorities*

While ECMI in December 2005 facilitated the establishment of a Council of National Minorities (CNM) under the auspices of the Public Defender of Georgia, enhanced efforts were undertaken in 2006 to develop the council into a viable and respected structure. The Council consists of representatives of some 80 national minority organizations in Georgia and has been created to bring an institutionalized mechanism for minority-state consultation into being at the national level. During the year, the CNM has drafted a set of elaborate recommendations to the government, emphasizing deficiencies in Georgia's current legislation and policy practice in relation to the provisions of the Framework Convention

for the Protection of National Minorities. Representatives from the regional stakeholder networks in minority regions, the Javakheti Citizens' Forum and the Tsalka Citizens' Forum (see above), as well as other regionally based minority groups have also been encouraged to take an active role in these proceedings in order to ensure a fully representative function of the Council. Subsequent to the elaboration of the recommendations, which were drafted by four thematic working groups, consultations were made with government stakeholders in December to familiarize them with the views of the minority representatives. In the first half of 2007, the recommendations will be further refined, also taking into account the feedback from the state structures. Eventually the document will be developed into an alternative report, supplementary to Georgia's state report on the FCNM, to be submitted to the Council of Europe. In the coming year, efforts will also be made to develop the CNM into a largely sustainable consultative institution.



The Public Defender of Georgia, Mr. Sozar Subari, signs the declaration of the Council of National Minorities. The Council, working under the auspices of the Public Defender of Georgia and established with technical and financial assistance of ECMI, was inaugurated in December 2005 and consists of over 80 minority organizations.

#### *Decentralization and Self-Governance*

With local elections held in Georgia on 5 October, a new law on local self-governance entered into force. The law envisages, *inter alia*, the delegation of more power to local district authorities in administering their own funds. ECMI has worked closely with a range of state bodies, most notably the Centre for Effective Governance and State Territorial Reform (CEGSTAR) and the Parliamentary Committee for Regional Policy in enhancing awareness on the implications of the new law and the overall decentralization process. ECMI has facilitated several meetings between the above state bodies and regional minority representatives to consult on the decentralization process, and a national expert has been seconded to CEGSTAR to support this structure in elaborating policy mechanisms for regulating minority governance based on European standards. In addition, a number of trainings were held at the regional level on the election code prior to the local

elections, as well as a number of training events on self-governance for newly elected local government officials.

#### *Repatriation of Deported Meskhetian Turks*

During World War II, a wholesale deportation of several populations took place in the Soviet Union. While most of these people were rehabilitated and repatriated in the 1950s after Stalin's death, the Meskhetian Turks deported from Soviet Georgia remain the last of the deported nations who are yet to be granted the right to return. It is among Georgia's obligations to the Council of Europe to complete the process of rehabilitation before 2012, and over the past two years some progress has been seen in Georgia to take the necessary preparatory steps. ECMI is playing a leading role in advancing this issue. From 2004-2006, ECMI conducted a large-scale research project on the Meskhetian Turks funded by the Volkswagen Foundation, leading to the publication of a 650 page authoritative research volume and covering the Meskhetian Turks in all the nine countries of current settlement. The book will be published simultaneously in English and Russian and is to be released in April/May 2007. It is expected that the volume will be a major tool for Georgian policy-makers and the international community in addressing the issue.

At the same time, ECMI — in close cooperation with the Council of Europe — is actively supporting the government in devising policies on Meskhetian Turk repatriation. In the first part of 2006, ECMI facilitated a working group of Georgian experts to elaborate a draft law on repatriation. Moreover, a national key expert has been seconded to the Office of the State Minister for Conflict Resolution Issues, who has been instrumental in advancing the issue on the political agenda. ECMI has also taken part in several consultations with the Council of Europe experts and other international agencies on the issue. However, the government, in spite of ongoing pressure from the Council of Europe, has been slow in making preparations for adopting the law. Currently, it is envisaged that the law will be adopted not earlier than spring 2007. While ECMI is planning a series of follow-on activities, including the elaboration of a state strategy on repatriation, such measures will be implemented only subsequent to the parliamentary hearings on the law. ECMI will seek to second a national expert to the Ministry for Refugees and Accommodation, which is now the state body responsible for the repatriation issue.

#### *Other Policy-Action Generating Research*

Several smaller research studies have been conducted in 2006 as part of ECMI's overall intervention in Georgia. The research is practice-oriented and designed to generate policy action, while it seeks to provide much needed data and information on little known aspects of minority concern.

Starting from late 2005, ECMI has continued researching the situation of ecologically displaced persons from the mountain regions of Ajara and Svaneti during the past year. Since the early 1980s, dozens of thousands of persons have been displaced due to natural

calamities in their region. Many of the ecologically displaced have been settled in regions populated by national minorities, at times resulting in tension between the natives and the migrants. In order to support the efforts of the government, and specifically the Ministry for Refugees and Accommodation, in managing the process and to enhance consultations with recipient communities, research on this poorly documented issue is envisaged to provide a basis for subsequent policy action. The results of the research will be published in early 2007 as an ECMI working paper.

In the second half of 2006, ECMI also began the preparation for a handbook on Georgia's national minorities. The purpose of the handbook is to explain and describe minority groups and issues and the context of their existence in simple prose for the informed, but not necessarily scholarly, reader. The book, which is scheduled for publication in Georgian and English in the second half of 2007, aims at providing basic information on the history and current situation of 14 national minorities in Georgia, including the numerous groups such as the Azeris and Armenians, but also smaller groups with a significant historical presence in the country, such as Abkhazians, Ossetians, Russians, Ukrainians, Kists (Chechens), Jews, Kurds-Yezids, Greeks, Assyrians, Avars, Udins and Roms. The intention is to provide a handbook based on facts rather than opinions as a tool for enhanced awareness in Georgian society on the country's multitude of national minority groups.

In the light of the Russian-Georgian crisis, and the increasingly harsh, at times even xenophobic, policies taken towards ethnic Georgians living in the Russian Federation, ECMI also embarked on a study of the situation of Georgia's Russian minority. Research on this issue was conducted in late 2006, and a report is scheduled for publication in early 2007. It is encouraging to note that among the conclusions of the report, it is observed that no measures against the Russian minority have been taken by the Georgian government in response to anti-Georgian policies carried out in Russia since a diplomatic crisis erupted in September 2006. Generally, the Russian population in the country does not face problems based on their nationality, other than a general lack of state funding for minority community activities.

A specific study of a Russian ethno-religious sect settled mostly in Ninotsminda district of Javakheti, the Dukhobors, was conducted during the second part of 2006. This group, which settled in Georgia in the 1840s having been expelled from central Russia for their religious dissent, is currently facing serious trouble with the status of their collective farm (a Soviet style *kolkhoz*). While nearly all state farms were privatized in the mid 1990s, the Dukhobor community has maintained their *kolkhoz* and now find themselves caught in a complicated legal trap that threatens to jeopardize the future existence of the community. Currently facing the threat of bankruptcy of the collective farm, thus potentially depriving the small-scale farmer community from of its of subsistence, many Dukhobors consider emigration to Russia as their only option. Against this background, the ECMI study has undertaken to document the reasons for the unfortunate developments regarding the Dukhobor farm as a means of providing the government with information

to take necessary action in finding solutions. When published in November, the report received extensive media coverage, and a roundtable at the Public Defender's Office was held with key government figures from relevant state bodies. As a result, ECMI and the Public Defender have established cooperation with the Central Tax Department, the Georgian Young Lawyers Association and the Ministry of Culture to resolve the issue, and it is expected that the legal problems can be fully resolved in the first part of 2007.

The research on the Dukhobors, which also studies the process of implementation of a current land privatization reform, has also highlighted the need for provision of more information to rural dwellers on their rights in the privatization process. According to a 2005 law on privatization, thousands of hectares of state owned land is to be privatized and a large proportion of this land is situated in regions predominantly inhabited by national minorities. To prevent tension over land ownership, it appears crucial that the rural population in minority regions (but also in Georgian inhabited regions) is properly informed about their right to acquire land. Hence, ECMI in cooperation with the Georgian Young Lawyers' Association has developed an easy-to-read publication in Georgian, Russian and Armenian, which is being distributed at a series of information-sharing meetings with farmers in Javakheti and Kvemo Kartli in relation to the privatization process.

Finally, ECMI has conducted initial research on the Roms in Georgia. There are an estimated 4,000 Roms in the country, but hardly anything is known about this particularly vulnerable national minority. The study, which will lead to a policy paper for publication in spring 2007, will provide basic information on the Romani community, and is intended for future action on Roma social inclusion by the government and the international community.

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Overall, Georgia has moved slightly forward in the past year to enhance governance on national minorities. While the government has been vigorous in advancing regional — and especially linguistic — integration, concerns remain that the integration policies to an extent affect the protection of the rights of minorities. However, the Georgian government that took office after the “Rose Revolution” of 2003 remains keenly interested in furthering the integration into Euro-Atlantic structures and with the current prospects of becoming a NATO-member in the not too distant future, the country's leadership is stimulated to complete the fulfilment of its obligations to the Council of Europe, including provisions on national minorities. Although the pace of ratification, adaptation and implementation of Georgia's commitments continues to be behind schedule, government officials have appeared increasingly willing and committed to enter into policy dialogue with representatives of national minorities. There are signs that attitudes among decision-makers towards national minorities are gradually, albeit slowly, changing, and that policy-makers and key-government stakeholders are moving towards more ethnically inclusive concepts of state building. While this is an encouraging fact, it should also be noted that

dialogue alone cannot enhance participation and inclusion of national minorities in society. The Georgian government and parliament will have to make significant progress in 2007 on enhancement of minority related legislation, governance, minority protection and tolerance promotion to show its constituency and the international community that the country's commitments are more than just declarative intentions.

A condition for promoting regional integration and defusing inter-ethnic tension in the South Caucasus, and in particular in Georgia, is the empowerment of the central government to enhance governance on minority and regional issues. Government structures in Georgia generally remain weak and lack institutionalisation, in spite of some progress made after the "Rose Revolution". Issues concerning regional and minority issues are largely dealt with in an unsystematic and *ad hoc* manner. This issue needs to be seriously considered by the government in 2007. While there is a range of government and parliamentary bodies, which are partly responsible for these areas, there is a clear absence of an efficient state body to carry out policies in this field. In 2007, ECMI will make efforts to seek government support for the establishment of an effective central structure — be it a separate ministry or a department within an existing ministry - to be responsible for minority issues and civic integration.

## II. MINORITY ISSUES AND STABILIZATION IN THE BALKANS

### Determining Kosovo Status — The Process in 2006

The process of defining Kosovo's future political status started in 2006 and has had a significant impact on other developments in Kosovo. This process has been carried out by UN-sponsored mediation talks in Vienna and has been led by the former Finish President Mr. Martti Ahtisaari.

Throughout the year there have been a number of meetings in Vienna. These meetings were held between, on the one hand, the Kosovo Delegation, a structure representing key political leaders of Kosovo, and the government of Serbia on the other hand. The series of meetings considered different issues related to the organisation of Kosovo's future governing structures. By the end of 2006, there were clearly diverging positions amongst the negotiating sides on most of the issues. It is expected that a comprehensive package on the status settlement will be proposed by Mr. Ahtisaari at the beginning of 2007.

A significant part of these talks dealt with issues relating to minority communities. It is expected that any settlement package for the status solution will include provisions for the protection of minority communities. As the status talks enter into their final stages, Kosovo institutions are also preparing to acquire a full range of governmental functions. Kosovo institutions have acknowledged that there are minority communities within the

territory of Kosovo and will guarantee the protection of all persons and communities in accordance with European and international standards.

ECMI activities in Kosovo have been carried out in the context of the ongoing status negotiations and amidst preparations for shifting competencies from the UN Mission in Kosovo (UNMIK) to the Kosovo Provisional Institutions of Self Government (PISG).

Building upon its continued presence and experience in the country since 2000, ECMI has implemented projects with a dual purpose. The first has been to support the capacity of government institutions and political leaders in order to facilitate good governance and integration. The second has been to promote inter-ethnic dialogue and a sustainable returns process through continued consultative involvement with all stakeholders — particularly minority communities.

In this vein ECMI has provided key legal and advisory support to the negotiating team of the Kosovo Delegation, has supported the establishment of minority institutions such as the emerging Kosovo Community Consultative Council, and has supported governmental offices on issues of minority and human rights. ECMI activities have resulted in the following four main outputs:

- It has provided support to the Kosovo delegation in the Final Status talks in a way that has contributed to a more stable, constructive and professional negotiating environment
- It has generated the opportunity to establish a process of entrenching the commitments made to communities in relation to the post-Status environment and thus to enhance the chances of their implementation at a later stage
- It has contributed to the building of capacities and structures for addressing issues of displaced persons and returns relevant to minority communities
- It has generated access to the negotiating process for the minority communities;

As a result of ECMI's efforts to promote minority rights and the protection of minority communities there has been intensified cooperation between the PISG and minority communities — particularly in areas of political participation, legislative development and policy recommendations. Furthermore, ECMI's capacity building and stabilization projects have demonstrated the benefits of mutual cooperation between all communities and between communities and governmental and political bodies.

By taking this multi-level approach to working with Kosovo institutions, minority community leaders and other stakeholders, ECMI projects have helped to expand the commitment to minority rights and minority protection into the political and legal landscape of Kosovo.

## Stabilization and Political Status of Kosovo: Support and Advice for the Kosovo Delegation

The stability of the Balkans remains insecure as Kosovo's political future remains uncertain. The Kosovo Delegation was engaged in the difficult task of negotiating the future status of Kosovo throughout 2006 and ECMI continued to provide targeted support and advice in areas of minority and human rights to the Kosovo Delegation, the Political Group, which is the structure, engaged in day-to-day organisation of the work, and its specific Expert Committees. ECMI has also developed working relations with the Ahtisaari Team in Vienna, contributing to the development of the Guiding Principles of Decentralisation.

The key result of ECMI's support of the Kosovo Delegation is the *Framework for the Protection of Rights of Communities in Kosovo (Framework Document)*. This document is the most comprehensive document produced up to date in the field of community rights in Kosovo. It is a multi-layered and interlocking system of constitutional, legal, and programmatic measures to ensure the full protection and enjoyment of individual and community rights for members of minority communities in Kosovo. It represents the Kosovo Delegation's commitment to the protection of minorities in any future status settlement and was drafted with the participation of minority communities themselves.

### *International Workshops and Consultation*

ECMI organised a comprehensive process to include all relevant stakeholders, involving the substantive participation of community representatives in the development of the *Framework Document*.

In addition to ongoing meetings and communications between the Kosovo Delegation and minority community leaders facilitated by ECMI, ECMI also organised three additional working groups where the Kosovo Delegation could hear the views of minority communities and work together with key stakeholders such as the CCC. The first workshop was held in Durres, Albania, in March 2006. It was aimed at representatives from minority communities including — for the first time — senior officials of the mainstream Serb political party. ECMI supported their efforts to articulate their positions on a number of areas of concern that arose during final status talks.

The second workshop was held in Cambridge, UK, in April 2006. This workshop included members from the Kosovo Delegation's Expert Group of Constitutional and Legal Issues, representatives of minority communities (from the CCC) and was facilitated by leading experts from ECMI on human and minority rights, including the Director, Dr Marc Weller. ECMI's facilitation of the workshop helped to guide and to focus the discussion and the dialogue whilst helping to create an environment of constructive and frank exchange between (minority and majority) communities. Moreover, the legal and technical advice provided by ECMI experts helped to clarify and resolve key issues whilst ensur-

ing that the *Framework Document* remains consistent with international instruments on human and minority rights.



The participants of the workshop held in Cambridge in April 2006.

Following the Cambridge workshop, ECMI continued to work closely with the Kosovo Delegation's Expert Group on Constitutional and Legal Issues and assisted them in presenting the *Framework Document* to the Political and Strategic Group of the Kosovo Delegation. In addition, ECMI also assisted the Kosovo Delegation's efforts to consolidate support from minority communities by presenting the *Framework Document* to the CCC and soliciting further comments.

