

Austrian Development Agency

Thematic Evaluation: The Relevance of Culture and Cultural Heritage in ADC

Field Report - Bosnia and Herzegovina

January 2007

Austrian Development Agency

Thematic Evaluation: The Relevance of Culture and Cultural Heritage in ADC

Field Report - Bosnia and Herzegovina

January 2007

Table of Contents

Executive Summary	i
1 Introduction	1
1.1 Objectives of the Evaluation	1
1.2 Methodology	2
2 Background	4
2.1 Country Context	4
2.2 Austria's Cooperation with Bosnia and Herzegovina	9
2.3 Overview of Cultural Heritage and Reference Projects	11
3 Assessment of Culture in Austria's Cooperation with Bosnia and Herzegovina	17
3.1 Relevance of Overall Approach	17
3.2 Relevance of Policies and Guidelines, Country Program and Project Portfolio	17
3.3 Assessment of the Support to the Vijecnica	19
3.4 Assessment of Reference Projects	24

Table of Appendices

Appendix 1: Programme and Persons Met
Appendix 2: Evaluation Framework
Appendix 3: Legislative and Executive Bodies
Appendix 4: Policies and Guidelines
Appendix 5: Project Portfolio
Appendix 6: List of References

Map of Bosnia and Herzegovina



List of Abbreviations

ADA	Austrian Development Agency
ADC	Austrian Development Cooperation
BiH	Bosnia and Herzegovina
BMZ	Bundesministerium für Wirtschaftliche Zusammenarbeit
DAC	Development Assistance Committee of OECD
EBRD	European Bank for Reconstruction and Development
EU	European Union
EZA	Entwicklungszusammenarbeit
GTZ	Gesellschaft für Technische Zusammenarbeit
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome
IDP	Internally displaced person
IFI	International Financing Institutions
KOBÜ	Koordinationsbüro
LDC	Least developed country
MoFA	Ministry of Foreign Affairs
NGO	Non-government organisation
OEZA	Ost- und Entwicklungszusammenarbeit
PS	Psycho-social
Sida	Swedish International Development Cooperation Agency
TOC	Table of Contents
TOR	Terms of Reference
UNESCO	United Nations Educational, Scientific and Cultural Organisation
WB	World Bank

Executive Summary

This field report summarises the findings of the country study in Bosnia and Herzegovina carried out by Cowi A/S as part of the thematic evaluation of the relevance of culture and cultural heritage in Austrian Development Cooperation (ADC). The study was commissioned by the Austrian Development Agency (ADA).

The study focused on the Vijecnica stabilisation/rehabilitation project as the key case project, but an assessment was also made of two reference projects: 1. The EcoNet IIB Project - Introduction of Training Firms in Vocational Schools in Bosnia and Herzegovina and 2. Support to Psycho-social Counselling Centres for Children and Parents in Bosnia and Herzegovina and Kosovo.

Country context

Before the war, Bosnia and Herzegovina was a multi-ethnic society where the different ethnic-religious groups lived peacefully together. The multi-ethnic diversity was most pronounced and visible in Sarajevo. Nationalist sentiments had been evolving in and around the region since the beginning of the 19th century. They were held in check during the socialist period but with the dissolution of Yugoslavia, nationalism was revived and finally culminated in armed conflict.

In meeting the different nationalist demands, the Dayton peace agreement divided the country along ethnic lines into two autonomous entities (the Bosnian-Croat Federation of Bosnia and Herzegovina and the Serbian Republic), and the District of Brcko. This resulted in a highly fragmented and over-decentralised government system with weak central structures and only few decision-making and enforcement powers located at the central level. The powerful parts are the Entities, Cantons and Municipalities. There is no country-wide system of administration, no police force and an embryonic judicial system only. To do justice, any assessment of sustainability of donor and NGO support must take these structural deficiencies into consideration.

40% of the population is unemployed and a large part of the economy unfolds in the informal sector. Economic and social development and employment creation are hampered by the patchwork-like political-institutional framework which does not allow for the introduction of country-wide rules and regulation and the elaboration and approval of economic and social policies for the entire society.

20% of the population live below the general poverty line and further 30% are close to this line. There is close relation between the ethnic structure of certain parts of the country and the levels of household income. The Croat majority areas enjoy the highest living standards, the Bosniac majority areas are in the middle, and the Serbian Republic has the lowest standard of living. There is a growing gap in the economic development and standard of living between the different regions of Bosnia and Herzegovina. In all regions, the following groups are the most vulnerable groups to poverty in its various dimensions: Children, women, pensioners and people with disabilities, returning refugees and internally displaced people, and the Roma minority.

Austria's cooperation with Bosnia and Herzegovina

As close neighbour and former ruling power, Austria has special strategic, political-historical, economic and humanitarian interests in the Balkans and Bosnia and Herzegovina. Austria provided humanitarian assistance from the very beginning of the war, and after the war through the East Europe Cooperation programme by the Ministry of Foreign Affairs, was involved in a large reconstruction programme that was part of a WB/EU coordinated 5 year program. The core concern at that time was the reconstruction of the multi-ethnic society and already from the end of war onwards, Austria supported the return of ethnic minorities and refugees and financed regional programs to support networking and cooperation between the countries in the region.

The current Austrian country programme for Bosnia and Herzegovina 2005 to 2007 has a more pronounced developmental perspective and there are plans to strengthen the poverty orientation and to focus more on rural areas. Another objective is to provide support to the preparation for EU accession. A major cross-cutting issue is strengthening the joint identity of the Bosnian people as a precondition for the building of well functioning central state structures and the development of a dynamic society.

Main findings

Relevance of overall approach and policies

- Austria's cooperation with Bosnia and Herzegovina focuses on education, private sector development & employment generation, and support to the EU Stabilisation and Association Process as part of the preparation for EU accession. Some activities supported fall within the sectors health and post war-reconstruction which are not priority sectors. Cultural cooperation is not included.
- Austria is committed to an overall cooperation approach that builds on the principles of local ownership and partnership, donor harmonisation and alignment with national policies and strategies. In view of the structural weaknesses of the government system, the actual cooperation approach is a mixture of traditional project approach, policy support and capacity building. The Vijecnica has been completed in 1999 and the rationale for support was very different from the one applied today. However, both reference projects are still ongoing and they follow a project approach which limits their effect and sustainability.

- While strong efforts are made to integrate the socio-cultural context, these efforts are ad hoc at the moment and are not sufficiently translated into more operational measures, nor systematically integrated into all development activities in Bosnia and Herzegovina.

Relevance of selected projects

- There is general agreement among the interviewed stakeholders - and also expressed in the reviewed documentation - of the importance to conserve, restore, and re-establish the Vijecnica as a national monument of the multi-ethnic, multi-religious and multi-cultural history of the country, a symbol of the city of Sarajevo and of the historical ties between Austria and Bosnia and Herzegovina. In this sense, although not envisaged as a cultural heritage project, the stabilisation of the Vijecnica made a contribution to the reconstruction of the multi-ethnic society and strengthening the joint identity of the population in Bosnia - which are explicit objectives of the Austrian support as preconditions for peace, stability and development.
- The psycho-social counselling project is highly relevant for the population in the project area as the public sector is not in a position to provide the required services and support to children and adults with mental disorders and traumas. The project is also highly innovative and has developed approaches that could be replicated at a wider scale in the social sector in Bosnia. Health is not a priority sector for Austrian cooperation with Bosnia and Herzegovina and neither ADA nor the coordination office has the required expertise.
- The EcoNet IIB project has piloted an innovative training approach that addresses a gap in Bosnia and Herzegovina where private firms cannot provide practical entrepreneurial training for the acquisition of relevant knowledge and skills. So far no systematic follow up on the career of the graduates has been conducted, so the project's actual labour market relevance is uncertain.

Effectiveness of selected projects

- Assuming that stabilisation has been the objective, the Austrian support - together with the support from the EU, has been highly effective as the building was saved from complete and irreversible destruction. However, as a more comprehensive and cultural heritage project that integrates conservation, reconstruction and popular usage, the support has been less effective as indicated by the fact that even after nearly 10 years of completion of the Austrian support, the building is still a ruin. Due to the strong monitoring function, funds were used more efficiently than envisaged so that additional works could be financed that were not planned initially.