In June ECMI organised the third workshop in Thessalonica, Greece, together with the Kosovo Delegation. The workshop was attended by leaders of the parliamentary groups of the major political parties, PISG officials, representatives of minority communities and experts from major international organisations — including the Council of Europe, the European Commission, OSCE High Commissioner on National Minorities, UNMIK, the OSCE Mission in Kosovo and others. The workshop was organised in order to advance the *Framework Document* further, in light of comments received at the meeting from experts from major international organizations. ECMI experts again led the discussion for each working group ensuring that diverse views were heard and considered in relation to key issues — some of which were highly contentious. These discussions constituted the Thessalonica Report, drafted by ECMI, which collated the discussions and outcomes of each working group. ECMI then assisted the Kosovo Delegation in producing an amended *Framework Document* which incorporated the changes agreed at the Thessalonica workshop. The *Framework Document* was then presented by the Kosovo Delegation in Vienna as a part of the status negotiations.

### *Framework Document*

The *Framework Document* represents a major achievement both in terms of gaining support and commitment for the protection and promotion of rights of communities, and also in terms of inter-ethnic and cross-party cooperation in Kosovo. The process of the development and approval of the Framework Document, organized under the auspices of the Kosovo Delegation with the support of ECMI, has led to good cooperation practice both among Kosovo Albanian political parties, community representatives and — in a breakthrough — the Kosovo Serb representatives. The satisfactory resolution of issues relevant to minority communities is essential to the success of the status negotiations of Kosovo. Therefore, in assisting the Kosovo Delegation to formulate its package of minority rights protection, ECMI has helped it in navigating through some of the most difficult issues in the status talks. The *Framework Document* is a foundational document for the development of a post-status regime of minority protection in Kosovo. It also contains specific constitutional commitments and a skeletal structure for the planned Special Constitutional Law on the Protection of Rights of Communities.

### **Inter-Ethnic Cooperation and Political Participation of Minorities: The Role of the Community Consultative Council**

Within the fragile political climate of Kosovo, ECMI's support for the establishment of the Kosovo Community Consultative Council (CCC) has strengthened inter-ethnic cooperation in the political decision-making processes of Kosovo.

ECMI has worked closely with the Kosovo political leaders in the establishment of the CCC. The Kosovo Delegation established the CCC towards the end of the last year and through a MoU, appointed ECMI as a leading agency to support its work. To date, the CCC has been operating under the auspices of the Kosovo Delegation for Status talks. ECMI activities have contributed in ensuring that views of the minority communities are clearly and constructively articulated, heard and considered by the Kosovo Delegation in the status negotiation process.

### *Articulating minority community interests and positions*

Members of the CCC were crucial to the drafting process of the *Framework Document* by participating in the Cambridge and Thessalonica workshops. In addition, prior to and in preparation for these drafting sessions in Cambridge and Thessalonica, ECMI held a working seminar tailored to the members of the CCC in Durres (Albania) in March. The Durres working seminar was specifically designed to provide an opportunity for CCC members to formulate their positions in relation to relevant issues arising from the course of final status negotiations. ECMI's director, Marc Weller, and the chairman of the CCC, Veton Surroi, co-chaired this working seminar. International ECMI legal experts led the thematic plenary sessions on various aspects of minority protection — for example: po-

litical participation, language, protection of culture and heritage, and education — and helped to shape policy perspectives on these issues. In addition, these experts also helped to facilitate the discussion among participants and assisted CCC members in articulating the demands of their communities in terms of rights and protections that have substance in law and policy. The CCC produced its *Views Expressed by the Kosovo Community Consultative Council Relating to Community Rights* — a document which reflected their interests and formed a crucial part of Kosovo Delegation's own package of minority rights protection.

#### *Operational and ongoing support*

ECMI facilitated several high-level meetings between the CCC and representatives of various PISG bodies — promoting the political profile of CCC and encouraging other stakeholders to develop relationships with the CCC. Additionally, ECMI's administrative and logistical support to regular meetings of the CCC has ensured that the CCC functions effectively and efficiently as a platform of inter-ethnic cooperation. ECMI has assisted the CCC Secretariat in record-keeping, translation services, documentation and other operational issues.

#### *Transitioning to permanent institution*

Although the CCC was initially founded to ensure that the interests of minority communities were protected during the status negotiation process, it has always sought a permanent role in the Kosovo institutional landscape. Resting on the success of the CCC as a platform where different communities (both minorities and majority) can engage in dialogue and discussion, the CCC has earned support from all sides and will become a permanent institution in Kosovo. This entrenchment of the CCC is anticipated by the *Framework Document*, which sets out mechanisms to ensure the political participation of minority communities. ECMI has begun to assist CCC in codifying its rules of governance and procedure as well as in mapping out the continuing role of CCC in the new political environment of post-status Kosovo.

#### **Sustainable returns**

As many people from minority communities have not returned to their homes, establishing a secure environment for the return of refugees and displaced persons remains a priority in Kosovo

Kosovo is a developing economy with high unemployment. At the same time, the perception of safety among minority communities is low, and mistrust continues to permeate inter-ethnic relations. Such factors contribute to the low rate of return of minority communities.

ECMI has thus been engaged at two levels. The first has been at the strategic level to ensure the development of sound structures addressing returns issues, and the second has been at the practical local level in capacity building for key local structures engaged in the returns process.

#### *Strategy on Returns: The Manual for Sustainable Return*

The initial strategy on returns was developed in Kosovo in 2003 by the international community. However, with the shift towards self-governance, the Manual was no longer relevant in this new political landscape and was in need of thorough revisions. ECMI was asked by the UNMIK Office of Returns and Communities and the PISG Government Coordinator on Returns to support the process of updating the strategy. Consequently, ECMI developed a project to update the Manual in two stages: consultations with local and international stakeholders, and the revision of the Manual in accordance with the findings of the consultation process. In this way, ECMI continued to ensure that inter-ethnic dialogue and inclusion occurred at every level — particularly in relation to the difficult area of returns.

Drawing on its previous experience in managing working group processes through the Standing Technical Working Groups Project, ECMI supported and coordinated 6 Working Groups in relation to various aspects of the returns issue. These included: roles and responsibilities of government, political parties, displaced representation and Kosovo civil society; returns process and rights-based approach; economic sustainability and employment; property rights and access to housing; municipal responsibilities and capacity building; outreach and information management together with financing and fundraising. The Working Groups were attended and facilitated — depending on relevance — by officials from the PISG, UNMIK, OSCE, UNDP, UNHCR, displaced individuals, members of minority communities, minority community leaders and representatives from civil society. The Working Groups were provided with clear terms of reference and were tasked with generating recommendations and findings.

Based on the recommendations and findings of the Working Group, ECMI designed a second phase of the project that was aimed at analysing the output from the Working Group and incorporating this into a policy document and an action plan. ECMI generated a draft strategy for Sustainable Returns and Communities, annotated with suggestions for further work and activities. Another coordination meeting between all Chairpersons of the Working Groups and, where revised findings and recommendations were provided, ECMI collated these and commissioned a team of three experts to produce a master document that incorporated all working group materials and findings.

The strategy document underwent a final round of discussion and negotiations at a two-day workshop organised by ECMI, where key members of the returns process (including civil society groups and representatives of displaced persons based in and out of Kosovo) participated. PISG and UNMIK staff facilitated discussion during these workshops and

provided secretarial support. ECMI, together with the facilitators of the workshop and UNMIK's OCRM, produced drafts of the Strategy Document through synthesizing and incorporating the notes from workshops.

ECMI's efforts in this area significantly contributed to the publication of the *Revised Manual for Sustainable Return* in July by UNMIK and PISG. This is a key policy document which emphasises the rights-based nature of returns policy and focuses on creating a sustainable returns environment that engages the community and the displaced persons themselves.

### **Union Ministry of Human and Minority Rights Support Initiative for Serbia & Montenegro: Law Reform, Reporting and Strategic Plan**

In May 2006 ECMI and the Danish Institute for Human Rights concluded implementation of an extensive advisory project for the then Ministry for Human and Minority Rights of the State Union of Serbia and Montenegro. The Ministry for Human and Minority Rights was one of the five ministries that jointly constituted the Council of Ministers of the State Union. Since the confirmation of the dissolution of the Union as an outcome of the independence referendum in Montenegro, the competencies of the Union Ministry were transferred to the Government of the Republic of Serbia as the Agency for Human and Minority Rights under direct subordination of the Serbian Prime Minister's office, while remaining within the Montenegro Ministry of Justice Department for Human and Minority Rights. When designed the project was considering such an option and a particular approach to legislative provisions in both republics was provided from the onset. The main goal of the project was to promote the national legislative framework and to produce a sustainable mechanism of reporting and follow up of compatibility of regulations with international standards and commitments. The process as such should also contribute to increased compatibility of Serbia's and Montenegro's legal order with that of the European Union and the European accession. A separate legislative reform program has been developed and devised for Serbia with 35% of population being minorities, and for Montenegro which has no numeric majority of one ethnic group. In addition to its advisory function on substance, the implementation was very much directed by the learning-by-doing approach in terms of legislative review comments and drafting, proposed legal recommendation as well as trainings on reporting and compilation of manuals by the recipients and beneficiaries of the project themselves. This approach was chosen to ensure sustainability of the legislative reform process, including permanency of the training component.

Upon compilation and publication of the materials, a dissemination round took place in October 2006 involving recipients (the relevant ministries), as well as national and international organizations, particularly those directly engaged in Serbia's and Montenegro's reporting process to international treaty bodies.

## PUBLICATIONS OF THE PROJECT:

*Strategy of the Ministry for Human and Minority Rights* — vision of the Ideal Mandate, the instruments in the each of the priorities defined and tasks identified, planning base analyzing the external situation — political and social context, geographic challenges and internal situation — capacities and resources.

*Law Reform Programme in the Area of Human Rights — Harmonisation with International Standards. Overview for the Republic of Montenegro*

The overview presents a catalogue of statutes that need to be harmonized; identifies structures necessary for the revolving process of legislative review by problems and gaps though “right-by-right” review. A comparison with the Constitution, national legislation and international standards provides recommendations for improvements

*Law Reform Programme in the Area of Human Rights — Harmonisation with International Standards. Overview for the Republic of Serbia*

The overview presents a catalogue of statutes that need to be harmonized; identifies structures necessary for the revolving process of legislative review by problems and gaps though “right-by-right” review. A comparison with the Constitution, national legislation and international standards provides recommendations for improvements

*Monitoring and Reporting Manual — Implementing International Human and Minority Right Obligations in Serbia and Montenegro*

The Manual presents an outline of an effective reporting system in relation to the United Nations and Council of Europe, an obligation of the signatory countries. Although having met many of the key criteria, there are still structural deficits. The Manual offers recommendations how to address them and how to use reporting mechanism to improve both countries’ record of human and minority rights.

*Reporting on Implementation of International Conventions in the Field of Human and Minority Rights. Training Materials*

### Towards Romani integration in the Balkans

ECMI's activities with Romani populations in Europe aim at equipping Roms with the resources needed for playing an effective role in a democratic society based on the rule of law as well as for participating successfully in a competitive labour market. Emphasizing intensive consultation with local stakeholders, ECMI's activities with Roms are designed to address not only the situation of the Romani population as a whole, but also the position of Romani women relative both to Romani men and to the non-Romani population.

As is true of all ECMI initiatives, those carried out as part of the Romani Integration Programme build on a strong research base in generating concrete measures to address pressing issues. Additional information on ECMI's activities with Roms — including downloadable publications — can be accessed at [www.ecmirom.org](http://www.ecmirom.org).

### *Roms in the Balkans*

Notwithstanding considerable variation in the degree to which Roms are integrated in the individual states of Central and Eastern Europe, Roms' overall situation throughout the region suggests broad continuity with their past. Moreover, even in the cases of best practice with regard to Roms in the region, it must be kept in mind that Roms invariably constitute the most disadvantaged ethnic group in countries that remain relatively disadvantaged themselves.

Throughout the region, Roms have the lowest rates of school attendance and the highest dropout rates, resulting in extremely low levels of educational attainment. The low levels of educational attainment among Roms in turn form vicious circles with incomplete enjoyment of civil rights on the one hand and with high unemployment on the other: Whereas in the former case lack of knowledge about civil rights contributes to suspicion of ongoing violations of those rights and the perception that Roms are powerless to do anything about such violations such that becoming informed is futile, in the latter case the lack of occupational qualification resulting from a low level of educational attainment makes for unemployment and thus to material conditions not conducive to the completion of education.

### *Toward social-economic inclusion*

In the countries of Central and Eastern Europe, the last ten years have seen a proliferation of government strategies for the ostensible purpose of integrating the countries' respective Romani populations. Spurred by the prospect of EU accession and the Decade of Roma Inclusion, the strategies have generally suffered from a lack of Romani involvement in their design, as well as in their implementation to date. As a result, much of the programming designed for Roms exists only formally, with some of the authorities responsible for realizing it unaware of its existence. In other cases, obstructionism on the part of relevant authorities has been observed.

Addressing the problems faced by Romani populations throughout the region as well as those faced by governments and international donors alike in focusing their efforts requires an increase in the quantity and quality of information about Roms. As noted in the European Commission's 2005 *Joint Report on Social Protection and Social Inclusion* and framework strategy on non-discrimination and equal opportunities, the lack of relevant data on the most vulnerable groups (including but not limited to Roms) not only hampers comparative analysis of the problems faced by these groups, but also precludes effective monitoring and assessment of programmes prepared for them. Accordingly, the Com-

mission has recommended that activity be increased in the area of data collection, also noting the potential benefits of an exchange of best practices through the “Open Method of Coordination” (OMC).

While the gathering of quality information constitutes a necessary prelude to designing programmes to address Roms’ concrete needs, the “bare facts” rarely speak for themselves, and access to statistical data on Roms is often problematic. For this reason, attaining a global picture of the needs of Romani populations in Central and Eastern Europe requires that analyses of available statistical data be supplemented with intensive consultation with local activists and stakeholders.

### Capacity building and empowering – Macedonia, Serbia & Montenegro

#### *Macedonia: Romani Expert Groups*

Conceived to undertake further research in the four core areas as a prelude to the design and implementation of concrete policy measures to remedy Roms’ comparative disadvantage, the Expert Groups concluded their first year with the publication of a book of reports on the six research projects designed and implemented by the Expert Groups. Additionally, shortly after their formation the Expert Groups played an important role in contributing to the revision of the government’s *Draft Strategy for Roma in the Republic of Macedonia*.

Following on their successful research projects of the first project year, between October 2005 and February 2006 the Expert Groups laid the groundwork for a new series of research projects, which they implemented in spring and summer 2006.



Members of Expert Group on Health conducting field research in Bitola

As in the first project year, the Expert Groups chose research topics which had received little attention from other actors. By conducting their research primarily in Romani ghett-

tos in cities throughout Macedonia, the Expert Groups focused on various manifestations of marginalization in need of urgent attention from domestic and international actors. The reports also take into account that integration is a two-way street, with much of the research touching on issues of interethnic relations. The attention to issues of gender which recurs throughout the volume also makes clear that the Romani population is not a monolith, and that policies aimed at Roms must be designed accordingly. A report on Romani refugee children from Kosovo in the Macedonian educational system further reminds us of the existence of a sizeable non-citizen Romani population in Macedonia in urgent need of attention from domestic as well as international institutions. The volume containing the seven research reports generated in the second project year by the Expert Groups with ECMI facilitation is available for download at [www.ecmirom.org](http://www.ecmirom.org).

Beyond establishing themselves as experts through the capacity-building measures and research undertaken within the framework of the project, in the second project year the Expert Groups sought to play an increasingly active role at the level of policy. To this end, in February 2006 the Expert Group on Civil Rights generated a proposal for modifications to the Macedonian electoral system for the purpose of increasing minority representation in parliament. Unveiled at a press conference broadcast on Macedonian national television, the electoral system proposal was also widely disseminated in hard copy to relevant domestic and international institutions.

The final months of 2006 saw the conclusion of this project with the project's final public event a presentation of the findings of the Expert Groups' research in late October. In preparation for the handover to local stakeholders, in the second project year the Expert Groups took an increasing role in preparing and moderating their own regular meetings, with the facilitation provided by the ECMI Project Team moving gradually in the direction of supervision. The Expert Groups were also actively involved in the process of refining ECMI's exit strategy for the project in such a way as to maximize the Expert Groups' self-sustainability.