Sustainability of selected projects

- The Vijecnica is technically sustainable as it has been prevented from falling apart completely and is now in a condition that allows further development. The stabilisation works are technically sound and were conducted with due respect to the original structures and materials. The

institutional and financial sustainability of Vijecnica are not yet ensured. The issue of ownership has never been resolved and uncertainties as to which institution is responsible have delayed decision making and action with the result that reconstruction is not yet completed and the future use is still uncertain. Recent plans submitted by the Canton/City of Sarajevo for the final reconstruction and future use envisage multiple use by different interest groups including income generation through shops, restaurants etc. This would increase institutional and financial sustainability.

- The psycho-social counselling project has changed attitudes and approaches to psycho-social counselling in the region and therefore the professional work with volunteers, teachers and parents is likely to be sustained even after the project has ended. Although the project is integrated with the local communities and strong at mobilising financial resources among them and in the private sector, there is a lack of financial and institutional sustainability as the project is not well connected with the public institutions responsible for health and education.
- The approach of the EcoNet training firms project has been documented in a handbook, a joint regular curriculum has been developed, and the EcoNet training has been integrated into the training plans of four of the six pilot schools. Despite of this, institutional and financial sustainability are far from certain as the respective cantonal and entity ministries are generally reluctant to integrate and adopt the training firm approach as they have neither the capacity nor the funds to do so. There are ongoing discussions with the EU to integrate the training firms in the EU VET programme.

Effects of selected projects

- As the full reconstruction and operation of the building are yet to be completed it is too early to assess its effects on human, social and economic development. However, saving the building from complete and irreversible destruction has created potentials for its positive contribution to development by ways of strengthening joint identity and multiethnic diversity as a precondition for peace and stability which preconditions of development.

Tourism is considered one of the drivers of economic development in Bosnia and Herzegovina. As a major tourist attraction Vijecnica could make a contribution to economic development.

- The psycho-social counselling project has sensitised the population for the problems and needs of children, and numerous health professionals, teachers and volunteers have acquired knowledge and experience and with it confidence in their ability to do a good job. The project's activities are integrated into the local community and an increasing number of parents are willing to bring their children for counselling instead of hiding them - as was the case previously. The project has thus changed attitudes and approaches to psycho-social counselling and the way parents, teachers, professionals and society as a whole deal with children with mental disorders, and thereby contributed to improve their living conditions.

- A major advantage of the EcoNet project is that it exposes pupils to new, project-oriented and participatory teaching methods, that it gives them an idea of the skills and knowledge that are required in the business world, and that it facilitates inter-ethnic communication. Because of the pilot character of the project which involves few pupils only, and as most pupils intend to go for further studies and therefore do not make direct use of their skills, the effect of the project with regard to developing entrepreneurial human resources in the country is limited.

Responsiveness of selected projects

- The stabilisation project has been responsive to a widely felt need to maintain the Vijecnica for future generations, but an important interest seems to have been to make Austria's presence and support more visible. Although the recent proposal for the completion of the Vijecnica shows much willingness to meet different interest group's demands, from the outset, the decision-making process on the future use of the building has not been very open, did not invite for participation and has rather tended to exclude major stakeholders and their ideas. By considering the support to Vijecnica as just "the stabilisation of a building", ADC has missed the opportunity to explore the options for supporting a broad based dialogue on the use of the building which could have contributed to inter-ethnic communication.
- The psycho-social counselling project succeeded in empowering different groups of participants and beneficiaries. The entire region has been sensitised regarding the problems and needs of children and the volunteers were enabled to deal with them through self help activities. No systematic effort was made to address gender issues in the design, implementation, monitoring and evaluation of the project. The Slovenian Foundation Together has been a good choice of international partner because it has similar cultural references and is familiar with the regional context. This has facilitated mutual understanding and effective transfer of knowledge and collaboration with the national partner Osmijeh.
- The training firm project covers all of Bosnia-Herzegovina as well as Croatia and Serbia, and has the potential to contribute to enhanced inter-cultural dialogue and understanding and reconciliation of ethnic tensions. The teaching methods introduced by the project are less top-down in approach and more focused at project work. Gender issues are not addressed systematically and documentation and persons interviewed did not consider gender to be an issue that needs a specific approach. In contrast to the PS Counselling project, the international partner KulturKontakt has played a less prominent role in the actual work of the project.

1 Introduction

This Field Report is the second output under the "Thematic Evaluation: The Relevance of Culture and Cultural Heritage in Austrian Development Cooperation & Cooperation with Eastern Europe" carried out by COWI A/S on behalf of the Austrian Development Agency (ADA).

The Field Report is based on a desk analysis of relevant documentation received from ADA and data and information obtained during a field visit to Bosnia and Herzegovina between 1 and 6 October 2006.¹ During the field work meetings were held with relevant stakeholders and key informants, visits were conducted at various project sites, and project files were screened at the Austrian Coordination Office in Sarajevo. The programme of meetings and a list of persons met are included in Appendix 1.

The Field Report summarises preliminary findings and conclusions and will be translated and circulated to ADA staff and partners in Austria and in Bosnia and Herzegovina. The Field Report will be an important input to further analyses and to the overall evaluation report.

1.1 Objectives of the Evaluation

The key objectives of the evaluation are to:

- Assess the relevance of culture and cultural heritage projects with the aim of developing lessons learned and recommendations, including:
 - Identification of synergy and the creative potential of cultural cooperation for the practical work of ADC in partner countries; and
 - Identification of examples of good practice with regard to working with the cultural context and the process of intercultural communication in partner countries.

During the evaluation process, the evaluation team will also aim to:

¹ The evaluation team comprised Niels E. Olesen, Team Leader and Claudia Heim, Social Development Expert, COWI A/S; Barbara Torggler, ADA Evaluation Section; Anisa Suceska, National Expert and Interpreter.

- Contribute to increasing the sensitivity and understanding for the cultural dimension in development cooperation with the aim of improving strategies, programmes and management in ADC and increasing mutual respect and understanding;
- Contribute to the discussion of “culture and development” in ADC and through the evaluation report provide recommendations on positions and guidelines for this cross-cutting issue.

Further details concerning objective and scope of the evaluation are provided in the Terms of Reference and the Inception Report.

1.2 Methodology

1.2.1 Evaluation Dimensions

The evaluation methodology used to undertake the evaluation is based on the following key evaluation dimensions (see Appendix 2 for further details):

- **Relevance:** The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.
- **Effectiveness:** A measure of the extent to which an aid activity attains its objectives.
- **Sustainability:** Is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.
- **Effects:** The positive and negative results (or outcome) of the intervention.
- **Responsiveness:** The extent to which the intervention has focused on ensuring participation and ownership, and resulting in empowerment of the target group.

The core project of the study, the stabilisation of the Vijecnica, has been pre-selected by ADA whereas the reference projects were chosen in close cooperation with ADA during the inception phase. They include the psycho-social counselling project implemented by a Slovenian and Bosnian NGO and the EcoNet pilot project to establish vocational training firms in selected school.

The evaluation of the core cultural cooperation project and the reference projects/non-cultural projects is different in scope. Whereas the core project is being assessed against all the above mentioned evaluation criteria, the purpose of the reference projects is to assess the degree of integration of culture as a cross-cutting issue and responsiveness to the cultural context, as well as their relevance and sustainability.

1.2.2 Limitations

The evaluation of the projects in Bosnia and Herzegovina has faced a number of limitations, which are partly due to the character of Austrian cooperation 10 years ago. This applies in particular to the Vijecnica project which was formally completed in 1999. As the responsibility for Cooperation with Eastern Europe lay with the Austrian Federal Chancellery at that time, the planning and policy framework back then was completely different from the one today. Also, at that time, the Vijecnica support was neither seen as cultural heritage nor cultural cooperation but rather as part of the reconstruction of Bosnia and Herzegovina. Since then, stakeholder relations have not been maintained, as neither “cultural heritage” nor “reconstruction” was a priority area in the years since 1999. In addition, through the creation of a State-level Commission for Cultural Heritage, different authorities are responsible today.

Other limitations are due to the political-institutional situation in Bosnia and Herzegovina (see section 2.1 below) which limits the applicability of some of the evaluation criteria. Most importantly, with the overly complicated and bureaucratic political-institutional framework, the institutional sustainability of projects has been difficult to examine.

2 Background

2.1 Country Context

2.1.1 Multi-ethnic Society

Before the war resulting from the dissolution of Yugoslavia, Bosnia and Herzegovina was a multi-ethnic society where the different ethnic-religious groups lived peacefully together. Nationalist sentiments had been evolving in and around the area since the beginning of the 19th century but were held in check during the socialist period.

The multi-ethnic diversity and peaceful co-existence was furthest developed and visible in Sarajevo where Islam, Christianity (Catholic and Orthodox) and Judaism come together. This has characterised the history of the city and its people as reflected in the fact that before the war one third of all married couples in the town were of mixed ethnic origin². Sarajevo is a city where one can find a Muslim mosque, an Orthodox and a Christian church and a Jewish synagogue standing close to one another in perfect harmony. In Sarajevo one can hear a prayer from the mosque minaret, mixed together with the sound of the cathedral bells. This city is used to such behaviour, its citizens know it, respect it, and are proud of the attribute their city holds: European or Small Jerusalem.

There are three main population groups: Bosniaks, Croats, and Serbs. Some people consider themselves just as Bosnian, with no particular affiliation except to the country from where they are from. The Bosniaks are mainly Muslims, the Croats catholic and the Serbs orthodox. Despite different religious and/or ethnic background, their language, traditions and culture are more similar than different. Bosnians are descendants from early Slavic tribes that settled this land between the 6-7th century and mixed with the indigenous Illyrian tribes.

According to the population census there were 4.354.911 inhabitants in Bosnia and Herzegovina in 1991. Due to war-related death and migration, that number is lower today. It is estimated that the country's population is now around 3.8 million people and steadily growing, and that over one million Bosnians now live abroad. The ethnic composition remains similar to the pre-war percentages:

² Thomas Hjortsø (1999): Alt er muligt på Balkan, Copenhagen.

Bosniaks (Muslims) 44%, Serbs (Christian Orthodox) 32%, and Croats (Catholics) 17%. The remaining 7% of the population is composed of "Yugoslavs", Albanians, Roma, Jews, and several other minority groups.

2.1.2 The War

After the collapse of socialist Yugoslavia, the first multi-party elections took place in Bosnia and Herzegovina in November 1990. The three largest ethnic parties in the country won: the Bosniak Party of Democratic Action, the Serbian Democratic Party and the Croatian Democratic Union. After the elections, they formed a coalition government. The primary motivation behind this union was to maintain an atmosphere of harmony and tolerance and further their common goal to rule as a democratic alternative to the Socialist government that preceded them. Parties divided the power among them along ethnic lines so that the president of the Presidency of the Republic of Bosnia and Herzegovina was a Bosniak, president of the Parliament was a Bosnian Serb and the prime minister a Croat.

In 1991, fearing a Serb dominated Yugoslavia, Croatia and Slovenia declared their independence. Without the two main non-Serb republics in the federation, the possibility of Serb domination in any future "Yugoslavia" was even greater. On March 1, 1992, the Bosnian government held a referendum on independence. The Bosnian Croats and Bosniaks mostly voted in favour of independence, while Bosnian Serbs boycotted the referendum, considering it unconstitutional. 66% of eligible voters went to the polls, and 99% of those voted for independence, leading to the Bosnian parliament declaring the republic's independence on April 5, 1992. The European community agreed to recognize Bosnia as an independent state on April 6 but before they could officially do that however, the war had begun. The war started in Sarajevo which was first completely blocked by Serbian forces and later shelled and terrorised by snipers. One of the first targets was the Vijecnica. Atrocities were committed in Sarajevo and all over the country from various sides, and ethnic cleansing took place. It is estimated that approximately 110.000 persons were killed and 1,8 million people displaced.

2.1.3 The Current Government System

The war was finally ended by the Dayton peace agreement. In meeting the different nationalist demands, the agreement resulted in a highly fragmented and over-decentralised government system with weak central structures and only few competencies located at the central level. The country was "divided" along ethnic lines in two autonomous entities, the Bosnian-Croat Federation of Bosnia and Herzegovina and the Serbian Republic. In addition to this, the District of Brcko was established. The Federation is further subdivided in 10 Cantons which are responsible for important state functions such as education and social security, and the entire country is split in 137 municipalities. Appendix 3 provides an overview of the legislative and executive bodies at the different levels.

At the state level there are the House of Representatives and the House of People, headed by a three person rotating presidency comprising of representatives of the three ethnic groups. There is also a federal government comprising ministers, deputies and a prime minister. These structures are reproduced at all levels and there is thus a proliferation of governments, ministries and parliaments with overlapping and competing competencies, weak capacities and lack of cooperation. The state level is weak with little decision-making and enforcement power. There is no country-wide system of administration, no police force and an embryonic judicial system only. The powerful parts are the Entities, Cantons and Municipalities. E.g. social policy rests with the Entities and is implemented by the Cantons (federation) and the municipalities (Serbian Republic). Box 1 below provides an overview of the situation in the education sector.

Box 1: Fragmented Public Education System

As a result of structural fragmentation and institutional proliferation, more than one dozen government bodies have jurisdiction over education: the RS; 10 canton education ministries in the FBiH; the FBiH Ministry of Education, Science, Culture and Sport (in a pre-dominantly coordinating role with no real power); and the Brcko District (BD). The education sector has not so far been regulated at the state level. The competencies in the Federation are decentralized and divided between cantons. The RS educational system is fully centralized with only one body, the Ministry of Education and Culture - in charge of the entire entity. Before the war, under the former Socialist Federal Republic of Yugoslavia (SFRY), the education system was centralized at the level of the then Socialist Republic of Bosnia and Herzegovina. Today, as many as 13 different and complex structures have been set up in BiH alone, to serve the students that are currently part of its education system.

The post-war education system in BiH is not only fragmented, but is also characterized by a severe decrease in quality. Major shortcomings of the current system are the lack of practical approach in classrooms and overloaded curricula as old teaching methods and curricula from SFRY have hardly changed since the country's dissolution. In the present remnants of the communist school system, students largely remain passive recipients of knowledge and there is no real communication between students and teachers.

The structures perpetuate ethnic and religious divides through political and geographic borders. They do not oblige the different ethnic groups to work together³ and even today more than ten years after the peace agreement only few people identify with the state of Bosnia and Herzegovina. The Constitution reinforces this trend as it refers to Serbs, Croats, and Bosniaks/Muslims rather than Bosnians.

³ Bosnia and Herzegovina resembles an International Protectorate of the International Community with the High Representative having comprehensive executive and legal powers.

The recent years have shown that the Dayton agreement has been a useful means to end the war but that the structural deficits resulting from it are too large to establish a functioning state and government system and a society with longer term development perspective. Lessons learnt by the EBRD⁴ indicate that:

"Public sector projects in BiH are extremely complicated by the complex administrative structure of the state. Despite the increasing efforts of the international community during the past two years, the central state is still weak and the two entities are the key players in implementation of the projects. Resistance to change, institutional weaknesses, inefficient management, and disagreements on new state-level institutions are slowing down project implementation. Infrastructure projects require a careful and often long preparation (supported by adequate technical cooperation) of the institutional project components as well as close co-ordination among all IFIs, donors and the Office of the High Representative in order to maximise leverage towards implementation. Despite these co-ordination efforts, public sector projects are still difficult to implement".

This implies that to do justice, any assessment of sustainability of donor and NGO support must take these structural limitations into consideration.