#### *Serbia: Supporting local Romani coordinators*

Although conditions in Kosovo have arguably not changed sufficiently since 1999 to make possible a sustainable return of the Romani population, the last several years have seen significant advancements in Serbia in both the field of research and in that of policy. Particularly noteworthy in this regard are the *Law on Protection of the Rights and Freedoms of National Minorities* and the *Draft Strategy for the Integration and Empowerment of the Roma*, as well as the *Poverty Reduction Strategy Paper*.

Significant though they are, the advancements of the last several years can only be considered an initial step in the right direction, with the *Draft Strategy* itself calling for additional assessment studies. Conducting such a study in late 2004, ECMI generated a set of guidelines for Sida's work with Roms in Serbia (as well as Montenegro). Among ECMI's

recommendations was to increase and improve contacts between Romani communities and local authorities.

The Law on Local Self-Government of the Republic of Serbia provides for the establishment of a Council for Interethnic Relations in ethnically mixed municipalities, prior to the establishment of coordinators for Romani issues in twelve municipalities through a cooperative initiative of the Union Ministry of Human and Minority Rights and the European Agency for Reconstruction in 2005, the municipality of Leskovac (Southern Serbia) was the first one that had appointed such a coordinator.

While the demand for assistance from the thirteen Romani coordinators demonstrates the potential for the coordinators to serve the corresponding local Romani communities, the continued existence of these positions depends in large part on the coordinators' ability to generate the concrete results necessary to gain support from the municipal budget in future. The achievement of these results in turn requires increased capacity on the part of not only the local Romani coordinators, but also the (non-Romani) local government officials in charge of the various sectors within which Roms' complex and multi-faceted marginalization manifests itself. In accordance with the guidelines contained in the ECMI's 2004 integrated analysis in Serbia and Montenegro, this project seeks to increase and improve contacts between Romani communities and local authorities through training and networking activities for local Romani coordinators and their relevant counterparts in local government in thirteen municipalities in the Republic of Serbia.

Working in close consultation with the Union Ministry of Human and Minority Rights of the Union of Serbia and Montenegro (now the Agency for Human and Minority Rights of the Republic of Serbia) as well as with the Romani coordinators themselves, ECMI developed specialized training sessions for the local Romani coordinators on the following topics:

- General computer literacy;
- Human and minority rights (including the rights of women);
- The Decade of Roma Inclusion and the National Action Plans;
- Project design and fundraising;
- Project management;
- Advocacy; and
- Public relations.

When ECMI's consultations with the Union Ministry of Human and Minority Rights pointed to the utility of providing training for local government officials in charge of the priority sectors of education, employment, health, and housing, ECMI also designed the following modules for the relevant sector heads:

- Human and minority rights (including the rights of women);
- The Decade of Roma Inclusion and the National Action Plans;

- Project design and fundraising; and
- Project management.

#### *Assessment methodology for the Decade of Roma inclusion*

The Decade of Roma Inclusion (2005-2015) is an explicit commitment by nine governments in Central and Southeast Europe to combat Roms' poverty, exclusion and discrimination. More specifically, the governments of Bulgaria, Croatia, the Czech Republic, Hungary, Macedonia, Montenegro, Romania, Serbia, and Slovakia have pledged to secure:

- Adoption of National Action Plans (NAPs) in the Decade's four priority areas: education, employment, health, and housing;
- Efficient and timely implementation of the NAPs, committing sufficient financial resources for this purpose;
- Coordination between line ministries and relevant government institutions in order to maintain coherence and continuity in NAP implementation;
- Transparency and sharing of information regarding the Decade within the government and with civil society, making available disaggregated data in accordance with international standards on data collection and data protection;
- Effective participation of Romani civil society in the implementation and monitoring of the NAPs; and
- An effective monitoring mechanism, which includes a way to measure progress in NAP implementation at the national level.

Although implementation of the NAPs began officially with the launching of the Decade in 2005, unless the NAPs are made operational and monitorable, there is a real danger that participating countries' political commitments will not be translated into tangible results on the ground. With this in mind, in October 2006 ECMI embarked together with UNDP's Bratislava Regional Center on an initiative to develop a methodology to assist the national teams responsible for NAP implementation in:

- Identifying gaps in the implementation process that could jeopardize realization of the Decade goals;
- Designing adequate responses to keep the implementation process on track; and
- Building national capacities for monitoring and mid-term progress assessment.

#### **Projects ongoing in 2006**

- *Macedonia*: Romani Expert Groups for Romani Integration (conclusion December 2006)
- *Serbia*: Supporting Local Romani Coordinators
- *Regional*: Toward a Methodology for Monitoring Decade National Action Plan Implementation

### III. CONFLICT TRANSFORMATION IN EASTERN EUROPE — MOLDOVA, TRANSNISTRIA AND GAGAUZIA

Building on its earlier experience in Moldova, throughout 2006 ECMI was actively engaged in executing the project *Autonomy Mechanisms for Conflict Settlement in Transnistria and Post-Conflict Transformation in Gagauzia*. The project's overall objective was to enhance the ability of the Moldovan authorities and the Moldovan expert community to undertake the task of defining a special legal status for Transnistria and improving the functioning of the autonomy arrangement in Gagauzia.

The *Transnistrian region* experienced a short outbreak of violence in the beginning of the 1990s and has virtually separated from Moldova since then. The progress in talks about conflict settlement among the international community, the Moldovan and the Transnistrian authorities has so far proved elusive. The situation in Transnistria is further complicated by the extremely limited progress in the region's democratisation and the lack of civil society involvement in the conflict settlement process. A different but related type of conflict characterizes the functioning of the already existing *Gagauzian autonomy* in Moldova. The territory and people of Gagauzia obtained autonomy within the Republic of Moldova in an OSCE-mediated settlement in 1994. However, the autonomy statute has been left largely unimplemented, and there exists considerable confusion on both sides about what was actually agreed in the settlement.

ECMI has been active in Moldova since 2003, providing international expert advice for various agencies of the Moldovan government on issues related to ethno-territorial conflict settlement and the design of power-sharing institutions. In particular, the representatives of the Moldovan government were exposed to different types of international experience relevant to the on-going conflict settlement negotiations with Transnistria. In this context, special seminars and workshops were held and advice was given to the Moldovan Delegation to the Joint Constitutional Commission, the Legal Department of the Parliament of Moldova, Ministry for Reintegration, and relevant parliamentary committees.

In 2005, the Moldovan government requested ECMI to facilitate a dialogue between the Moldovan and Gagauzian authorities on improving the functioning of the Gagauzian autonomy. In consequence, ECMI held a number of meetings with the Moldovan and Gagauzian sides at the University of Cambridge in conjunction with the Cambridge-Carnegie Project on the Resolution of Self-Determination Disputes. The meeting resulted in a consensus by both sides to address relevant issue areas through a technical negotiation process in 2006. In particular, it was agreed that ECMI would establish and facilitate the operation of a Joint Technical Group, composed of international experts and senior political representatives and technical experts from both sides. The Joint Technical group was aimed to establish a better understanding on specific issues, such as the distribution of competencies, the representation of Gagauzia in the state as whole, fiscal relations, electoral process and so on.

In early 2006 the Joint Technical Group was established and it also received further political support in a series of meetings between the speakers of the Moldovan and Gagauzian parliaments.

ECMI activities in 2006 included two distinct components dealing with the problems of Transnistria and Gagauzia respectively. The project pursued its goals by providing the Moldovan government with international expertise in the areas of autonomy design and conflict resolution; supporting the functioning of an active local network of experts and institutionalising co-operation between local and international experts; facilitating the dialogue between the central government and the authorities or civil societies of the two respective regions.

Specifically, the project assisted in the transfer of international expertise in the areas of autonomy design and conflict resolution by engaging a small team of leading international experts in the respective areas. In the course of the project, ECMI's international experts had been actively involved with the various agencies of the national and autonomy governments (the Legal Department of the Moldovan Parliament, the Gagauzian National Assembly, and the Moldovan Ministry of Reintegration). The international experts were also actively engaged with representatives of Transnistrian and Gagauzian expert communities and civil societies by providing consultations and advice on the various issues related to the areas of autonomy design and conflict resolution.

The project also assisted in bringing together representatives of different parties to the conflict. Firstly, it facilitated the dialogue between the Moldovan central government and Transnistrian civil society groups by organizing the Seminar "Strengthening Links between Constituencies for Constructive Conflict Settlement in Transnistria" in Flensburg. This seminar brought together international experts on resolving ethno-territorial conflicts, officials from donor institutions, as well as representatives of the government and civil society in Moldova and Transnistria to discuss strategies for strengthening links between stakeholders in the conflict settlement process. This seminar provided an opportunity to reflect on progress in building a constituency for conflict settlement based on principles of country reintegration, to exchange opinions and expectations about the role that Transnistrian civil society actors can play in facilitating the process of negotiation, and to draw on the knowledge of international experts and representatives of donor institutions who have been engaged in efforts to strengthen peace constituencies in other conflict zones.

Secondly, the project mediated between the Moldovan central government and the Gagauzian authorities through the establishment of a Joint Technical Group composed of senior political representatives and technical experts from both Gagauzian autonomy and central Moldovan authorities. The aim of the Joint Technical Group was to assess the state of the existing legislation and to offer suggestions for improvement and recommendations on the legal framework and action strategies. The Joint Technical Group was also supported by expert consultants (domestic and international) who assisted in gather-

ing data for more reliable needs assessment, in advising on methodology and assisting in maintaining contacts with national and international legal agencies and institutions. The involvement of international experts on autonomy arrangements was aimed at enhancing the training component of the Joint Technical Group, which has been especially beneficial to the Gagauzian side that currently lacks skill and knowledge on law drafting and dispute settlement.

Another important component of the project was capacity building for the Gagauzian legislative assembly through the organisation of trainings on the drafting of legislation and legal coordination. Representatives of both executive and legislative branches of autonomy government as well as academics from the regional university took parts in these trainings. Presentations by both international and national experts were made during these events, and the subsequent discussions helped to increase understanding of issues relating to law-making both at the national level and at the level of the autonomy.

Finally, the project also supported local experts' research on Transnistria and on Gagauzia. With regards to Transnistria, this research focused on the effects that the key Moldovan and Transnistrian internal political developments have on prospects of conflict settlement. With regards to Gagauzia, it focused on the most important aspects of the Gagauzian autonomy status and arrangements, such as division of competencies, representation on national level, electoral institutions and electoral process.

ECMI plans to continue its work in Moldova concentrating on the following specific issues with regards to regions under consideration:

### *Gagauzia*

ECMI plans to finish its advisory and mediation-related work on the clarification of distribution of competencies between the central government and the autonomy region. Specifically, this activity will help to complete the work of the Joint Technical Group on the development of a unified set of proposals on assignment of competencies. In the previous project, ECMI's international advisory team succeeded in highlighting the critical importance of having an explicitly articulated framework for distribution of competencies. The framework that is currently in place does not provide clear guidance for policy makers with regard to which level of government is responsible for developing and executing many important issue areas. The proposals on distribution of competencies generated by the Moldovan and Gagauzian delegations have created a basis for generating a document that will combine the visions of the two proposals and represent an agreed upon and unified approach to improving the existing framework for distribution of competencies in Moldova.

ECMI also intends to make some further progress on the issue of training to raise the law-making capacity of the Gagauzian assembly. Such training is still needed given the low level of skills and knowledge on law drafting and dispute settlement in the autonomy region. ECMI plans to support the organisation of training sessions on law drafting for

the legal personnel of the Popular Assembly of Gagauzia and various executive agencies of autonomy. ECMI will also support the provision of internship opportunities for the legal staff of the Popular Assembly of Gagauzia to take part in the legislative process in the national parliament of Moldova.



The National Assembly of Gagauzia, Comrat, Moldova

### *Transnistria*

Recent developments in Transnistria have created new opportunities for engaging civil society actors in advocating country reintegration on the basis of granting a special autonomy status for Transnistria. Development of an active civil society in Transnistria and enhanced cooperation between the Transnistrian and Moldovan civil societies are two important components for fostering the process of democratisation within the region. The Moldovan government and Transnistrian civil society need further assistance and advice on how to intensify the international involvement in the region and on how to increase the visibility of the civil society advocates of conflict settlement within Transnistria and in the international donor community. Seminars that bring together international experts and representatives of donor institutions with the main stakeholders of the Moldovan government and civil society have proved to be useful in enhancing the dialogue among the main stakeholders on how to foster the process of democratisation and conflict resolution in Transnistria.

*ECMI would like to thank the German Government/MFA and IFA-Zivik for their interest and continued support to this initiative as well as to all international and local experts for their engagement in the process of searching for appropriate solutions to ethno-political problems in Moldova.*



# 2

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## Practice-Oriented Research

### I. EU OPEN METHOD OF COORDINATION

#### **The Aspect of Culture in the Social Inclusion of Ethnic Minorities: Assessing the Cultural Policies of Six Member States of the European Union**

*Launched in late 2005, the project was aimed at reviewing the cultural policies introduced in the National Action Plans (NAP) of six Member States of the European Union, namely the Czech Republic, Estonia, Latvia, the Slovak Republic, Slovenia and Sweden. The main task was to analyze the NAPs' impact on the promotion of the social inclusion of ethnic minorities, including Roma/Sinti groups together with piloting a set of Common Inter-Cultural Indicators (CICIs) to be used for cost-effectiveness analyses and benchmarking within the EU.*

The aspect of culture in promoting Social Inclusion remains under-represented in the National Action Plans (NAPs) adopted by European Union (EU) Member States under the Open Method of Co-operation (OMC). Although a number of NAPs on Social Inclusion have addressed culture in terms of cultural activities and access to culture, it is unclear what impact these policies have on combating social exclusion of ethnic minorities. The aspect of culture as a means to promote social inclusion is relatively new to the Member States involved. The European Commission (hereafter the Commission) recently issued a report on culture to seek to adopt this trend in the EU.<sup>1</sup> Moreover, as the Commission has indicated that promoting inclusion of immigrants, ethnic minorities and other groups

<sup>1</sup> Roberta Woods, Lynn Dobbs, Christopher Gordon, Craig Moore and Glen Simpson, "Report of a thematic study using transnational comparisons to analyse and identify cultural policies and programmes that contribute to preventing and reducing poverty and social exclusion." The Centre for Public Policy, Northumbria University, Newcastle upon Tyne, UK, 2004.

experiencing extreme poverty and exclusion is a key policy area to be addressed,<sup>2</sup> there is a rationale for evaluating the impact of cultural policies on the social inclusion of ethnic minorities, including Roma/Sinti groups.

Although there is widespread agreement now that “culture counts,” there seems less understanding of what it entails to address cultural aspects of social exclusion. The evaluation of the success rate of cultural policies raises a number of issues in terms of the definition of culture. Do we operate with thin or thick definitions? Do we operate with a bracketed definition, or must we take a holistic approach? What areas of cultural life contribute to the promotion of social inclusion, and which risk exclusion? How do we link culture to socio-economic exclusion? Do we find the answers in the Gross Domestic Products (GDP), or must we search for different sources? Not only does the complex reality of culture make it difficult to define measuring tools, it has also been almost impossible to map culture with a view to measuring and benchmarking.

However, without greater understanding of how cultural tools enhance social inclusion, the Commission’s call will yield few good results. An early evaluation of the attempts of Member State government agencies to use culture as a means to address social exclusion is therefore highly relevant. While indicators on culture have been put forth by some actors, none exist specifically with the social inclusion of ethnic minorities in focus. The EU’s Social Protection Committee (SPC) provided a list of eighteen comparable indicators for social exclusion in 2001, none of which pertained to culture. Defining a common framework of comparable cultural indicators is fraught with problems and there is a general scepticism regarding the link between culture and social inclusion. There is therefore a dire need to seek to develop a good working framework of cultural indicators that address the social exclusion of members of ethnic minorities within the EU.

#### *Culture in Social Inclusion — an overlooked aspect*

In July 2005, the European Commission issued a call for proposals for the evaluation of projects aimed at contributing to the implementation and the development of the NAP for Social Inclusion and which included a trans-national dimension either in terms of the chosen research subject or the composition of the research team (DG ESA No. VP/2005/009). The brief was to address one or more key policy measures and strategies implemented by one or more EU Member States. Particular attention was to be devoted to the relevance of the methods, instruments and indicators used in applied research concerning major policies aiming at promoting social inclusion as well as providing a cost-effectiveness assessment.