2.1.4 Socio-economic Context

It is assumed that 40% of the population are unemployed and a large part of the economy unfolds in the informal sector. Economic development and employment creation are hampered by the patchwork-like political-institutional framework, which does not allow for the development of a single market space and the introduction of country-wide rules and regulation and the elaboration and approval of economic and related policies for the entire society.

According to the Poverty Reduction Strategy Paper, about 20% of the population live below the general poverty line and further 30% are close to this line.

A correlation exists between the ethnic structure of certain parts of the country and levels of household income⁵. The Croat majority areas enjoy the highest living standards, Bosniac majority areas are in the middle, and the Serbian Republic has the lowest standard of living. There is a growing gap in the economic development and standard of living between the different regions of Bosnia and Herzegovina; 25 per cent of the population in the RS and 16 per cent FBiH live below the poverty line.

⁴ European Bank for Reconstruction and Development: Strategy for Bosnia and Herzegovina, May 2005.

⁵ United Nations BiU (2004): Common Country Assessment (CCA). Bosnia and Herzegovina.

Considering population groups that cut across ethnic structures, the most vulnerable groups to poverty in its various dimensions⁶ are as follows:

- Children are one of the categories most at risk of having a standard of living below the poverty line. More than 30 per cent of the total number of the poor is made up of under-18s, while about 65 per cent of the poor live in families with children. Approximately 13 per cent of children live in families that fall into the category of the poorest, and 29 per cent in households that are on the poverty line. Poverty has serious repercussions in many spheres, including access to social benefits and political marginalizing, and inhibited access to education. Parents whose income is low are ill equipped to adequately support their children resulting in low access to pre-school education, lower access of poor children to secondary education, and very low health insurance coverage, especially in rural areas.

As a result of the war many children suffer from psycho-social stress as they have experienced shelling, injuries and killings while at the same time their parents do not take proper care of them - either because they suffer from war trauma on their own or because of social and material deprivation.

- The war has deeply affected women in all communities. Women now head an estimated 25 per cent of households in BiH, with 16 per cent of the poor population living in these households. Several factors of inequality exacerbate the differences between men and women in terms of poverty. Women have disproportionate access to resources and the market, as average salaries are lower than those of men and often they do the worst paid jobs. Traditionally, men are owners of private property despite the fact that women have equal rights under the law to inherit and share property. By not possessing property, women automatically do not have access to loans where real property is always required as collateral.

Women frequently suffer from gender based violence. Although no reliable data exist, it is assumed that about 20% of all women have experienced domestic violence. In the context of widespread gender discrimination, gender-based violence, including domestic violence, rape, sexual abuse, sexual exploitation and trafficking of women and girls for forced prostitution, is a major and underestimated problem. Women are often reluctant to report gender-based violence, to avoid airing private family affairs.

- Pensioners and people with disabilities are other vulnerable groups. Pensioners only receive low monthly pensions and poor public social services and for example have to cover health expenses on their own. Cantons and the RS do not provide social welfare to disabled people in accordance with the law. Civilian war victims who suffer from either physical disabilities or from psycho trauma due to war, still face problems

⁶ ibid

with health care, social welfare, housing, and employment. There is no mention of psycho-trauma in the FBiH and RS laws on social welfare and health care.

- The most vulnerable part of the population is the Roma communities throughout the country, on which information is patchy. In 1991, the Roma population was estimated to be 30,000 - 60,000, with the largest concentration believed to be living in the Tuzla Canton, with about 15,000 Roma. Many did not declare themselves to be Roma but rather declared themselves Muslims, Serbs or Croats. It is feared that many Roma do not have the requisite personal documents to gain access to basic services, such as health and pension insurance, education and social welfare. Roma suffer disproportionately from numerous social problems, including above average unemployment, poor living standards, inadequate housing and exclusion from education.
- Returning refugees and IDPs are also a vulnerable group. There are still large numbers of refugees and IDPs residing in substandard housing, including institutions and collective centres, many of whom have few means at their disposal. There is evidence of discrimination of refugees/IDPs by municipal or Entity authorities to frustrate and/or prevent minority return.

2.2 Austria's Cooperation with Bosnia and Herzegovina

2.2.1 History of Austrian Support

As close neighbour and former ruling power, Austria has special strategic, political-historical, economic and humanitarian interests in the Balkans and Bosnia and Herzegovina. Austria has supported the country right from the beginning of the war in 1992. Until 1995 this was primarily through humanitarian assistance. Austria has also been the largest recipient of refugees from the Balkans.

From 1996 to 2004, under the East Europe Cooperation programme by the Ministry of Foreign Affairs, Austria was involved in a large reconstruction programme that was part of the WB/EU coordinated 5 year program. During this time Vijećnica was also supported - as a bilateral activity. The core concern at that time was the reconstruction of the multi-ethnic society in Bosnia and Herzegovina. Therefore Central Bosnia with the most diverse ethnic composition was chosen as the geographic focus area and already from 1996 onwards Austria supported the return of ethnic minorities and refugees. Other support focused on water supply, secondary education and promotion of small and medium sized enterprises. Also long term partnerships with numerous local communities and universities were revitalised and supplemented with Bosnian NGOs.

In addition, guided by "Stabilitätspakt für Südosteuropa" – which is a holistic

concept for stabilisation and peace building in the region – Austria has financed regional programs to support networking and cooperation between Bosnia-Herzegovina and other countries in the region since 1999.

Austria also participated in the military presence and the work of international organisations and provided the High Representative of the International Community, Mr. Wolfgang Petritsch, from 1999 to 2002.

2.2.2 Current Country Programme and Project Portfolio

The current Austrian country programme for Bosnia and Herzegovina 2005 to 2007⁷ has a more pronounced developmental perspective and there are plans to strengthen the poverty orientation and to focus more on rural areas. Primary sectors are: support to reform of the education sector; private sector development and employment generation; and, support to preparation for EU accession.

Major cross-cutting issues mentioned are strengthening the joint identity of the Bosnian people as a precondition for the building of well functioning state structures (Gesamtstaat) and promoting a dynamic society which is not only a precondition for social, human and economic development but also for EU accession to the EU:

"Das OEZA-Programm soll daher gesamthaft an der Zielsetzung „Stärkung der gemeinsamen Identität und des Gesamtstaates Bosnien und Herzegowina“ ausgerichtet werden. Dadurch wird die Schwerpunktsetzung der OEZA in Südost-europa auf Konfliktprävention und Versöhnung im bosnisch-herzegowinischen Kontext und zukunftsorientiert formuliert und spezifisch interpretiert"⁸.

The overall framework for the current country programme comprises the Austrian policies, strategies and sector and thematic guidelines for Austrian development cooperation as well as EU policies and strategies for the country which are also supported by Austria etc. (see Appendix 4). The project portfolio (Appendix 5) indicates that apart from the above mentioned sectors, Health and Post-war Reconstruction are additional sectors that are being supported. Only one of the projects "Cultural Capitals and Emancipatory Chance" could be interpreted as Cultural Cooperation project.

2.2.3 ADC Organisation in Bosnia and Herzegovina

The organisational framework for Austrian Development and East Europe Cooperation in Bosnia and Herzegovina comprises the Austrian Embassy, the Austrian Coordination Office for Development Cooperation and, since 2006, the newly established Austrian Cooperation Office for Science, Education and Culture.

⁷ Bundesministerium für auswärtige Angelegenheiten, Sektion Entwicklungs- und Ostzusammenarbeit (2004): OEZA-Landesprogramm für Bosnien und Herzegowina 2005-2007, Wien.

⁸ ibid

The Austrian Coordination Office for Development Cooperation is the operational wing of the Embassy in matters of development support while the Embassy deals primarily with diplomatic responsibilities. The internal relationship between the two is similar to the one between ADA and the Federal Ministry of Foreign Affairs in Austria. Although placed under the Embassy, the Coordination Office for Development Cooperation also refers to ADA directly. Before ADA's establishment in 2004, the Coordination Office referred to the Austrian Federal Ministry.

In 2006, the Austrian Cooperation Office for Science, Education and Culture was established. The Office promotes cooperation and exchange between Austrian and Bosnian institutions within the fields of science, education and culture and implements joint projects in Bosnia together with local and Austrian partners. In the longer term other western Balkan countries will also be included.

The Cooperation Office for Science, Education and Culture is physically located in the University of Sarajevo, refers to the Austrian Ministry of Education, Science and the Ministry of Foreign Affairs and appears to be less closely linked to the Embassy than the Coordination Office.

The two offices have different modes of operation. Whereas the Cooperation Office for Science, Education and Cultures implements individual projects, the Coordination Office for Development Cooperation manages funding provided to implementing partners who contracted by the Austrian Development Agency.

2.3 Overview of Cultural Heritage and Reference Projects

2.3.1 Stabilisation and Rehabilitation of the Old Town Hall/National and University Library (Vijecnica)

The Vijecnica was constructed during the Austro-Hungarian period and completed in 1896. It was built in the so-called neo-Moorish⁹ style, one of the exotic revival styles that were adopted by architects in Europe in the wake of the Romanticist fascination with all things oriental. It reached the height of its popularity after the mid-nineteenth century. Neo-Moorish architecture drew its influence from Moorish architecture during the Moorish presence in Spain and the Vijecnica is the most prominent example of this style¹⁰.

The building was initially used as the city hall and subsequently as the National and University Library of Bosnia and Herzegovina. During the war, the building was severely damaged by Serbian shelling. A large number of unique historical artefacts was lost during these attacks - including precious manuscripts, old printed books, magazines, other types of documentary heritage

⁹ Also known as "pseudo-moorish" style.

¹⁰ Other examples are the Ashkenazi Synagogue in Sarajevo

and the memory of numerous generations of people of Bosnia and Herzegovina. The records written in many languages and alphabets and musical recordings witnessed the multi-cultural, multi-ethnic and multi-religious character of the country.

The decision to finance the project was based on two factors:

- From the Austrian side, it was politically desirable to have a new project to present on the occasion of the visit of Austrian President Klestil in Sarajevo in the summer of 1996.¹¹
- At the same time, the Sarajevo authorities provided the Austrian Coordination Office with a list of important buildings for which priority reconstruction assistance was requested – and this list included the National and University Library.¹²

The project was prepared based on documentation provided by the City Development Institute (now: Canton Development Institute) and by "DOM Studies, Projects, and Engineering" - a planning firm contracted by the Institute. The project was prepared in close cooperation with the Austrian Coordination Office and expert support was provided by an Austrian consultant, who examined the conservation aspects of the project.¹³

For construction works a standard service contract was concluded according to which the Austrian side provided a grant to the Sarajevo Cantonal Government that charged the City Development Institute with the responsibility of carrying out the works. The City Development Institute in turn outsourced the works to national contracting firms. In addition to this, the Austrian consulting firm "VCE - Vienna Consulting Engineers" was charged with the responsibility to monitor project progress. In August 1996, the monitoring role of VCE was strengthened to include project and site maintenance in view of delays of works and poor management by the City Development Institute as well as poor cooperation relations between the monitoring consultant and the Institute.

The works financed under the Austrian contract (phase 1) were completed in 1997. In 1999 the European Commission granted additional funds to complete basic works (phase 2) which were finally implemented in the period 2002 to 2004. Table 2-1 provides additional details.

Table 2-1: Overview of Phase 1 and 2 Arrangements and Works

	First Phase 1996 to 1997/8	Second Phase 2002 to 2004
--	-----------------------------------	----------------------------------

¹¹ Austrian Coordination Office files and statement by the former Coordinator Mr. Petritz.

¹² Letter of Bakir Izetbegovic, director of the Sarajevo City Development Planning Institute, to the Austrian Coordination Office in Sarajevo dated 17 May 1996.

¹³ Wolfgang Kippes (1996): Gutachten über die Rekonstruktion des Objekts der Nationalbibliothek und Universitätsbibliothek von Bosnien und Herzegovina in Sarajevo aus der Sicht der Denkmalpflege.

Investor	Republic of Austria (funds approved in 96)	European Commission (funds approved in 99)
Contract Partner	City/Canton of Sarajevo	City/Canton of Sarajevo
Consulting Company	D.D.DOM Studies, Design and Engineering, Sarajevo	D.D.DOM Studies, Design and Engineering, Sarajevo
Contractor 1	ZGP Sarajevo	ZGP Sarajevo
Contractor 2	None	Mineral Ljubljana
Supervision 1	City Development Institute (now: Canton Development Institute)	Safege
Supervision 2	VCE Vienna Consulting Engineers	None
Funds	10 million ÖS - 0,75 million EUR	21 million ÖS - 1,5 million EUR
Works completed	<ul style="list-style-type: none"> • Stabilisation of the structural assembly of masonry structures • Reconstruction of the roof with the development of the lightning rod installation • Rebuilding of the steel dome and the descending ceiling, with the restoration of the glass roof covering • Capturing the damaged structures of the hall with a heavy supporting scaffold 	<ul style="list-style-type: none"> • Restoration of horizontal structures • Reconstruction of the hall • Closing of the building by windows and doors

Apart from stabilisation of the building to prevent a complete collapse, actual reconstruction and further development that were envisaged originally - but not necessarily to be financed by Austria - were never completed. For instance, the requirements that the Austrian Federal Chancellery¹⁴ wanted to have fulfilled as a precondition for Austrian support included a detailed plan for reconstruction and agreement on future use. Today the building is an empty shell which is only occasionally used for exhibitions, concerts and other cultural events.

In 2006, the Canton/City of Sarajevo through the Institute for Cultural and Historical Heritage of the Canton of Sarajevo, has put forward a proposal for the final reconstruction and future use of the Vijecnica.¹⁵ The proposal foresees

¹⁴ Letter from the Federal Chancellery to the president of the Canton of Sarajevo 20 June 1996 (GZ 790.634/318-IV/12796).

¹⁵ City/Canton of Sarajevo (2006): Vijecnica Sarajevo/City Town Hall Sarajevo - 110 Years, Sarajevo.

the multiple use of Vijecnica. A part will be used as the representative office of the city administration and another part as the National and University Library. Provision will also be made for sufficient space for cultural events including a "Museum of Destruction of Sarajevo". Space will also be provided for a tourist agency, restaurants etc. primarily with a view to generate income to cover operation and maintenance costs.

An international tendering process for the detailed design has been initiated and is about to be finalised. The concerned municipals, cantons and the city of Sarajevo will jointly finance the study and have already made provision for this in their 2006 budgets. The funds for the final reconstruction are expected to comprise 1/3 local funds; 1/3 international grants; and 1/3 loans from international organisations.

2.3.2 Psycho-social Counselling Centres for Children and Parents

The Austrian support to "Psycho-social Counselling Centres for Children and Parents in Bosnia and Herzegovina and Kosovo" began in 2003¹⁶. The first phase ended after three years and in 2006 a one year extension was granted. An assessment is expected prior to a decision on further support.

The partners in Bosnia and Herzegovina are the Foundation Together, a Regional Centre for Psycho-social Well-being of Children based in Ljubljana, Slovenia, and Osmijeh, a local association for psycho-social assistance and development of voluntary work in Gracanica. They act as facilitators/supervisors and implementers of the project respectively. In addition, a national expert monitors the programme on behalf of ADA.

Immediate objectives of the project are:

- To develop a service with outreach activities for child mental health protection;
- To empower existing governmental institutions (especially schools) in the field of mental health and psychosocial protection of children;
- To empower and connect relevant existing services;
- To develop a broad network of community based resources for child mental health protection in the frame of the civil society.

The project comprises the following activities:

- Assistance to children with psycho-social problems, traumas, or special needs and to their parents, teachers and other involved adults;

¹⁶ On initiative of the former Austrian Minister of Foreign Affairs, Ms. Ferrero-Waldner, who is now EU Commissioner for External Relations.