In its winning bid for this tender, the European Centre for Minority Issues (ECMI) stated that it would prepare:

<sup>2</sup> “Community Action Programme to Combat Social Exclusion, 2002-2006: Evaluation of the Impact of Inclusion Policies under the Open Method of Co-ordination.” Call for Proposals — VP/2005/009, p. 4.

- Six separate evaluation studies of NAPs/Incl. that address cultural policies and represent Member States of comparable size,
- A comparative analysis of these six studies on the impact of cultural policies included in or complementary to NAPs/Incl. in terms of effectiveness and cost-effectiveness, and
- A proposal for an OMC framework of Common Inter-Cultural Indicators (CICI) based on comparable Member States and drawing on a regional outlook

These outputs would be produced in support of the overall goal to enhance NAPs/Incl. under the EU's OMC process, in particular in terms of:

- Improved NAPs/Incl. through increased use of cultural indicators in policies on ethnic minorities, including Roma/Sinti groups,
- Improved cultural indicators through the piloting of a framework of Common Inter-Cultural Indicators (CICI),
- Improved capacity of Member States to define and use cultural indicators and integrate cross-sectoral co-operation,
- Heightened awareness of previous applied research on the importance of cultural policies on the social inclusion of ethnic minorities,
- Improved knowledge and mutual learning of deficiencies in NAPs/Incl.,
- Increased information on other social inclusion policies, and
- Enhanced capacity of the OMC to address inter-cultural challenges in the area of ethnic minorities

#### *Reviewing the National Action Plans*

Five EU25 Member States and one EU15 Member State were selected for the study. The selection of the NAPs/Incl. of Estonia, the Czech Republic, Latvia, the Slovak Republic, Slovenia, and Sweden was based on the value that each of these afforded to culture or the necessity to implement cultural policies. These NAPs/Incl. represent manageable size economies in terms of conducting data collection, including original data collection. Moreover, four out of the six Member States have specifically highlighted the issue of Roma/Sinti exclusion from the socio-economic sphere, and the evaluation of these would thus present a feasible opportunity to benchmark. Three of these Member States also represent a regional conclave of the EU thus affording the European Commission the opportunity to develop a regional approach in the future. Finally, Sweden was included as its Agenda for Culture 2006 appeared to promise synergy with the NAP/Incl. and therefore the possibility to function as an example of good practice. The NAPs/Incl. evaluated pertain to 2004-2006 strategies.

The trans-national dimension of the project was met not only in terms of the chosen research subject but also in the composition of the research team. Six research teams have contributed to the project, one from each of the Member States selected for study:

- Institute for European Studies, Tallinn, Estonia,
- Baltic Institute of Social Sciences, Riga, Latvia,
- Research Institute of Labour and Social Affairs, Prague, the Czech Republic,
- Centre for Ethnicity and Culture, Bratislava, the Slovak Republic,
- Institute for Ethnic Studies, Ljubljana, Slovenia
- Department of Sociology, University of Lund, Sweden.

Over the duration of the project from December 2005 until November 2006, ECMI organized and facilitated three workshops at ECMI HQ in Flensburg, the last of which was followed by a public dissemination seminar at ECMI HQ. In addition, ECMI set up a special project website which hosted two electronic workshops and which continuously served the research teams as discussion board on issues related to their research ([www.ecmi-eu.org/projects/omc/](http://www.ecmi-eu.org/projects/omc/)).

During the first workshop conducted from 24-25 February 2006, all research teams submitted an introduction to the cultural policies included in the NAPs of their country. Other activities focused on discussing the methodologies and research issues to be presented in the country reports, the aspects of effectiveness and cost-effectiveness of public policies. Three domains of social exclusion were selected by the research teams for study:

- Education
- Media
- Public participation

The impact of culture on education was considered an obvious choice as all the six NAP/Incl. addressed education of ethnic minorities or immigrants in some way. Moreover, education prepares the individual for life in mainstream society and promotes the understanding that culture and literacy are intrinsically connected; it has an impact on the self-esteem of members of ethnic minorities and may feasibly contribute to inter-cultural understanding between minority and majority populations.

The domain of the media was chosen as media are important conveyors of culture; they provide meeting places and if used ethically promote cultural participation and inter-cultural understanding. Moreover, the visibility of ethnic minority cultures in mainstream media promotes inclusion. The main interest was therefore in policies of cultural programming especially in terms of programmes that further inter-cultural dialogue by allocating time and space for information about different ways of life.

The impact of culture on public participation was chosen because participation is a very broad domain which includes not only socio-economic and political participation but also access to culture. While meeting within the political process and deciding together the future of society is a sign of a high level of social inclusion and cultural acceptance, access to culture may improve the individual's ability to understand other cultures and function

in both his/her own and in foreign cultures. It may also promote the understanding that inter-cultural exchanges enhance social cohesion.

The electronic workshops conducted between 17-24 March and 12-16 June 2006 detailed the results achieved by the teams in terms of the identification of public policies eligible for evaluation as well as the definition of the indicators and brought attention to the effectiveness and cost-effectiveness of public policies, two important parts of the teams' research on social inclusion and culture. The e-workshops served the research teams as a platform to exchange their views, concerns and experiences in a direct and rapid way, with interceptions and moderation by the project director and comments and consultative support by international experts engaged in the project. The second workshop on effectiveness and cost-effectiveness of public policies was initiated and facilitated by ECMI upon request by the partner institutions, who felt that more discussion on this subject was necessary in order to clarify issues concerning measuring effectiveness of public policies which has proved the major problem to most research teams.

During the second workshop, conducted on 14<sup>th</sup> July 2006, the research teams of the six Member States presented their country reports and the research work they had been conducting since the last meeting in February. Each presentation was followed by remarks and comments by the project director on the reports and in how far they addressed the issues of education, media and political participation that the teams had agreed on as indicators to be analysed in terms of evaluating the respective NAPs of their country. Considerable time was spent on the discussion on the feasibility of editing a comparative analysis of the country reports and the teams' research. This discussion was repeated after a final presentation on cost-effectiveness, which presented strategies on how to evaluate NAPs and programmes on social inclusion.

The phase following the second workshop was devoted to writing the country reports that served as the basis for the comparative analysis. The third workshop and the Dissemination Seminar in Flensburg took place on 16<sup>th</sup> and 17<sup>th</sup> October 2006. During the workshop meeting, the six final country reports were, in a summarized version, presented to the project participants, as well as the comparative analysis of the reports. Additionally, the framework of CICIs was presented by the project director and finalized by all research teams.

The last phase of the project until the end of November 2006 focussed on the drafting of reports by the partner institutions and the preparation of final documents and dissemination seminars in the Member States. Additionally, a comparative study report, as well as a final report of the consolidated evaluation, was finalized.

These activities were rounded off by the preparation of other dissemination methods, such as CDs containing the final documents and the Power Point Presentation given during the Dissemination Conference. The same documents have also been uploaded to the project website.

### *Weaknesses and Strengths of establishing cultural indicators*

The most striking difficulty was to find common indicators on which the evaluation studies could be based. For this reason, the first e-workshop on determining CICIs was anticipated by a discussion board on the project website. The discussion proved to be useful and user-friendly and was a partial success, with those participating bringing good ideas and opinions to the group. The e-workshop proved to be *firstly* a good means of measuring to what extent teams had been carrying out research on the topic and aim of the workshop. *Secondly*, it represented a valuable tool for the scientific and the methodological progress review of the project. On the scientific side, the e-workshop showed that the training and discussions of the initial workshop were only partially being implemented. As a result, the teams were requested to submit small progress reports with the view to compare these and analyze the overall progress of the teams. In order to perform a similar function later during the research, the group decided to hold another e-workshop in June.

The second e-workshop with the discussion subject of 'effectiveness and cost-effectiveness' was performed upon request by the research teams who still felt that the issue of measuring the effectiveness of public policies required more discussion and clarification. It revealed difficulties that some of the research teams faced in evaluating the NAPs of their country according to the adopted indicators of education, media, and political participation. Some partners claimed that it was not feasible to evaluate NAP policies in terms of cost-effectiveness. However, many valuable solutions were presented by researchers as well as by experts. The discussion was continued during the second workshop held in July that concentrated mainly on the presentations of the research teams' country reports and the comments and suggestions by the expert on cost-effectiveness. The workshop revealed discrepancies among the teams' evaluations and use of CICIs in their analyses, which were consequently addressed in the following project phase. Due to divergences in the NAPs of the 'Baltic Group' of Estonia and Latvia in comparison to the other research countries, it was decided that the comparative analysis was to be done separately for the 'Roma Group' comprising Slovenia, Sweden, Czech Republic and Slovakia, and for the 'Baltic Group'. The workshop also revealed the development of the teams' analyses, progress made, the obstacles that the research teams faced, as well as shortcomings in their reports and analyses. As a result, the work for the next phase of the project had been determined for each team. An internal report on the workshop findings was sent to all research teams to provide a guideline on how to proceed with research and report writing.

The main strength of this project was the comprehensive working method that allowed time for discussion and a continuous exchange of ideas and experiences among the participants, particularly between the researchers and consultants. This way, initial difficulties, as encountered with defining CICIs or with cost-effectiveness analyses, could be overcome in the process of the research. The final feasible outputs of the project are:

- 6 Country Reports/Evaluations of NAPs/Inclusion from:
  - the Czech Republic
  - Estonia
  - Latvia
  - the Slovak Republic
  - Slovenia
  - Sweden
- Analysis of Cost-Effectiveness of NAPs/Inclusion
- Comparative Analysis
- Framework of Indicators

The results presented in the different country analyses as well as the cumulative ECMI report at the end of the project in December 2006 can serve as data for benchmarking in the EU, as well as recommendations for EU member states in regard to policies included into their NAPs on Social Inclusions of ethnic minorities. Upon the review and approval by the EC DG Social Affairs, the report will be publicly available.

## II. EQUAL ECONOMIC OPPORTUNITIES FOR MEMBERS OF NATIONAL AND ETHNIC MINORITIES

The issue of equal economic opportunities for members of national and ethnic minorities in Europe is important not only for economic prosperity, but also for the future peace and security of the European continent. Unequal access to employment, education, health and housing has, over the past fifty years, undermined political and economic stability in regions as diverse as the Balkans, Northern Ireland, South Tyrol and Cyprus. However, while European academics, think tanks and policy-makers have focused on social and economic exclusion on the one hand, and minority rights on the other, few attempts have been made to link the two.

Economic empowerment of members of national and ethnic minorities is important for a number of reasons. First of all, minorities are a frequently untapped resource in terms of economic prosperity for entire communities, not only for members of the minority in question. By making use of the intellectual capital that members of minorities have to offer, states and regions can develop in ways that would not be possible if their skills were left to go to waste. Conversely, if minorities remain under-educated, underpaid and

under-employed, the economy of the entire country or region will suffer, with adverse consequences for members of the majority as well.

Second, economic prosperity and the reduction of economic inequalities leads to greater participation of minorities in public life and, in turn, to a further consolidation of democracy. Scholars of democratisation often argue that economic development is a pre-requisite for a consolidated democracy, and this argument is particularly relevant in multi-ethnic societies. This is because greater economic opportunities for members of national and ethnic minorities help to break down divisions in society, foster the establishment of multi-ethnic networks and lead to the greater participation of minorities in civic and political life. Minority communities mired in poverty, on the other hand, are unlikely to accumulate the level of social capital necessary to make their voices heard in the political sphere.

Third, economic under-development and, especially, the economic marginalisation of a particular identity group increase the likelihood of inter-ethnic conflict. Various development studies have shown that low rates of economic growth and low per capita income provide opportunities for potential 'spoilers' to engage in inter-communal violence.<sup>3</sup> In economically underdeveloped regions in which national minorities are concentrated, inequalities in living standards and in access to vital yet scarce resources can often lead to the exploitation of ethnic networks by political, economic and criminal elites for purposes of racketeering or (in extreme cases) warfare.

Despite its importance, the economic aspect of minority rights has hitherto been largely neglected both by academics and practitioners and the concept of equal economic opportunities does not feature strongly in instruments that have so far been designed to protect national minorities. There is a clear need to fill this theoretical and operational void and it is one that ECMI intends to address.

ECMI's initiative on Equal Economic Opportunities, launched in November 2006, will be research driven. The research will be designed to investigate the causes and effects of economic exclusion of national and ethnic minorities and to identify the policies, both at national and supranational level, that are most effective in combating this problem. It will be carried out through comparative case studies in different parts of the European continent. The intended outputs include an edited volume that will expand our empirical and theoretical knowledge of this new area of scholarship and a set of recommendations on how to increase the participation of members of national minorities in economic life that will be of practical use to policy-makers across Europe.

The research will be multi-disciplinary and will draw from methodologies used in social anthropology, economics, political science, law and international relations. It will

<sup>3</sup> Paul Collier and Anke Hoeffler, 'Greed and Grievance in Civil War' (October 21, 2001) at [www.worldbank.org/research/conflict/papers/greedgrievance\\_23oct.pdf](http://www.worldbank.org/research/conflict/papers/greedgrievance_23oct.pdf); Susan E. Rice, Corinne Graff and Janet Lewis, 'Poverty and Civil War: What Policymakers Need to Know', Working Paper No.2 (Brookings Institute: Global Economy and Development) at [www.brookings.edu](http://www.brookings.edu).

focus on three levels: EU level, national level and regional (sub-national) level. All three levels are relevant to the processes of inclusion and exclusion that determine minorities' participation in economic life. First, EU policy on social inclusion, on the one hand, and regional development initiatives through EU structural funds, on the other, have a significant and increasing impact on the economic status of minorities. Second, it is at the level of the nation-state that most policy is elaborated and implemented, and it is primarily the strategies of national governments that determine how minorities are integrated into the national and global economies. Finally, the regional level is also a vital unit of analysis, both because the development policies of national governments and the EU are often directed at the regions and because regions in which national minorities are concentrated provide the ideal level of analysis to observe how policies affect the economic integration — and exclusion — of minorities.

It is very much hoped that in the long term the research outlined above will inform future action-oriented projects on how to improve the level of economic participation for disadvantaged minorities across the European continent.

### III. METHODOLOGICAL ISSUES AND MONITORING

#### Impact Assessment Methodology for Roma Decade

*The approach ECMI developed for the first global assessment of the needs of the Romani population in the Republic of Macedonia in 2003 was novel in its extensive use of qualitative methods as well as in its active involvement of Roms at all stages of project design and implementation. More specifically, Roms served as sources not only of raw data but also of ideas and as integral members of the research team, with focus groups used in combination with qualitative research methods and the more standard individual interview format for identifying Roms' most pressing needs and exploring ways in which the identified needs could be met. ECMI also developed its needs assessment methodology with broader regional application in mind, conducting a similar study in Serbia and Montenegro in 2004.*

In signing on to the Decade of Roma Inclusion (2005-2015), nine governments in Central and Southeast Europe (i.e., the governments of Bulgaria, Croatia, the Czech Republic, Hungary, Macedonia, Montenegro, Romania, Serbia, and Slovakia) committed themselves to adopting and implementing National Action Plans (NAPs) in the Decade's four priority areas: education, employment, health, and housing. Although implementation of the NAPs began officially with the launching of the Decade, in order for the participating countries' political commitments to be realized in the form of concrete benefits for their respective Romani populations, the NAPs had to be made operational and monitorable.

With this in mind, in October 2006 ECMI embarked together with UNDP's Bratislava Regional Center on an initiative to develop a methodology to assist the national teams responsible for NAP implementation in identifying gaps in the implementation process that could jeopardize realization of the Decade goals, designing adequate responses to keep the implementation process on track, and building national capacities for monitoring and mid-term progress assessment.

Creating partial synergy with the above mentioned EU OMC project on "The Aspect of Culture in the Social Inclusion of Ethnic Minorities", a systemic approach to establishing a methodological paradigm related to minority (Roma) was designed.