- Psycho-educational activities for different groups;
- Cooperation with schools, kindergartens, day centres, medical institutions, and other institutions for children aimed to improve the psycho-social quality of those institutions and services; and
- Sensitisation of the community for the needs and rights of children and mobilisation of community resources to ensure the interest of children.

The project consists of a network of volunteers who provide voluntary work at the psycho-social Centre in Gracanica, 16 central schools and 11 branch schools in the Gracanica area. Each school has a group of voluntary teachers and pupils who work with selected students (with slighter disorders) and their parents. Serious disorders that require specialist support are referred to the Centre in Gracanica. The schools and the Centre are assisted by local medical, psychological and pedagogical experts from the public sector institutions who provide voluntary work in their spare time. They cooperate closely with Slovenian professionals who provide new knowledge and professional supervision and assist in developing strategies and programmes. Funding is derived from own sources and mobilisation of funds in the local communities, from private sector sponsorships, and from various international donors and organisations.

The project fulfils an important function that is currently not catered for by neither state, canton nor municipal authorities. The project is basically a self-help project that mobilises local resources and the idea is that the volunteers spread the programme as a model of good practice.

For the extension phase approved in 2006, the coverage and outreach capacity of the project is assumed as shown in Table 2-2.

Table 2-2: Coverage and Outreach Capacity

Beneficiaries	Bosnia and Herzegovina	Kosovo	Total
Central Schools	16	22	38
Branch schools	11	28	39
Teachers	800	900	1.700
Children with disorders covered (total assumed number of children with disorders)	900 (2.200)	800 (4.200)	1.700
Volunteers	350	300	650

2.3.3 EcoNet IIB - Introduction of Training Firms in Vocational Schools in Bosnia and Herzegovina

Austrian Development Cooperation supports projects for vocational training and democratic school development in south-eastern Europe. As part of its co-operation programme the pilot project "Introduction of Training Firms in Vocational Schools" for the provision of business training is being supported. The project is implemented by KulturKontakt, an Austrian NGO closely associated with the Austrian Ministry of Education, Science and Culture.

The project started in 2004 with six pilot schools (secondary economic schools) in Bijeljina, Brcko, Livno, Prijedor, Sarajevo and Tuzla, thus including the two entities and the Brcko District. More than 25 training firms have been established so far. The Open Society Fund in BiH (Soros Foundation) has been co-financing EcoNet IIB.

The National Service Centre – essential to the functioning of the decentralised training firms – is working as a virtual service support hosted by the school in Brcko, while the ‘bank’ is hosted by the school in Bijeljina (in other countries, these central support functions are hosted by the national ministries of education, but this was not feasible in the case of BiH).

The main aim of the EcoNet project is the introduction and dissemination of the new methodical approach of “training firms” to enable the students to experience real workplace situations and processes and to develop key qualifications such as ability to work in teams, achievement orientation, flexibility, conflict resolution competencies, inter-cultural sensitivity. Alongside the introduction of practically orientated education and training, the aim of the EcoNet training firm network is to promote trade and exchange between schools both at national and international levels.

The long term objective of the support is to contribute to increase competitiveness by developing human resources, democratic structures and inter-ethnic communication and in the longer run to develop the preconditions for European integration.

The training schools play an important role as the existing economic schools, which normally train business secretaries and business technicians, can only partly fulfil this task at present and are mostly ill equipped to convey to the pupils the required knowledge in information technology, economics/business and foreign languages.

3 Assessment of Culture in Austria's Cooperation with Bosnia and Herzegovina

3.1 Relevance of Overall Approach

Austria's cooperation with East Europe follows the objectives and principles of Austria's development cooperation but is supplemented with the focus on policy dialogue in relation to EU integration processes (see Appendix 4 for further details). As such Austria is committed to an overall cooperation approach that builds on the principles¹⁷ of local ownership and partnership, donor harmonisation and alignment of support measures with national policies and strategies. This requires other forms of cooperation than launching successions of individual projects - such as sector programs, sector wide approaches and basket funding, policy dialogue and capacity building.

ADA's actual cooperation approach is a mixture of traditional project approach, policy support and capacity building. While most Austrian support, particularly most support given in priority sectors, is more in line with current development thinking and focuses on policy dialogue and capacity building, non-priority sectors are dominated by a traditional project approach. The Vijecnica has been completed in 1999 and the rationale for support was very different from the one applied today. However, both reference projects are still ongoing and they follow a typical project approach which may limit their effect and sustainability. On the other hand, in view of the weaknesses and fragmentation of the institutional structure in Bosnia and Herzegovina as discussed in section 2.1.3, state of the art approaches such as sector programs, sector wide approaches and basket funding are extremely difficult to implement.

3.2 Relevance of Policies and Guidelines, Country Program and Project Portfolio

None of the policies, strategies and guidelines that guide ADC cooperation in Bosnia and Herzegovina (see Appendix 4 for further details) mentions cultural cooperation and cultural heritage as an important area or sector for support. While strong efforts are made to integrate the socio-cultural context, these efforts are ad hoc at the moment and are not sufficiently translated into more operational measures, nor systematically integrated into all development

¹⁷ Rome and Paris Declarations of Aid Effectiveness, 2003 and 2005.

activities in Bosnia and Herzegovina. Importance is given to the local ownership and the partnership approach, participation by stakeholders, inclusion of vulnerable groups and minorities, working through NGOs, visibility of Austrian support, consideration of the role of religion, ethnicity, identity, human rights and democracy. Gender issues, which are an indicator of the degree to which the socio-cultural context is integrated, are not mentioned at all.

The project portfolio (Appendix 5) indicates that apart from the priority sectors education and private sector development, health and post-war reconstruction are additional sectors that are being supported. The project "Cultural Capitals and Emancipatory Chance" could be interpreted as a cultural cooperation project, since it promotes the networking of key actors in the spheres of education and cultural production as change agents and critical social movements. Most of the projects include elements of cross-cultural exchange and communication, e.g. transfer of Austrian expertise, exchange of experts between Austria and Bosnia.

3.2.1 Relevance of ADC's Organisational Set-up

In contrast to the Coordination Office, the Cooperation Office for Science, Education and Culture is directly involved in cultural cooperation. The following cultural activities are planned for 2006/7:

- Workshop for children "We build a town" in the museum of the city of Sarajevo. Cooperation partners are among others ZOOM Children Museum Vienna, Art Academy of Sarajevo, Pedagogical Academy of Sarajevo;
- Film show: New World - Travelling Through the Middle of Europe - From the Old to the New World. Partners: Austrian Film Institute, Media Programme of the EU, Austrian television;
- Photograph Exhibition: Bosnia and Herzegovina in the 19. Century. Partners: Various Austrian organisations.
- Vienna Days in Sarajevo. Austrian Partners.
- Music Workshop for participants from the Western Balkan Region coordinated by the Vienna Academy of Music.
- Request from an Arts College in Montenegro for assistance to establish cooperation with the Academies of Art in Vienna and Graz.

Culture and cultural cooperation play a prominent role in the portfolio of the Cooperation Office for Science, Education and Culture whereas cultural cooperation is not included in "Development and East Europe Cooperation". The above mentioned cultural projects were not examined and the cultural sensitivity of scientific and educational support was not assessed. The project portfolio indicates that a number of research projects and university lectures

contribute to cultural exchange and dialogue on central Bosnian issues such as ethnic-nationalist tensions, multi-ethnic past, history of Islam in Europe, and women and gender research.

There is an overlap of activities as both organisations deal with secondary and higher education reform primarily through assistance to the development and implementation of training and research courses and initiation of new approaches. In these activities cultural exchange and cooperation are important dimensions.

On the other hand, many projects in the program of the Cooperation Office for Science, Education and Culture serve the primary purpose of making Austria more visible in the country. This is not the case with the Coordination Office's projects.

3.3 Assessment of the Support to the Vijecnica

3.3.1 Relevance

Relevance for Partner Country and Population

There is general agreement among the interviewed stakeholders and as expressed in the reviewed documentation of the importance to conserve, restore, and re-establish the Vijecnica as (i) a national monument of the multi-ethnic, multi-religious and multi-cultural history of the country, (ii) a symbol of the city of Sarajevo and (iii) a symbol of the historical ties between Austria and Bosnia and Herzegovina.

However, different opinions were expressed as to the future use of the building:

- The current plan by the Canton/City of Sarajevo envisages multiple functions for the Vijecnica. They include as a place for the representative office of the city administration, the National and University Library (exhibition of books); public cultural events (including a "Museum of Destruction of the City Hall"); a tourist agency, restaurants and other income-generating functions.
- Various people interviewed, hold the view that the current ruin-like state of the building should remain as an open wound memorial of the war;
- Restoration of the building as national memorial or "Monument of Inter-Ethnic Peace in the World" (statement of the UNESCO office in Bosnia and Herzegovina in 1997);
- The National and University Library should be re-established to reflect the importance of education and knowledge for development which is important for a country like Bosnia that is suffering from brain drain as young people increasingly leave the country;
- Establishment of something completely new such as a cultural and arts centre and not as historical monument - there is a need to look ahead and

adjust to globalisation instead of looking backwards and inwards (representatives of the art scene);

- The Vijecnica could be used to demonstrate and document the role arts and culture played during the war.



Vedran Smailović playing the cello in the partially destroyed National Library in 1992 in Sarajevo. Photo by Mikhail Evstafiev.

The current plan for the building's usage is not the result of an open consultative process involving experts and potential users. The relevance of the future usage of the building could have been further strengthened through a public consultation process (or competition) that would have resulted in broader consensus on the future usage of the building. Although this does not relate directly to the Austrian support, it could be argued that a stronger insistence on a detailed plan for reconstruction and agreement on future use as originally required by the Federal Chancellery¹⁸ as a precondition for support could have facilitated the materialisation of such public consultations. Apart from this, the fact that the current plans for reconstruction envisage multiple usages indicates that today there may exist a willingness to meet and reconcile several interests and to do justice to history and the previous utilisation of the building.

Relevance vis-à-vis Austrian Development Priorities

The Austrian country programme for Bosnia and Herzegovina focuses on education, private sector development and employment generation, and support to preparation for EU accession. Major cross-cutting issues are strengthening of the joint identity of the people in Bosnia and Herzegovina and the

¹⁸ Letter from the Federal Chancellery to the president of the Canton of Sarajevo 20 June 1996 (GZ 790.634/318-IV/12796).

establishment of well-functioning state structures (Gesamtstaat). As a sector, support to cultural heritage may not be a priority but as a means to contribute to regenerate joint identity through maintaining the various symbolic meanings of the Vijecnica, the project has been significant.

3.3.2 Effectiveness

Achievement of Objectives

It is not quite clear if the objective of the Austrian support has been only to stabilise the building or if longer term reconstruction and re-establishment of old and new functions have also been envisaged (although not necessarily with Austrian funds only). The Vijecnica files at the Austrian Coordination Office reveal that efforts were made to mobilise other donors to contribute to the full reconstruction and that initially a more comprehensive perspective was applied as reflected in the Austrian request for fulfilment of certain conditions prior to implementation of the project.

Assuming that stabilisation has been the objective, the Austrian support - together with the support from the EU, has achieved a high degree of effectiveness. The building was saved from complete and irreversible destruction. However, as a more comprehensive and cultural heritage project that integrated conservation, reconstruction and popular usage, the support has been less effective as indicated by the fact that even after nearly 10 years of completion of the Austrian support, the building is still a ruin and there is no consensus as to its future function(s).

Management and Monitoring

After initial delays of the procurement process and tensions between the City Development Institute and the Austrian Controller, the implementation model was revised which resulted in more expedite implementation. Due to the strong monitoring function of VCE (see Table 2-1), funds were used more efficiently than envisaged so that additional works could be financed that were not planned initially.

Technical aspects

According to the DOM Chief Engineer who has been involved in the planning and physical works in both phases, the stabilisation works conducted with Austrian are technically sound and were conducted with due respect to the original structures and materials.

3.3.3 Sustainability

Institutional and Financial Sustainability

The Vijecnica project has suffered from unclear legal ownership or double ownership by the City/Canton of Sarajevo and the National and University Library and resulting in an unclear distribution of responsibilities. As a consequence, conflicting proposals for the rehabilitation of the National

Library¹⁹ on the one hand, and for revival of the city hall on the other were elaborated. This also seems to have influenced the relationship between the City Development Institute and the Austrian Authorities and organisations. The City Development Institute refers systematically to the building as "Town Hall" (or Sarajevo City Library) whereas the Austrians refers to it as "the National (and University) Library".

According to the report by W. Kippes²⁰, the land register reveals the following sequence of ownership of the Vijećnica: 1986 Hajdarbeg; 1895 City of Sarajevo; 1948 Vijećnica becomes a "public good"; 1958 National and University Library was registered. The report concludes that the Library is the legal owner.

In contrast, the Austrian Federal Chancellery perceived the ownership issue as follows (see annex to the service contract 1996): The National Library is not the owner but the user of the building. The legal owner is the City of Sarajevo, i.e. the newly created Canton of Sarajevo, whereas the Library only has the right to use the building. The declaration of the Vijećnica as a "public good" is considered unclear as this is a remnant of the legal concepts of the former communist regime. Against this background the Canton of Sarajevo was identified as the legitimate contract partner for the Austrian support.

Prior to entering into contract with the Canton/City of Sarajevo, the Austrian Federal Chancellery put forward several requirements that were expected to be fulfilled²¹. This involved the proof of ownership of the Vijećnica by the city of Sarajevo, the clarification of the future use of the building as well as an overall planning framework for the rehabilitation of the Vijećnica and the detailed description of the various reconstruction phases. In addition, the partnership with the City of Sarajevo included the city's responsibility to clear the debris and clean the building, to take charge of preparatory activities for stabilisation; to provide detailed project documentation; to conduct damage analysis; and to assure continuation of planning for rehabilitation and reconstruction.

It appears however that the contract was entered without the first two requirements being met. Still today there are discussions about ownership and responsibilities as well as the future use of the building. In addition to the proliferated institutional framework in Bosnia, these unclear aspects are a major cause for the poor progress towards completion and renewed utilisation of the building.

Against this background the conclusion is that institutional and financial sustainability are not yet ensured. The issue of ownership has never been resolved and prolonged conflicts between different interest groups have delayed

¹⁹ Former Director of the National Library wanted a new, more "modern" building, not necessarily reconstruction of the Vijećnica as library.

²⁰ Austrian consultant who was charged with the responsibility to assess the reconstruction of the Vijećnica from the point of view of cultural heritage.

²¹ Letter from the Federal Chancellery to the president of the Canton of Sarajevo 20 June 1996 (GZ 790.634/318-IV/12796).

decision making and action with the result that reconstruction is not yet completed. This has also made fund-raising more difficult as documentation of planned reconstruction works and cost estimates are not yet available.

3.3.4 Effects

Effects on Human, Social and Economic Development

As the full reconstruction and operation of the building are yet to be completed it is too early to assess its effects on human, social and economic development. However, saving the building from complete and irreversible destruction has created potentials for its positive contribution to development.

- Depending on the future use of the building, it could make a contribution to human and social development by providing a symbol of cultural diversification, Bosnian identity and sense of belonging. As such it could contribute to reconciliation and peace building.
- As an art centre, it could create space for boosting local and international cultural activities which could potentially promote freedom of expression, cultural diversity, creativity, cultural dialogue and debate – which are important components of human and social development.
- Tourism is considered one of the drivers of economic development in Bosnia and Herzegovina. As a major tourist attraction Vijecnica could make a contribution to economic development.

Unintended Side Effects

As Vijecnica is generally associated with the Serbian aggression, the Austrian support could be perceived by Bosnian Serbs as hostile, favouring other ethnic groups in Bosnia, especially in view of the fact that large scale support for the conservation of historically and culturally important buildings was only provided in this particular case.