In December 2006, a technical meeting on monitoring the implementation of Decade NAPs was held in Pezinok (Slovak Republic). Bringing together members of the national teams responsible for NAP implementation with representatives of international organizations with a clear stake in the success of the Decade, the technical meeting made clear the need for country-specific practical guidance on implementation and improvement of arrangements for monitoring and evaluation in the NAPs. Also clarified in the course of the technical meeting was the complementarity between the UNDP-ECMI initiative and the Decade Watch: While the Decade Watch was developed as an initiative of Romani NGOs in the participating countries of the Decade and accordingly provides a view from Romani civil society on progress made since the Decade began two years ago, the UNDP-ECMI initiative focuses on what the national teams need to accomplish in order to attain the goals declared in their respective NAPs.

Drawing on the productive exchange of the technical meeting, ECMI has worked in consultation with UNDP to produce a set of materials designed to facilitate improvement of arrangements for monitoring and evaluation in the participating countries of the Decade. The materials include a report offering an overview of arrangements for monitoring and evaluation across the Decade countries as the basis for general recommendations on improving such arrangements, nine country-specific tables containing detailed information on issues related to monitoring and evaluation in each NAP, and a monitoring matrix which provides a template aimed at assisting in the correction of shortcomings observed in the NAPs. It is expected that the developed methodology will be tested in 2007 as two pilot projects possibly in Bulgaria and Macedonia.

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## Trainings and Advisory Functions

Deriving from its research and action-oriented experience, ECMI as an expert institution was increasingly in demand to support and advise governments in relation to the review and drafting of national legislation (South East Europe — Macedonia, Kosovo, Serbia & Montenegro, Bulgaria, Romania; Eastern Europe — Moldova, Georgia), peaceful conflict transformation and minority participation in public life.

This competence also allowed ECMI to contribute to a better understanding of majority-minority relations on the part of international agencies providing assistance to conflict regions. The interest in including minority issues in the assistance programmes has been expressed by other agencies and ECMI will further develop comprehensive training programmes, tailored to specific needs.

In 2006 the development of specific trainings, tailored to the needs of requesting organisations on minority issues were designed to mainstream minority issues in the returns process in Kosovo and to enhance Roma inclusion in form of placement and functionality of local Romani co-ordinators in the municipal structures in Serbia.

### KOSOVO: MAINSTREAMING RETURNS INTO THE WORK OF THE MUNICIPAL GOVERNMENT

On request of UNMIK Office of Returns and Communities and UN Development Programme in Kosovo, ECMI was asked to devise a training programme for Municipal Returns Officers (MRO) throughout Kosovo that would incorporate best practices in the field of minority issues. This project was included in a programme conducted by ECMI to support central and local level institutions in understanding, formulating and effectively implementing policies on minorities and to facilitate dialogue and bridge the gap between government structures and civil society organizations from minority communities on issues relevant to them.

The position of MRO was created at municipality level to coordinate the returns process of refugees and displaced persons who left the area during the Kosovo war and to facilitate the reintegration of returnees into local structures. The success of the MROs has been limited and uneven across municipalities, due to a lack of understanding of their role and responsibilities, accompanied by a low level of coordination between them and different actors involved in the returns processes, particularly between local and central government institutions.

When designing the training, ECMI addressed these issues in a two-phased approach, by first identifying problems through interviews conducted with MROs and Municipal Principals across all 30 municipalities in Kosovo and then proposing adequate training.

Each of the presentations and modules of the training addressed one particular aspect of the inclusion of minority aspects into the returns process. Moreover, the interactive units of the training, also attended by representatives of UNDP and UNHCR, were aimed at facilitating communication between MROs and other municipal, national and international actors involved in meeting minority rights standards in the returns process.

As an additional result of the training, ECMI compiled a list of recommendations for creating an environment for sustainable returns and for efficiently streamlining the minority and the returns work at municipal level. A practical manual addressing the local government role in integrating returnees will be published in 2007.

### **SERBIA: LOCAL ROMANI CO-ORDINATORS AND THEIR ROLE IN ADDRESSING ROMA SOCIAL INCLUSION**

With an eye to improving coordination between local Romani coordinators and relevant sector heads, these training modules were so designed as to bring the two groups of stakeholders together. Additionally, a series of separate networking events was held for the local Romani coordinators for the specific purpose of allowing them to learn from one another's experiences. A guide to the training of local Romani co-ordinators and their non- Romani counterparts for municipalities with large Roma population is under elaboration setting standards for improvement of Roma inclusion. The guide will be published in 2007, concluding the first series of trainings in Serbia. It is hoped for that the guide will be applied not only in Serbia but also in other countries/municipalities wishing to implement Roma inclusion in general.

### **ADVISING ON MINORITY ISSUES**

The advisory functions of ECMI already included in the respective action-oriented projects and practice oriented research were also directed toward conflict resolution and conflict transformation through co-operation with Carnegie Network in Sri Lanka and Sudan.

Institutional advice to the *Council of Europe (CoE)* embodied in the Committee of Experts on issues relating to the Protection of National Minorities (DH-MIN), with ECMI Director Dr Marc Weller as the Rapporteur on this issue resulted in the presentation of a report on the role of minority consultative bodies in the decision-making process at the DH-MIN conference in Brasov in May 2006. Subsequently, the decision to draft a Handbook on Minority Consultative Bodies was adopted by the CoE Council of Ministers. ECMI then submitted the Handbook which was approved by the CoE.

ECMI was invited to provide informal consultations on minority issues to *European Commission Directorate General Enlargement* on progress made in minority protection in the final stages of accession to the EU by Bulgaria and Romania (ECMI was involved in advising both countries' governments, parliaments and civil society minority organisations on legal aspects of minority governance and legislation in 2004-2005). In addition ECMI provided an interim assessment on minority protection in a number of candidate countries and associated countries.



# 4



## Projection of Activities in 2007

### ECMI ANNUAL SUMMIT 2006 AND FUTURE ACTIVITIES

In connection with the ECMI 10th anniversary event an internal implementation and future development, a review meeting took place on 5 December 2006, involving ECMI staff at the HQ and the regional representatives in the field. The key issues discussed were strategic planning and programming in relation to four identified thematic strands of the new programming period, in particular:

- the need to improve methodologies in multi- and interdisciplinary aspects of addressing majority-minority relations;
- the review of scholarly developments;
- the role and value of regional presence in the light of close co-operation with recipients and beneficiaries (Georgia, Kosovo, Macedonia, Moldova, Montenegro, Serbia, and Roma activities);
- relevant project design and implementation.

As part of staff development, a 2-day project financial management and reporting training was subsequently conducted to improve ECMI field capacity in financial control and delivery. The training was compulsory for all project related staff, both international and local. The training was based on inter-active methods and integrated database approach, developed by ECMI Georgia's Head of Administration and Finance.

### ECMI STRATEGY AND PROGRAMMING 2006-2008

Based on a continuing combination of practice-oriented research with an action-oriented approach, and periodic assessments of developments in majority-minority rela-

tions in Europe, the new strategic planning and programming addresses issues in four interlinked areas:

- *Political participation.* The question of the effectiveness of existing instruments and the emergence of novel mechanisms to promote the participation of members of national and ethnic minority groups in public life will not only focus on participation in conventional forms of political activity, but will also highlight the extent to which political participation has evolved outside these conventional arenas. ECMI seeks to look into the ways in which minority identity impacts on political participation and democratic institutions at various levels, defusing tensions and enhancing security.
- *Equal Opportunities — Social and economic inclusion, with a special programme on integration of Roms.* Attention to the social and economic exclusion of ethnic and national minorities has increased following the adoption of the Lisbon Strategy by the EU and the declaration of 2007 as the Year of Equal Opportunities for All. This relates not only to improving living standards but also to Europe not tapping into a considerable economic and social resource. An example is the issue of inclusion of Roms, a trans-European minority. ECMI will be looking into this little-researched area of economic opportunities for minorities, as well as into integration policies from that perspective.
- *Institution Building, Governance and Culture.* Although respect for diversity is one of the cornerstones of the EU, the Council of Europe and the OSCE, a stronger emphasis needs to be placed on enhancing diversity in its various forms. This approach is promoted through assistance in establishing relevant institutions where there are none, and strengthening capacities for minority protection and human rights work in existing mechanisms.
- *Conflict transformation.* Contributing to the settlement of ethnic conflict and the process of gradual conflict transformation has been one of the core ECMI competences. The conflict transformation programme is regionally based and currently covers areas in Eastern Europe, South East Europe and the South Caucasus.

# 5

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## Information and Documentation

### I. LIBRARY

The task to develop a world class library and documentation centre on minority issues is a demanding one. This is especially due to the fact that it is not possible for any single library to collect all important literature dealing with all aspects of minority issues. This is the reason that the ECMI Library in 2006 entered into a new publications exchange co-operation agreement with the Stockholm Peace Research Institute (SIPRI) Library. Under this arrangement, ECMI provides SIPRI with a copy of the newest *European Yearbook of Minority Issues* and receives back and current issues of the SIPRI Yearbooks gratis. In this way, the ECMI Library will also be able to obtain any new SIPRI publications that it requires. ECMI also now has an arrangement with Teleki Laszlo Institute of Budapest, Hungary in which ECMI receives books from the Slavic Eurasian Studies Series of the Slavic Research Center, Hokkaido University as well as English language editions of the journal *Regio-Minorities, Politics, Society*, published by the Teleki Laszlo Institute. In return, ECMI supplies the Teleki Laszlo Institute with the latest edition of the *European Yearbook of Minority Issues*. At the same time, ECMI has continued strategic relationships with libraries in Europe and in the USA. An example of a continued relationship in Europe is that with the IFSH Library in Hamburg. The IFSH Library receives ECMI publications on a regular basis. An instance of a library in the USA with which the ECMI Library has a relationship is the University of California, San Diego Library. The Collections Coordinator of that Library recently praised the cooperation with the ECMI Library, and noted that ECMI print publications are actually used a great deal by students. In order to acquaint an even wider circle of readers to ECMI publications, selected ECMI works were available for view at the 2006 Frankfurt Book Fair, the largest marketplace worldwide for ideas and books. More than 286,000 visitors attended the Frankfurt Book Fair in 2006.

The hard copy and grey literature collection continued to grow in 2006 with the acquisition of books and journals dealing with the field of international law and international relations, ethnic conflict and minority protection. The books and journal subscriptions acquired by the ECMI Library are chosen through regular recommendations of ECMI expert researchers. The Ombudsmen section of the Library continued to grow in 2006 with its continuously updated collection of Annual Reports from Ombudsmen institutions worldwide. In fact, the ECMI Library continues to represent a valuable and unique resource on minority issues.

With regard to *online sources* of dissemination, ECMI in 2006 became a Principal Partner of the International Relations and Security Network (ISN). All ECMI publications are now available in full text and abstracted on ISN. ECMI also continued to contribute to HeinOnline in 2006, a prestigious, award-winning resource which provides full-text, image-based and fully searchable access to more than 650 legal periodicals as well as to international Treaties and Agreements. This has resulted in an increased awareness and recognition of ECMI's work, especially among law libraries. According to the cooperation arrangement, ECMI also receives a special reduced subscription rate to HeinOnline in return for its contribution to the collection. ECMI also continued to contribute to Columbia International Affairs Online (CIAO), the most comprehensive online source for theory and research in international affairs.

The ECMI Library's participation in local, national, and international networks continued in 2006. This participation is especially significant with regard to the delivery and management of information resources. The ECMI Library continued its membership in the German-Danish Library Forum, a loose association of libraries and library systems north and south of the border. A new border region internet gateway has been funded in the framework of the INTERREG III Programme of the European Union, and was presented in Flensburg by Peter Harry Carstensen, Minister President of Schleswig Holstein in September 2006. This border region gateway internet portal is a product of the German-Danish Library Forum. ECMI has also continued its database contribution to COMIR, the Consortium of Minority Resources. COMIR was founded specifically with the aim of fostering cooperation, especially where databases are concerned, in order to avoid unnecessary duplication of effort.

ECMI has continued as well its membership in the Specialized Information Network International Relations and Area Studies, a consortium of twelve German and one Danish research institutes aimed at the establishment of common information resources. The Network's database is one of the largest bibliographical databases in Europe and reflects the main areas of interest of the member institutes. The database now holds more than 700,000 references to articles/chapters from periodicals and books (55%); monographs, reports (27%); official publications (4.5%). The database is updated regularly. Expert researchers from the German Bundestag have remarked on its usefulness. All ECMI publications, as well as external publications of ECMI staff, are indexed and abstracted here.

Several members of the Specialized Information Network, including ECMI, are also member institutes of the European Information Network on International Relations (EINIRAS). EINIRAS is an association of European research institutions working with information and documentation on international relations in research and political practice. The long-term objective of EINIRAS is to establish a common European database on international relations and area studies. The short-term objectives include the expansion of practical cooperation and the exchange of information, bibliographical data and publications. EINIRAS members include, among others, the Council of Europe, the Finnish Institute of International Affairs, the Centre d'Informacio I documentacio Internacionales a Barcelona, the Royal Institute of International Affairs and the Stockholm International Peace Research Institute (SIPRI).

## II. DATABASES

The ECMI Framework Convention Database and the Framework Convention Parallel Report Database were designed to be major tools for researchers and minority practitioners. The aim of the ECMI Framework Convention for the Protection of National Minorities Database is to provide a comprehensive collection of materials on the negotiation and implementation of the Convention. This project is placed in the context of a further ECMI venture: a scholarly article-by-article commentary of the Convention produced by eminent specialists in the field of minority rights. This commentary, edited by ECMI Director Dr. Marc Weller, was published in hardback in 2005 and in paperback in 2006 by Oxford University Press.

This project covers the negotiating history of the Convention, other international instruments (treaties, declarations and recommendations) adopted by the Council of Europe, the UN and its specialized agencies, the OSCE, the EU, and other international organizations, as well as the most significant secondary documents produced within these regimes pertaining to implementation procedures and interpretation, such as the state reports submitted by member states, the opinions of the Advisory Committee, the responses by states, and the Recommendations adopted by the Committee of Ministers. The materials are presented on an article-by-article basis. The database, in its present form, contains files for each Article/Paragraph of the Convention as well as a file for the Preamble. The database allows scholars and practitioners to gain rapid insight into the practice of governments in the implementation of the commitment they undertook when becoming parties to the Framework Convention for the Protection of National Minorities.

The Ethnopolitical Map of Europe database is a major documentation project that will over time highlight minority issues across Europe. The aim of the Ethnopolitical Map is to offer quick and easy access to comprehensive information on background, population and socioeconomic statistics, international response to crisis management, as well as carefully

selected links and bibliography. In 2006, the Estonia, Latvia and Moldova entries were completed.

### III. WEB ACCESS STATISTICS

Web statistics show that in 2006, the ECMI website welcomed a growing number of visitors each month. On average, the ECMI website attracted more than 5000 visitors per day. Besides main website, ECMI individual project websites were used by interested individual, scholars, international organisations and government agencies.

*The access frequency on main website [www.ecmi.de](http://www.ecmi.de)*

SITE / PAGE AREA	UNIQUE VISITORS	AVERAGE UNIQUE VISITORS/DAY
www.ecmi.de (The Whole Website)	432.800	1.186
/elinks/ (ECMI Links Database)	55.689	153
/emap/ (ECMI electronic Map)	80.724	221
/jemie/	60.477	166
/doc/ombudsman/	16.770	46
/doc/CoE_Project/	13.617	37
/doc/Parallel_Reports_Database/	9.191	25
/rubrik/49/comir/	6.029	17

*Most Downloaded Publications (Top 10 PDF Files)*

RANK	URL	# OF VISITS
1	/jemie/download/ Focus1-2003_Hughes_Sasse.pdf	3,121
2	/jemie/download/ Focus4-2002_Kymlicka.pdf	2,633
3	/jemie/download/ Focus1-2002Brunnbauer.pdf	2,046
4	/jemie/download/ Focus1-2003_Smith.pdf	1,886
5	/download/working_paper_3.pdf	1,984

RANK	URL	# OF VISITS
6 "Ethnic Violence in Vojvodina: Glitch or Harbinger of Conflicts to Come?".	/download/working_paper_27.pdf	1,656
7 "Language and Identity: the Ohrid Framework Agreement and Liberal Notions of Citizenship and Nationality in Macedonia."	/jemie/download/ Focus1-2002Daskalovski.pdf	1,657
8 "Croat Self-Government in Bosnia: A Challenge for Dayton?"	/download/brief_5.pdf	1,111
9 "Moldova and the Transnistrian Conflict."	/jemie/download/1-2004Chapter4.pdf	1,575
10 "In Search of a Homogeneous Nation: the Assimilation of Bulgaria's Turkish Minority, 1984-1985."	/jemie/download/JEMIE01Dimitrov10-07-01.pdf	1,565

*Individual Project Websites access frequency:*

SITE / PROJECT	UNIQUE VISITORS	AVERAGE UNIQUE VISITORS/DAY
Ecmikosovo.org	2.522	7
Ecmimoldova.org	881	2,4
Ecmigeorgia.org	8.576	23,6
Ecni-eu.org (OMC)	2.335	6,4
Ecmirom.org	2.335	6,4



# 6

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## Publications

ECMI's publications are a major channel through which the Centre reflects both its research and its action-oriented project work and makes it available to the international community of researchers and practitioners. Through its manifold and interdisciplinary publication activity, ECMI endeavours to make a valuable contribution to the analytical and informational resources that help understand and transform the relationship between minorities and majorities throughout Europe.

In 2006, ECMI published a third Handbook on Minority Issues, published in cooperation with the Council of Europe.

In addition to its book publications, ECMI has continued the generation of its Monograph, Working Paper, and Report series. A description of each of these and full listings is recounted below. Furthermore, ECMI staff contributes to external scholarly publications as well as maintaining ECMI's own online Journal on Ethnopolitics and Minority Issues in Europe (JEMIE), an innovative venture that has been highly successful since its launch in autumn 2001 in fostering scholarship and stimulating academic debate.

### I. BOOKS

#### **Handbook Series**

With the establishment of the series of Handbooks on Minority Issues, ECMI provides practical guides to specific aspects of majority-minority relations, in particular the applicable standards and international implementation mechanisms that exist at the national, regional and international level for the protection of minorities. The Handbooks are aimed at practitioners, minority rights advocates, government officials, legal experts and journalists.

They also serve as valuable introductions to minority issues and ethnopolitics for students of International Relations, International Law, Political Science and related disciplines. The series is published by Council of Europe Publishing.

*Vol. 3: Minority rights jurisprudence digest*

by Alcidia Mouchéboeuf

(Strasbourg: Council of Europe, 2006)

Minority rights jurisprudence digest is a comprehensive yet analytical classification of cases on international and regional jurisprudence on minority rights and, at present, it is the only digest of judicial practice in the area of minority rights. It provides a comparative approach to the study of minority rights jurisprudence and details the emerging international and regional standards in this field.

The work covers the principal international bodies that have issued authoritative statements on issues of relevance to minorities. It deals with the jurisprudence of the European Court of Human Rights (Council of Europe); the African Commission on Human and People's Rights; the European Court of Justice (European Union); the Inter-American Court of Human Rights, the International Court of Justice; the Permanent Court of International Justice and the United Nations Human Rights Committee. Materials from judgments and reports are organised according to key analytical concepts and there is a summary of all the cases cited, along with the corresponding application numbers and the list of headings under which each case has been classified.

Minority rights jurisprudence digest will prove to be of considerable importance for academics, practitioners or professionals working in the field of minority rights, as well as for undergraduate and postgraduate students following human rights and minority law courses.

### **Jurisprudence Commentary**

*Universal Minority Rights: A Commentary on the Jurisprudence of International Courts and Treaty Bodies*

(Marc Weller, ed., Oxford University Press, forthcoming 2007)

This book is aimed to, for the first time, review minority rights jurisprudence from all relevant universal and regional courts and treaty bodies. The book will provide an authoritative assessment of the development of substantive legal rules in this area. This is particularly important, given the absence of a detailed and binding international legal instrument on the subject.

## II. MONOGRAPHS

The Monograph series consists of innovative conceptual work combined with theoretical analysis, useful for practitioners as well as for undergraduate and postgraduate students dealing with minority issues.

**#3: European Centre for Minority Issues:**

*Roms on Integration:*

*Analyses and Recommendations.*

March 2006, 124 pp.

(ISBN 3-9810857-4-4)

*Note: Monograph #3 is also available in Macedonian.*

## III. WORKING PAPERS

Working Papers are original, in-depth analyses of emerging or ongoing developments and are intended to stimulate further debate. In the light of comments and criticism, they will subsequently be revised and may be published in an expanded form in the ECMI Yearbook or other ECMI publications. Working papers are an important element in ECMI's strategy of promoting interdisciplinary research on ethnopolitics and minority issues.

**#36: Jonathan Wheatley:**

Defusing Conflict in Tsalka District of Georgia: Migration, International Intervention and the Role of the State

October 2006, 42 pp., appendix (ISSN 1435-9812).

*Note: Working Paper #36 is also available in Russian.*

**#35: Hedvig Lohm:**

Dukhobors in Georgia:

A Study of the Issue of Land Ownership and Inter-Ethnic Relations in Ninotsminda rayon (Samtskhe-Javakheti)

November 2006, 44 pp., appendix (ISSN 1435-9812). *Also available in Russian*

**#34: Hetzler, Antoinette with Marcus Persson and Elin Lundin:**

The Aspect of Culture in the Social Inclusion of Ethnic Minorities.

Evaluation of the Impact of Inclusion Policies under the Open Method of Co-ordination in the European Union: Assessing the Cultural Policies of Six Member States. Final Report Sweden.

October 2006, 88 pp., appendix (ISSN 1435-9812).

**#33: Žagar, Mitja with Miran Komac, Mojca Medvešek, Romana Bešter:**

The Aspect of Culture in the Social Inclusion of Ethnic Minorities.

Evaluation of the Impact of Inclusion Policies under the Open Method of Co-ordination in the European Union: Assessing the Cultural Policies of Six Member States. Final Report Slovenia.

October 2006, 190 pp., appendix (ISSN 1435-9812).

**#32: Vašecka, Michal, with Magdaléna Sadovská and Barbora Vašecková:**

The Aspect of Culture in the Social Inclusion of Ethnic Minorities.

Evaluation of the Impact of Inclusion Policies under the Open Method of Co-ordination in the European Union: Assessing the Cultural Policies of Six Member States. Final Report Slovakia.

October 2006, 136 pp., appendix (ISSN 1435-9812).

**#31: Zepa, Brigitta with Ilze Lace, Evija Klave and Inese Šupule:**

The Aspect of Culture in the Social Inclusion of Ethnic Minorities.

Evaluation of the Impact of Inclusion Policies under the Open Method of Co-ordination in the European Union: Assessing the Cultural Policies of Six Member States. Final Report Latvia.

October 2006, 88 pp., appendix (ISSN 1435-9812).

**#30: Kirch, Aksel with Tarmo Tuisk and Mait Talts:**

The Aspect of Culture in the Social Inclusion of Ethnic Minorities.

Evaluation of the Impact of Inclusion Policies under the Open Method of Co-ordination in the European Union: Assessing the Cultural Policies of Six Member States. Final Report Estonia.

October 2006, 111 pp., appendix (ISSN 1435-9812).

**#29: Horakova, Milada and Bares, Pavel:**

The Aspect of Culture in the Social Inclusion of Ethnic Minorities.

Evaluation of the Impact of Inclusion Policies under the Open Method of Co-ordination in the European Union: Assessing the Cultural Policies of Six Member States. Final Report Czech Republic.

October 2006, 147 pp., appendix (ISSN 1435-9812).

**#28: Wheatley, Jonathan:**

Implementing the Framework Convention for the Protection of National Minorities in Georgia: A Feasibility Study

October 2006, 64 pp., appendix (ISSN 1435-9812).

**#27: Bieber, Florian and Winterhagen, Jenni:**

Ethnic Violence in Vojvodina:

Glitch or Harbinger of Conflicts to Come?

April 2006, 49 pp., appendix (ISSN 1435-9812).

**#26: Wheatley, Jonathan:**

The Status of Minority Languages in Georgia

And the Relevance of Models from Other European States

March 2006, 37 pp., appendix (ISSN 1435-9812).

**#25: Dafflon, Denis:**

Managing Ethnic Diversity in Javakheti:

Two European Models of Multilingual Tertiary Education

February 2006, 25 pp, appendix (ISSN 1435-9812).

#### IV. REPORTS

ECMI Reports are the products of the Centre's constructive conflict management work and reflect exchanges during workshops, roundtables, and seminars. As these activities aim to foster dialogue in a way that will lead to concrete policy recommendations, these publications are made available after the event. They aim to give a synopsis of the panel presentations and discussions, and highlight recommendations that were adopted. Where appropriate, they also seek to outline any follow-on procedures that may be developed to support implementation of these recommendations. This category of ECMI publications also includes extensive background reports resulting from fact-finding visits to the region in question, often in preparation for new projects.

**#59: European Centre for Minority Issues:**

ECMI Civil Society Project in Kosovo 2001-2005. Guide to the Enhancement of Minority-Majority Relations in Kosovo.

March 2006, 55 pp., appendix (ISSN 1818-0531).

**#58: Marija Nasokovska and Denika Blacklock:**

Securing Implementation of the Ohrid Agreement through Concrete Policy Action: The 'Policy Dialogue Initiative'.

An ECMI Project in Macedonia 2004-2005

March 2006, 36 pp., appendix (ISSN 1818-0531).

## V. EUROPEAN YEARBOOK OF MINORITY ISSUES

With Volume 2005/6, the fifth volume of the European Yearbook of Minority Issues about to reach its readers, ECMI has achieved international acclaim as an institution which addresses minority issues in a consistent manner. The European Yearbook of Minority Issues was first conceived by ECMI's founding Director, Prof. Dr. Stefan Troebst, in 1996 and developed in cooperation with the European Academy in Bolzano (EURAC) over the next few years.

Under the guidance of current ECMI Director Dr. Marc Weller and EURAC Director Prof. Dr. Joseph Marko, the first volume appeared in 2002. Among the eminent experts and scholars in the field that the European Yearbook of Minority Issues was able to attract to serve as its General Editors immediately from the beginning were Arie Bloed, Rainer Hofmann, and James Mayall. More importantly, experts of high ranking as well as new emerging scholars have been willing to contribute more than once with the latest from their fields in terms of both theoretical and practical issues. While volumes one, two three and four were able to secure contributions from Ted Robert Gurr, Rainer Hofmann, Asbjørn Eide, William Schabas, Joshua Castellino, Annelies Verstichel and Joseph Yacoub, the fifth volume features among others Joseph Marko, Tove H. Malloy, Kristin Henrard and Antti Korkeakivi. The younger generation of experts is equally well-represented with eminent and carefully collected and analyzed contributions. It is not without reason that the European Yearbook of Minority Issues has been met with good reviews and feedback from international experts, practitioners and students alike.

Realizing that the aspects to be covered in minority issues cover a broad range of disciplines and research areas, the founders and managing team of the European Yearbook of Minority Issues set an ambitious agenda. The European Yearbook of Minority Issues is expected to cover not just legal issues but all aspects of the study of and management of relations between dominant and non-dominant groups in European societies. Thus, with the four volumes now available having covered special areas such as non-discrimination, multi-level governance, complex power-sharing, new minorities, economic participation, the EU and minority protection, Ombudsman institutions, and the Caucasus region, as well as annual reporting on international and national developments, the European Yearbook of Minority Issues is already bringing a diversity of issues to public debate. This diversity is also reflected in the fifth volume.

2006 was the fifth year of publication of The European Yearbook of Minority Issues. We have now had feedback, both informal and in the shape of scholarly reviews, in relation to the initial volumes. We are very pleased indeed to note that the Yearbook has been so well received and that it is attracting increasing support from contributors and readers. The study of majority-minority relations is certainly not going out of fashion. However, the subject is becoming increasingly complex, as we move away from the simple concept of

‘minority protection’ to the broader study of means and mechanisms that can be adopted to accommodate diversity within and across states.

The 2005/6 issue contains two special feature sections, one focusing on the concept of ‘nation’ and one on the Balkan region. The special feature section on the concept of ‘nation’ includes an article by Tove H. Malloy on “Deconstructing the ‘Nation’ for the 21<sup>st</sup> Century through a Critical Reading of the Parliamentary Assembly’s Recommendation 1735 (2006).” The special feature section on the Balkan region includes an article by Joseph Marko on “Independence Without Standards? Kosovo’s Interethnic Relations Since 1999.”

General Editors: Prof. Arie Bloed (Former Executive Director of the Constitutional and Legislative Policy Institute (COLPI); Prof. Dr. Dr. Rainer Hofmann (Professor of Constitutional and International Public Law at the University of Frankfurt, former President of the Advisory Committee on the European Framework Convention for the Protection of National Minorities); James Mayall (Director of the Centre of International Studies and Professor at the University of Cambridge); John Packer (former Director of the OSCE Office of the High Commissioner on National Minorities); and Dr. Marc Weller (Director of ECMI).

*Managing Editors:* Emma Lantschner; Jonathan Wheatley

*Assistant Editors:* Alice Engl; Vladislav Michalcik; Gabriel N. Toggenburg; Matthew Ward

## VI. OTHER RELEVANT ECMI PUBLICATIONS

*European Agency for Reconstruction and European Centre for Minority Issues (2006). Minority Issues Mainstreaming. A Practical Guide for European Agency for Reconstruction Programmes.*  
Thessaloniki and Flensburg: European Agency for Reconstruction, 162 pp.  
ISBN 978-3-9810857-5-4, includes CD.

*Note: the following publications are also available in Serbian, and are available in print and on CD.*

*European Centre for Minority Issues and The Danish Institute for Human Rights (2006). Monitoring and Reporting Manual. Implementing International Human and Minority Rights Obligations in Serbia and Montenegro.*  
Belgrade: State Union Ministry of Human and Minority Rights Support Initiative.

*European Centre for Minority Issues and The Danish Institute for Human Rights (2006). Strategy of the Ministry for Human and Minority Rights.* Belgrade: Ministry for Human and Minority Rights of the State Union of Serbia and Montenegro.

European Centre for Minority Issues and The Danish Institute for Human Rights (2006). Law Reform Programme in the Area of Human Rights. Harmonisation with International Standards. Overview for the Republic of Serbia. Belgrade: Ministry for Human and Minority Rights of the State Union of Serbia and Montenegro.

European Centre for Minority Issues and The Danish Institute for Human Rights (2006). Law Reform Programme in the Area of Human Rights. Harmonisation with International Standards. Overview for the Republic of Montenegro. Belgrade: Ministry for Human and Minority Rights of the State Union of Serbia and Montenegro.

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## External Publications of ECMI Staff

### Externally published books

**Weller, Marc (ed.)** (2006). [paperback edition] *The Rights of Minorities. A Commentary on the European Framework convention for the Protection of National Minorities*. Oxford and New York: Oxford University Press, 688 pp.

### Chapters in books and articles in international peer reviewed journals by ECMI staff

**Friedman, Eben** (2006). Minority Rights in Europe: Roms in Slovakia and the Czech Republic. In: Brosig, Malte (ed.) *Human Rights in Europe. A Fragmented Regime?* Frankfurt am Main, Berlin, and Bern: Peter Lang, 153-168.

**Decker, D. Christopher** (2006). "Recent Developments in Romania on the Draft Law on the Status of Minorities: Déjà Vu All Over Again?" *European Yearbook of Minority Issues*, vol. 4, 2004/5, Leiden and Boston: Martinus Nijhoff Publishers, 671-694.

**Khanzin, Andrei** (2006). "Durable Solutions for Meskhetian Turks: The Issue Revisited." *European Yearbook of Minority Issues*, Vol. 4, 2004/5, Leiden and Boston: Martinus Nijhoff Publishers, 495-511.

**Lloyd, Marnie** (2006). "Removing Barriers-The Accessibility of an Ombudsman or National Human Rights Institution to Vulnerable Communities." *European Yearbook of Minority Issues*, Vol. 4, 2004/5, Leiden and Boston: Martinus Nijhoff Publishers, 221-245.

**Protsyk, Oleh** (2006). "Democratization as a Means of Conflict Resolution in Moldova." *European Yearbook of Minority Issues*, vol. 4, 2004/5, Leiden and Boston: Martinus Nijhoff Publishers, 723-737.

**Protsyk, Oleh** (2006) "Moldova's Dilemmas in Democratizing and Reintegrating Transnistria," *Problems of Post-Communism*, Vol. 53/4: 29-42.

**Weller, Marc** (2006). "Bosnia and Herzegovina Ten Years after Dayton: Lessons for Internationalized State Building." *Ethnopolitics* 5 (1), 1-13.

**Wheatley, Jonathan** (2006). "Integrating Minorities in Weak States: The Case of Georgia." *European Yearbook of Minority Issues*, Vol. 4, 2004/5, Leiden and Boston: Martinus Nijhoff Publishers, 447-460.

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## Events, Delegations and Visitors to ECMI

### **JANUARY**

9 JANUARY      ECMI Lecture at the University of Flensburg on “Minorities in Political Life”  
                    Coordination Meeting of the Minority Chair

10 JANUARY     Visit by Ms Françoise Kempf, from the Council of Europe, Secretariat of the Framework Convention for the Protection of National Minorities

16 JANUARY     Visit by Mr Martin Kayenburg, President of the Land of Schleswig-Holstein

27 JANUARY     Proseminar: Students from the University in Kiel, Faculty of History

### **FEBRUARY**

2 FEBRUARY     Visit by Prof. Hanne Petersen, University of Copenhagen and Dr. Karen Margrethe Pedersen, Institute for Border Region Research, Aabenraa

3 FEBRUARY     Visit by Dutch Geographic Delegation: “Minorities in wider Europe, European legislation etc.”, planning of event in April

20 FEBRUARY    UN Status Talks on Kosovo, Vienna

24-25 FEBRUARY Open Method of Coordination - The Aspect of Culture in the Social Inclusion of Ethnic Minorities — 1<sup>st</sup> Workshop

27 FEBRUARY    UN Status Talks on Kosovo, Vienna

### **MARCH**

2-3 MARCH Visit by Hans-Joachim Binding, Bundesrechnungshof

7-8 MARCH DH-MIN Meeting in Brasov/Romania

8 MARCH Visit to HQ by Lone Anker Jacobsen (Duborg Skolen)

7 - 9 MARCH Workshop on the Strategy and Operationalization of Sustainable Returns in Kosovo. Ohrid, Macedonia

15-16 MARCH EU DG Enlargement Meeting on Bulgarian and Romanian accession, Brussels

15-16 MARCH Preventive Force Conference, Princeton

17 MARCH Meeting of German-Danish Library Forum, Sønderburg

26-30 MARCH ECMI Kosovo Community Consultative Council workshop, Albania/Durres Workshop

27-29 MARCH Meetings with "Internationale Rechtliche Zusammenarbeit", Bundesministerium fuer Entwicklung und Zusammenarbeit, GTZ, Bonn

28 MARCH Students of Jaruplund Højskole at ECMI

29-30 MARCH EU OMC/Social Inclusion Conference: Workshop on the Promoting Social Inclusion of Ethnic Minorities, Brussels

### **APRIL**

1 APRIL FUEN Civil Society Dialogue, Akademie Sankelmark.

9-13 APRIL ECMI Drafting Session of Kosovar Constitutional Experts on Human and Community Rights in the Context of Final Status Discussions, Cambridge

7-8 APRIL OSCE Conference on Minorities, Warsaw

### **MAY**

5 MAY FCNM Conference, Brussels

6 MAY ECMI at 2<sup>nd</sup> "Day of Schleswig-Holstein Foundations", Luebeck

11 MAY New Zealand Student Group visiting ECMI

13-14 MAY METHU: Ankara: Conference on Minorities in the Black Sea and Central Asian Region, preparatory for X ESCAS

17 MAY ECMI at Akademie Sankelmark, Session of delegation of Parliament of Schleswig-Holstein

24 MAY Symposium on National Minorities in Berlin

## JUNE

7 JUNE Visit by Dr. Rein, German Ministry of the Interior, Dr. Bergner, newly-appointed Minority Representative of the German Government, and Mr Kayenburg, President of the Parliament of the land of Schleswig-Holstein, to ECMI

10 JUNE ECMI at Glücksburg Castle, Meeting with GMF Fellows on Minority Policy in Schleswig-Holstein

14 JUNE Visit of ECMI Chairman Dr Knud Larsen and ECMI Director Marc Weller to the Minister President of Schleswig-Holstein, Mr Peter Harry Carstensen, Kiel

19-20 JUNE Membership Meeting of Specialized Information Network, Berlin

19-23 JUNE ECMI working conference for the Kosovo Delegation, Community Consultative Council and major Kosovar political parties, discussing the "Framework Document for the Protection of Rights of Communities in Kosovo", Thessaloniki, Greece

28 JUNE-2 JULY ECMI Lecture at EBLUL seminar, Scotland

## JULY

11-12 JULY EU DG Enlargement Meetings, Brussels

12-14 JULY ECMI Seminar "Power Sharing and Allocation of Competencies between Central and Autonomy Governments in Moldova" Cambridge on July 12-14, 2006, Cambridge

13-14 JULY 2<sup>nd</sup> Workshop on the Open Method of Coordination - The Aspect of Culture in the Social Inclusion of Ethnic Minorities

20-23 JULY ECMI seminar "Strengthening Links between Constituencies for Constructive Conflict Settlement in Transnistria", Flensburg

## AUGUST

1 AUGUST ECMI Lecture at the Nordic History Teachers Seminar, Jarplund Højskole

2 AUGUST Seminar for a group of Nordic History teachers, Flensburg

24 AUGUST Visit by students from Højskolen Østersøen

30 AUG-3 SEPT American Political Science Association Meeting, Philadelphia

30 AUGUST Schleswig-Holstein Annual Cultural Meeting, Saltzau

## SEPTEMBER

3 SEPTEMBER YOUMM — Minority Marathon. ECMI Information Stand and Press Office, Flensburg

5 SEPTEMBER Visit by students from Duborg Skolen, Flensburg

7 SEPTEMBER Meeting of German-Danish Library Forum, Aabenraa

14 SEPTEMBER Visit by students from Denmark's International Study Programme, Copenhagen

15-20 SEPTEMBER Visit of a research team from the University of Bordeaux on repatriation issues of minorities

25-26 SEPTEMBER 16th Annual EINIRAS Conference, Presentation of ECMI Ethnopolitical Map, Prague

27 SEPTEMBER Seminar "Roads toward Democratisation of the Transnistrian Region of the Republic of Moldova-II", The Ministry of Foreign Affairs of the Czech Republic, Chisinau, Moldova.

28 SEPTEMBER Workshop Aarhus Universitet on "Religion, Minorities and Human Rights in Europe"

28-30 SEPTEMBER ASN Conference "Globalization, Nationalism and Ethnic Conflicts", Belgrade

## OCTOBER

5-7 OCTOBER Federalism, Decentralization and Conflict, University of Oxford (CRISE)

9-13 OCTOBER 45<sup>th</sup> International *Hochschulwoche*, "Inclusion and Exclusion in the Western Balkans", Tutzing

9-14 OCTOBER Meetings with Serbia Agency for Human Rights, Serbia. Ministry of Human and Minority Rights, Montenegro and with other International Organisations, Belgrade/Podgorica

16 OCTOBER 3rd Workshop on the Open Method of Coordination: The Aspect of Culture in the Social Inclusion of Ethnic Minorities, Flensburg

17 OCTOBER Official Dissemination Conference of the Open Method of Coordination: The Aspect of Culture in the Social Inclusion of Ethnic Minorities, Flensburg

19 OCTOBER Visit by students from Jaruplund Highschool, Lecture on Minorities in Europe

## NOVEMBER

6 NOVEMBER Training on Law Drafting for the representatives of the Gagauzian National Assembly and Meeting of the Joint Technical Group, Comrat, Gagauzia, Moldova.

15-20 NOVEMBER American Association of Slavonic Studies Conference, presentation on Ethnic Conflict in Moldova, Washington

16 NOVEMBER Opening of Minority Film Festival, Husum

20-21 NOVEMBER Membership Meeting of the Specialized Information Network, Berlin

27 NOVEMBER Lecture at the Danish "Grænseforening", Copenhagen

29-30 NOVEMBER ECMI presentation of the project 'The Aspect of Culture in the Social Inclusion of Ethnic Minorities' at the conference "Strengthening Social Inclusion process - searching for a compromise in order to reach Lisbon Strategy and Millennium Development Goals" organized by UNDP, Warsaw

## DECEMBER

4 DECEMBER ECMI 10<sup>th</sup> Anniversary Celebration, Kompagnietor, Flensburg

7 DECEMBER Lecture at the University of Bordeaux on Minority Mainstreaming SEE, Bordeaux

18 DECEMBER Training on Law Drafting for the representatives of the Gagauzian National Assembly and Meeting of the Joint Technical Group, Comrat, Gagauzia, Moldova.



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## Attendance of ECMI Staff at Conferences & Events

## Major Speeches & Papers

*Note: Items in italics indicate title of paper given.*

Chylinski, Ewa (2006). *Minorities in Social Inclusion Policies?* EU OMC Social Inclusion Conference, Brussels, 29-30 March.

Chylinski, Ewa (2006). [Discussant] OSCE and Minorities, Warsaw, 7 April.

Chylinski, Ewa (2006). *Minorities in the Black Sea and Central Asian Region.* Preparatory for X ESCAS, METHU, Ankara, 13-14 May.

Chylinski, Ewa (2006). [Discussant] Partnership for Diversity Programme-Implementing Language Legislation, European Bureau for Lesser Used Languages, Scotland, 28 June-2 July.

Chylinski, Ewa (2006). *Minorities and Conflict*, Nordic History Teachers Seminar, Jaru-plund, 1 August.

Chylinski, Ewa (2006). [Special guest] Conference on “Religion, Minorities and Human Rights”, Århus University Conference, 28 September.

**Chylinski, Ewa** (2006). *Minorities in Europe — Instruments and Mechanisms of Protection and Promotion of Rights*, Regional Seminar for Social Sciences Teachers, Jaruplund, 19 October.

**Chylinski, Ewa** (2006). *Minorities in Europe and the Danish-German Border Region Model*, "Border Association", Copenhagen, 27 November.

**Chylinski, Ewa** (2006). European Yearbook of Minority Issues Conference, Bolzano, 28-30 November.

**Chylinski, Ewa** (2006). *Mainstreaming of Minority Issues in South East Europe*, University of Bordeaux MHDS Annual Seminar, University of Bourdeaux, 7 December.

**Friedman, Eben** (2006). *The Ethnopolitics of Territorial Division in the Republic of Macedonia*. Paper presented at the Eleventh Annual convention of the Association for the Study of Nationalities, Columbia University, New York, 23-25 March 2006.

**Friedman, Eben** (2006). *Minority Political Parties in Eastern Europe: Albanian and Magyar Diaspora Parties Compared*. Paper presented at the international interdisciplinary workshop "Ethnic Mobilization in the New Europe", Brussels, 21-22 April 2006.

**Friedman, Eben** (2006). *Roma am Westbalkan [Roms in the Western Balkans]*. Paper presented at the 45th International Hochschulwoche, Akademie für Politische Bildung, Tutzing, 9-13 October 2006.

**Khanzin, Andrei** (2006). *Repatriation of Meskhetian Turks: The Issue Revisited*. Annual Meeting of the Association for the Study of Nationalism, Columbia University, New York, 23-25 March 2006.

**Khanzin, Andrei** (2006). *From Immigration Politics to Migration Management Politics to Migration Management*. Changes in Migration Governance, Conference organized by EUROFOR, Mallorca, Spain, 14-17 September.

**McKinney, William** (2006). ECMI materials for the lecture by Marc Weller at University of Flensburg, 9 January.

**McKinney, William** (2006). Meeting of German-Danish Library Forum in Sonderburg, 16 March.

**McKinney, William** (2006). ECMI materials for Foundation Day in Lübeck, 6 May.

**McKinney, William** (2006). Membership Meeting of Specialized Information Network in Berlin, 19-20 June.

**McKinney, William** (2006). *The Ethnopolitical Map of Europe — a project of the European Centre for Minority Issues*. Presented at 16th Annual Conference of EINIRAS (European Information Network on International Relations and Area Studies) in Prague, 25-27 September.

**McKinney, William** (2006). Membership Meeting of Specialized Information Network in Berlin, 21 November.

**Protsyk, Oleh** (2006). *Consequences of the Initial Institutional Choices for Democratic Performance in Post-Communist States*. Annual Meeting of the Association for Study of Nationalism, Columbia University, New York, 23-25 March 2006.

**Protsyk, Oleh** (2006). *Minority Accommodation in the Former Soviet Union*, at the 'OSCE and Minorities: Assessment and Prospects' Conference, Warsaw, 7-8 April.

**Protsyk, Oleh** (2006). *Institutional Sources of Variation in Democratic Performance of the Western CIS countries*, Center for the Study of Democracy, University of Lueneburg, Germany, 2 May.

**Protsyk, Oleh** (2006). *Democratization as Means of Conflict Resolution*. Seminar on 'Strengthening Links between constituencies for Constructive Conflict Settlement in Transnistria', ECMI Flensburg, 20-22 July.

**Protsyk, Oleh** (2006). *Nation-building in Moldova*, American Association for the Advancement of Slavic Studies, Washington, DC, 16-19 November.

**Rigamonti, Valentina** (2006). [Trainer] "Ukraine: social policy and immigration", Government of the Region of Emilia Romagna, Bologna, Italy, 5 May.

**Rigamonti, Valentina** (2006). "Roads Toward Democratisation of the Transnistrian Region of the republic of Moldova-II," The Ministry of Foreign Affairs of the Czech Republic, Chisinau, Moldova, 27 September.

**Rigamonti, Valentina** (2006). *Federalism, Decentralization and Conflict*, CRISE, University of Oxford, Oxford, UK, 5-7 October.

**Schmidt, Ulrike** (2006). "Globalization, Nationalism and Ethnic Conflicts in the Balkans and its Regional Context". ASN Conference, Belgrade, Serbia, 28-30 September.

**Schmidt, Ulrike** (2006). Presentation of the ECMI-OMC project in the workshop "Evaluation of the Impact of Inclusion Policies under the Open Method of Co-ordination". UNDP Warsaw conference on 'Strengthening Social Inclusion process — searching for a compromise in order to reach Lisbon Strategy and Millennium Development Goals,' Warsaw, Poland, 29-30 November.

**Trier, Tom** (2006). [Panel Chair] *Between Integration and Resettlement: Meskhetian Turks*. Annual Convention of the Association for the Study of Nationalities, Columbia University, New York, 23-25 March.

**Weller, Marc** (2006). [Expert rapporteur, and principal presenter] *Minority Consultative Councils-Comparative Good Practices*, Romanian Chairmanship of the Council of Europe, Brasow, Romania, 8 March.

**Weller, Marc** (2006). *New Security threats and the Use of Force*, Princeton University, 16 March.

**Weller, Marc** (2006). *The European System of Minority Consultation*, European Academy, Sankelmark, 1 April.

**Weller, Marc** (2006). [Commentator] *The Personal Scope of Application of Minority Rights*, Academy of Sciences and University of Leiden, Brussels Conference on Minority Rights, Brussels, 5 May.

**Weller, Marc** (2006). [Conference Chairman throughout] *Drafting a Status Law for Minorities*, Kosovo Parliamentary Assembly and Community Consultative Council, 19-23 July.

**Weller, Marc** (2006). *Minority Protection in Europe*, Association of Eastern European Local Authorities, Podgorica, Montenegro, 6 July.

**Weller, Marc** (2006). [Introductory Presentation] *Peaceful Avenues of Reintegration and Democratization: the Case of Transdnistria*, ECMI, Flensburg, 21 July.

**Weller, Marc** (2006). *Minority Consultative Practices*, Council of Europe, Committee of Experts on Minority Issues, Strasbourg, 17 October.

**Wheatley, Jonathan** (2006). *'Civic' and 'Ethnic' Nationalism Revisited: The Conceptualisation of State, Nation and Citizen in the Former Soviet Union*, presented for Conference 'OSCE and Minorities: Assessment and Prospects', organized by Thucydide — Paris / International Relations Institute of Warsaw, Warsaw Centre, 7-8 April.

**Wheatley, Jonathan** (2006). *The Georgian Political Regime since 2003: Revolution or Evolution*, presented for Summer Symposium 'Eager Eyes Fixed on Slavic Eurasia,' Slavic Research Centre, Hokkaido University, Sapporo, Japan, 6-7 July.

**Wheatley, Jonathan** (2006). *Post-revolutionary Georgia: State building, Democratization and Institutional Change*, presented for Seventh Annual Conference, Central Eurasian Studies society, University of Michigan, 28 September-1 October.

**Wheatley, Jonathan** (2006), European Yearbook of Minority Issues Conference, Bolzano, 28-30 November.

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## External and Internal Research Meetings

20 JANUARY	Tom Trier: Development of ECMI Activities in Georgia
27 JANUARY	Andrei Khanzhin: The Meshketian Turks
21 JUNE	Christian Autengruber: Political Parties and Minorities
2 NOVEMBER	Kondylia Gogou: Potential Research Strategies for Comparing both the Design and Implementation of Minority-Related Legislation
23 NOVEMBER	Ulrike Schmidt: Results of the EU OMC Project on “The Aspect of Culture in the Social Inclusion of Ethnic Minorities”
11 DECEMBER	Jonathan Wheatley: The Economic Dimension of Minority Issues

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## Internships & Non-Resident Researchers

### *Headquarters Flensburg*

Adriana Nikolova (Can)	September 2005-March 2006
Vladislav Michalcik (Czech)	March-April
Christian Autengruber (Aust)	April-June
Elisa Fornale (Italy)	end April-end July
Lene Kilkka (USA)	June-August
Josee Lavoie (USA)	June-July
Victoria Muravlenko (Ukr)	July-August
Olaf Henricson-Bell (USA)	July-September
Joann Hu Huifen (UK)	June-July (OMC)
Alina Tudose (Romania)	July-Aug (OMC)
Konstantin Sachariew (Bulg)	September 2006-March 2007
Filip Altiparmakovski (Mac)	September-November
Sarah Falvey (USA)	September-December
Kate E. Corenthal (USA)	September-November (OMC)
Kondylia Gogou (Greece)	October-November

Local High School Intern: Louise Beckershaus (12-16 June)

### *Kosovo Field office*

Ulrike Schmidt (D)	January - April
Mi Zhou (UK)	July - August
Ziva Bobek (Mac)	August - October
Fanny Voitzwinkler (CH)	October - December

*Georgia Regional Office*

Mikael Lyshede (DK)	January - February
Bernardo Monzani (Italy)	July - September
Esben Tønder (DK)	September - December

*Skopje Field Office*

Sara Nikolic (Mac)	June - August
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*Belgrade Field Office*

Emina Dervisevic (Serbia)	June - August
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*Visiting Researchers: none*

**NON-RESIDENT SENIOR RESEARCH ASSOCIATES**

Dr Francois Grin (Switzerland) Faculté des Sciences Économiques et Sociales, Université de Genève (Non-resident Senior Research Fellow)

Dr Kinga Gal (Hungary) Chief Advisor to the President of the Academy of Sciences, Budapest, EUMEP Committee on Civil Liberties, Justice and Home Affairs.

Dr Fernand de Varennes (Canada), Senior Lecturer, Murdoch University of Law, Perth, Australia

Dr Florian Bieber (Luxembourg), Lecturer, University of Kent, UK

Dr Kristin Henrard (Belgium), Lecturer, University of Groningen, NL

Dr Stefan Wolff (Germany/UK), Reader, University of Nottingham, UK

Dr Farimah Daftary (France/USA), Consultant EU Accession Programme (EUMAP), OSI-Budapest, HU

Dr Robert Dunbar (Canada/UK) Senior Lecturer, Aberdeen, UK

# 12

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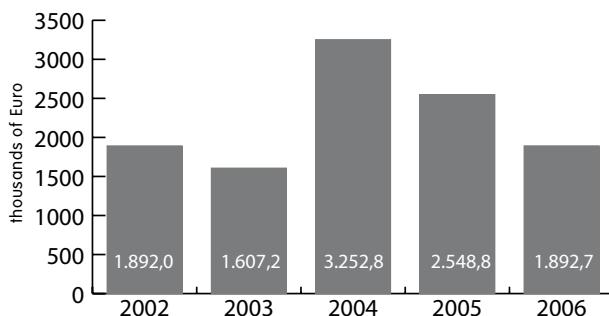
## Finances and project funds

In 2006, ECMI received on the basis of its founding documents the following core funding from its institutional donors covering the costs of core staff at the headquarters in Flensburg. As in the past, ECMI raised an additional amount of external funding to sustain its projects. The following tables also indicate the main funding organizations for specific projects:

### ECMI TOTAL FUNDING 2002-2006

*(Founders and other donors, contribution in Th. EUR)*

	2002	2003	2004	2005	2006
Founders	667,6	664,6	674,1	674,1	659,1
Donors	1.129,8	864,3	2.574,5	1.864,3	1.203,7
Others	94,6	78,3	4,2	10,4	29,9
Total	<b>1.892,0</b>	<b>1.607,2</b>	<b>3.252,8</b>	<b>2.548,8</b>	<b>1.892,7</b>



## ECMI CORE FUNDING 2006

(*Founders, contribution*)

EUR

Kingdom of Denmark	331.000
Republic of Germany	187.000
State of Schleswig-Holstein	141.100
Total	659.100

## ECMI EXTERNAL PROJECT FUNDING 2006

REGION, PROJECT TITLE	FUNDING
<b>EUROPE</b>	
EAR-Training "Mainstreaming of Ethnic Minority Issues"	European Agency for Reconstruction
OMC "The Aspect of Culture in the Social Inclusion of Ethnic Minorities"	European Commission
<b>GEORGIA</b>	
Meshketian Turks "Between Integration and Resettlement"	Volkswagen Foundation
Javakheti "Defusing Inter-Ethnic Tension and Promoting Reg. Integration"	NAB Danish Royal Foreign Ministry
Governance "Enhancing the Institutional Capacities of Executive Bodies of Governance on Minority Issues in the Republic of Georgia"	NAB Danish Royal Foreign Ministry
Kvemo Kartli "Enhancing Minority Governance in Georgia Through Establishing a Representative Stakeholder Forum"	NAB Danish Royal Foreign Ministry
Georgia Bridging (Denmark's Caucasus Programme)	NAB Danish Royal Foreign Ministry
Denmark's Caucasus Programme "Interventions by ECMI"	NAB Danish Royal Foreign Ministry
<b>Kosovo</b>	
Kosovo MRO "Mainstreaming Returns into the Work of the Municipal Government"	United Nations Development Programme
Kosovo SDSSRPC "Support to the Development of the Strategy for Sustainable Returns and Communities Project"	United Nations Interim Administration Mission in Kosovo UNMiK
Kosovo SDKP/MW "Support to the Delegation of Kosovo/a Project"	Royal Ministry of Foreign Affairs Norway
Kosovo CCC Phase I and II "Community Consultative Project"	Royal Ministry of Foreign Affairs Norway

REGION, PROJECT TITLE	FUNDING
<b>MACEDONIA</b>	
MaRom II "Support of Romani Expert Groups for Romani Integration II"	Swedish International Development Cooperation Agency SIDA
<b>MOLDOVA</b>	
Moldova Ziv 06 "Autonomy Mechanism for Conflict Settlement in Transnistria and Post-Conflict Transformation in Gagauzia"	German Foreign Ministry through IFA Institut für Auslandsbeziehungen Germany
Moldova Cambridge Event "Power Sharing and Allocation of Competencies between Central and Autonomy Governments in Moldova"	Carnegie Foundation, Great Britain
<b>SERBIA AND MONTENEGRO</b>	
SeRom "Supporting Local Romani Coordinators in Serbia and Montenegro"	Swedish International Development Cooperation Agency SIDA
Serbia/DIHR "Union Ministry of Human and Minority Rights Support Initiative for Serbia and Montenegro" (ECMI/DIHR)	NAB Danish Royal Foreign Ministry



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## Staff & Board

### STAFF HEADQUARTERS AND FIELD OFFICES

#### Management & Administration & Finances

**DIRECTOR:** Dr Weller, Marc

**DEPUTY DIRECTOR:** Chylinski, Ewa

**Finance:** Dummer, Bernd; Schmarbeck, Susanne (departed April); Seesemann, Annette; Voss, Astrid (parental leave)

**SECRETARIAT AND PROJECT CO-ORDINATION:** David, Silke (departed September); Schmidt, Ulrike; Hansen, Maj-Britt Risbjerg

**IT & WEB SERVICES:** Voigt, Matthias (departed November)

**LIBRARY SERVICES:** Mc Kinney, William

**EDITORIAL SERVICES:** outsourced

**JANITOR:** Mathea, Michael

#### Research & Project Staff

**SOUTH EAST EUROPE:** Blacklock, Denika (departed April); Schmidt, Ulrike; Michalcik, Vladislav

**EASTERN EUROPE:** Dr Protsyk, Oleh; Rigamonti, Valentina

**SOUTH CAUCASUS:** Trier, Tom (Georgia)

**EU OMC PROGRAMME:** Dr Malloy, Tove (departed February), continued as Consultant

**EQUAL OPPORTUNITIES PROGRAMME:** Dr Wheatley, Jonathan (joined November)

## REGIONAL OFFICES STAFF

### Regional Office Skopje, Macedonia — Programme Roma Inclusion

Eben Friedman      Regional Representative

PROJECT TEAM

Gordana Rodić      Programme Manager

Ibrahim Ibrahimli      Project Manager

Sait Demir      Project Assistant

ADMINISTRATION

Jasmina Ristić      Office/Finance Manager

Verica Grdanoska      Outreach Manager

### Regional Office Belgrade, Serbia — Programme Roma Inclusion

Eben Friedman      Regional Representative

PROJECT TEAM

Nataša Markova      Project Manager

Igor Kostić      Project Coordinator

Slavica Lola Vasić      Project Coordinator

ADMINISTRATION

Jelena Sekluić      Office/Finance Manager

Dragana Paspalj      Webmaster and Network Administrator

### Regional Office Prishtina, Kosovo:

### Programme Capacity Building in Minority Governance for Kosovo Final Status

Adrian Zeqiri      Regional Representative

PROJECT TEAM

Mentor Rexhapi      Programme Assistant

Arbën Osmani      Programme Assistant

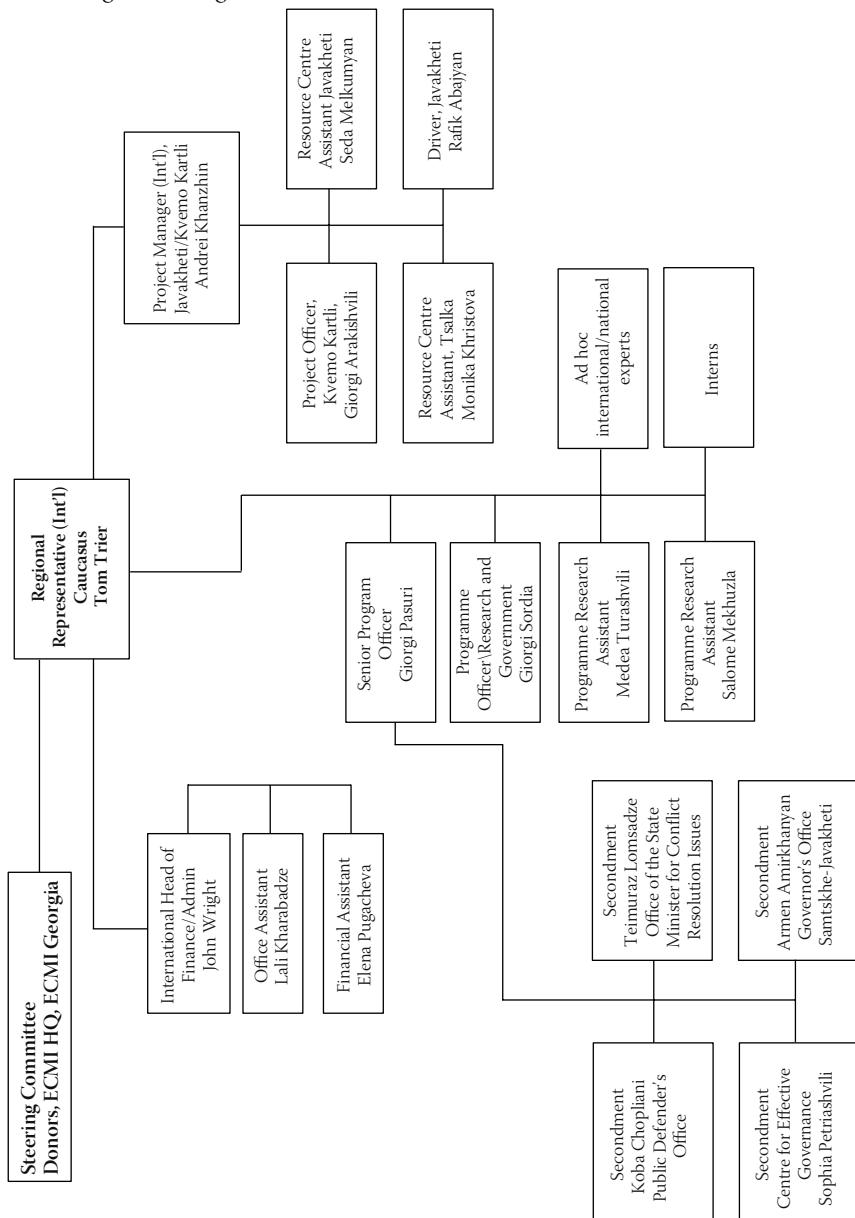
ADMINISTRATION

Burim Gagica      Office/Finance Assistant

Selman Berisha      Accountant

## Regional Offices Georgia

### ECMI Georgia 2006 Organizational Chart



## Board

**Chairman**, Mr. Knud Larsen (rep. DK - Founder)

Mr. Niels Korsby (rep. DK - Founder)

Danish Ministry of Science, Technology and Innovation

Ms. Caroline Schwarz (rep. D Founder — Land Schleswig-Holstein)

Beauftragte für Minderheiten und Kultur des Ministerpräsidenten des Landes  
Schleswig-Holstein

Dr Wolfgang Wodarg MdB (rep. D Founder)

Member of the German Bundestag

Ambassador Tore Bøgh (rep. OSCE)

Former Ambassador of Norway and former Head of the OSCE Missions in Serbia and  
Macedonia

Ms Karin Riis Jørgensen, (rep. EU)

Member of European Parliament

Professor Bertel Heurlin,

Jean Monnet Professor, Department of Political Science, Faculty of Social Sciences,  
University of Copenhagen

Professor Dr Dr Rainer Hofmann

Professor für Öffentliches Recht, Völker- und Europarecht

Mr. Marc Scheuer (rep. CoE)

Director of Political Advice and Co-operation, Council of Europe

Mr. Gert Haack

Substitute for Ms Schwarz, *Ministerium für Bildung, Wissenschaft, Forschung und Kultur*

Dr Detlev Rein

Substitute for Dr. Wodarg, Ministerialrat, Bundesministerium des Innern

## **Advisory Council**

Ms Alyson J. K. Bailes (Chairwoman)

SIPRI Stockholm International Peace, Research Institute, Sweden

Professor Gudmundur Alfredsson

Co-Director Raoul Wallenberg Institute of Human Rights and Humanitarian Law

Ms Tarja Cronberg

D. Tech., D Econ., Member of Parliament, Parliament of Finland

Professor Asbjørn Eide

Norwegian Institute of Human Rights, University of Oslo, Norway

Professor Hurst Hannum

Professor of International Law, Fletcher School of Law and Diplomacy, USA

Professor Will Kymlicka

Department of Philosophy, Queen's University, Canada

Professor André Liebich

Institut Universitaire des Hautes, Études Internationales (IUHEI), Switzerland

Professor Brendan O'Leary

Department of Political Science, University of Pennsylvania, USA

Mr Alan Phillips

President of the Council of Europe Secretariat of the Framework Convention on the Protection of National Minorities, Hove Sussex, UK

Professor Allan Rosas

Court of Justice of the European Communities, Cabinet Rosas, Luxembourg

Professor Wojciech Sadurski

Office: European University Institute Florence, Department of Law, Head of Dept., Italy

Professor Patrick Thornberry

School and Department of Law, International Relations, Dept. Law, UK

Professor Stefan Troebst

Kulturstudien Ostmitteleuropas, Universität Leipzig, Germany

H. E. Max van der Stoel

Former OSCE HCNM, Netherlands