3.3.5 Responsiveness

Participation, Ownership, Empowerment

The project has been responsive to a widely felt need to maintain the Vijecnica for future generations, but an important interest seems to have been to make Austria's presence and support more visible. From the outset, the decision-making process on the future use of the building has not been very open and has tended to exclude major stakeholders and their ideas. Hence, the degree of participation has been limited. By considering the support to Vijecnica as just "the stabilisation of a building", ADC has missed the opportunity to explore the options for supporting a broad based dialogue on the use of the building which could have contributed to inter-ethnic communication etc.

3.4 Assessment of Reference Projects

3.4.1 Psycho-social Counselling Centres

Relevance

The project is highly relevant for the population in the area as the public sector is not in a position to provide the required services and support to children and adults with mental disorders and traumas. The project is also highly innovative and has developed approaches that could be replicated at a wider scale in the social sector in Bosnia. For this purpose the Foundation Together and Osmijeh published a book on "School and Mental Health". The project also reaches a substantial number of the children in need of psycho-social counselling services as can be seen in Table 2-2.

As children and handicapped people are major ADC target groups in according with the Federal Development Act, the project is still relevant with regard to Austrian priorities - although health is not a priority sector in Bosnia and Herzegovina, rather education and private sector development. However, neither the coordination office nor ADA has health or psychological expertise²², and a health policy/guidelines has not yet been formulated. This may influence effectiveness/efficiency of the support.

Sustainability

The Counselling Centre and outreach activities have been of significant importance for changing the attitudes and approaches to psycho-social counselling in the region. Hence, the professional work with volunteers, teachers and with parents is likely to be sustained even after the project has ended. However, an important weakness of the project is the lack of financial sustainability. The project is not rooted in the local institutional structure which is why local authorities are unlikely to integrate the approach. Likewise, the project does not contribute to capacity building in relevant public institutions. The lack of financial sustainability is compensated by the strong focus on local resource mobilisation among local communities and in the private sector which indicates local ownership and commitment.

A more sustainable institutional approach could have been, despite unclear responsibilities, weak capacities and lack of resources in the public sector, to insist more on working through and integrating activities with the Cantonal Ministry of Education, Culture and Sports. This would also be in line with the country programme's intention to provide capacity building to the public sector as well as to the civil society.

The latest progress report states that efforts were indeed made to integrate the Centres into the regular national systems of child protection or education but that for the time being there are no realistic chances to achieve this. The result of these efforts so far have been the development of links and networks with

²² For this reason a monitoring consultant was employed with medical/developmental background.

services and institutions (health services, schools, centres for social work, etc), contacts with national and local authorities, and visibility of the project.

Integration of Culture as a Cross-cutting Issue

Culture as a cross-cutting issue has been addressed in several ways. First of all, one of the objectives of the project has been to "empower" the different groups of participants and beneficiaries and this has been achieved beyond any doubt. The entire region has been sensitised regarding the problems and needs of children, numerous health professionals, teachers and volunteers have acquired knowledge and experience and with it confidence in their ability to do a good job. An interviewee mentioned that the involved persons were capacitated to a level far beyond the initial expectations and that they realised that they can achieve much more than they had initially thought.

The most important achievement with regard to empowerment is that the Centre and outreach activities have been integrated into the local community and that an increasing number of parents are willing to bring their children for counselling instead of hiding them, feeling ashamed, and not seeking help. In this sense, the project did not only changes attitudes and approaches to psycho-social counselling but also helped to break down social/cultural taboos by changing the way parents, teachers, professionals and society as a whole deal with children with mental disorders.

As far as gender equality and empowerment of women is concerned, neither the documents consulted nor the persons interviewed have any reflections on these issues. Gender equality has been limited to ensuring that boys, girls, men and women are equally represented among professionals, teachers, volunteers and beneficiaries. However, an effort to systematically identify and consider boys, girls, men's and women's different wishes, needs and experience in the design, implementation, monitoring and evaluation of efforts based on an assessment of men's and women's rights, access to resources and decision-making power has not been made. The project must be characterised as gender blind and not in compliance with ADA's guidelines for "gender equality and empowerment of women".

The project operates in Serbian and Bosniak areas and activities are implemented by teams of mixed ethnic-religious background which indicates that the project is actually well embedded in the ethnic-religious context. In contrast, the consulted project documents do not reflect on ethnic-religious issue and the interviewed persons had nothing to contribute/did not want to contribute to this issue.

Cultural Cooperation and Intercultural Communication

According to the director of Osmijeh, the relationship with the Slovenian Foundation Together has been very fruitful and cooperation has been "easy going". Since the foundation is an organisation from the region, it has similar cultural references and is familiar with the regional context. This has facilitated mutual understanding and effective transfer of knowledge and collaboration – which has not been as easy to establish with the numerous other European organisations Osmijeh works with.

The level of knowledge-sharing among experts and between the experts and volunteers has been high. The project builds on informal teaching and learning. Frequent seminars and study visits were arranged to Slovenia, and Slovenian experts frequently pay visits to the PS Counselling Centre.

The Foundation Together was initially reluctant to transfer full initiative and decision-making power to Osmijeh while Osmijeh was reluctant to take on more responsibilities. Over time this has changed and now the two organisations have developed a real partnership.

3.4.2 EcoNet Training Firms

Relevance

The project introduces an innovative training approach that has been tested in other countries. The approach addresses the insufficiency of private firms that can provide practical training possibilities and a less authoritarian training method for the acquisition of relevant entrepreneurial knowledge and skills. A core innovative aspect of the training is the so-called “trade fairs” where students from the different participating schools meet to negotiate deals, conclude contracts etc.

Trade fairs are conducted at the national and international level and conducted annually. The national trade fairs bring together students from the entire country and provide the opportunity for them to have prolonged contact with a culturally diverse group of students from all over Bosnia and Herzegovina. They thus facilitate inter-cultural and inter-ethnic communication and exchange. This also applies to the international trade fairs which bring together participants from different countries. However, due to limited funds, only a limited number of students and teachers can actually participate in the international trade fairs.

KulturKontakt or the pilot schools themselves have not so far systematically followed the career of the graduates. Thus the project's labour market relevance is uncertain. Most of the students in the class visited by the evaluation team intend to continue their studies after graduation which means that they do not make direct use of the acquired knowledge and skills. Although some students mentioned that they participate to acquire new knowledge, experience and skills, there is a substantial number of students who favour participation in the training because it provides an opportunity for socialising and getting to know other students. This could be an indication that the labour market relevance of the project is limited.

Sustainability

To replicate and institutionalise the approach at a wider scale, trainers or multipliers are currently being trained who in turn will train new teachers. To facilitate this training and to disseminate knowledge of the approach, a handbook is being drafted.

A joint regular curriculum has been developed by the training firm teachers from the six involved schools, and the EcoNet training has been integrated into the training plans of four of the six pilot schools. However, the respective cantonal and entity ministries have not yet given their consensus for the proposal and they are generally reluctant to integrate and adopt the training firm approach as they have neither the capacity nor the funds to do so. According to the monitoring consultant's report:

"Ein Konsultationsworkshop mit MinisteriumsvertreterInnen musste aufgrund mangelnden Interesses vorzeitig abgebrochen werden, was mangelndes Commitment von offizieller Seite zum Projekt vermuten lässt. Dieses mangelnde Interesse könnte sich... vor allem für die Weiterführung der Unterrichtsmethoden nach Projektende negativ auswirken....²³".

Against this background, institutional and financial sustainability are far from certain. However, the project has been granted a three year extension²⁴ and there are ongoing discussions with the EU to integrate the training firms in the EU VET programme. The school visited by the evaluation team has already started negotiations with their respective ministry to integrate the training firms in the regular curriculum.

Integration of Culture as Cross-cutting Issue

As far as cultural responsiveness and integration of culture as a crosscutting issue is concerned, these issues have not been pursued systematically. However, there are a number of positive tendencies and practices:

As the project covers all of Bosnia-Herzegovina as well as Croatia and Serbia, it has the potential to contribute to enhanced inter-cultural dialogue and understanding and reconciliation of ethnic tensions. This is mentioned as one of the overall objectives of the EcoNet project.

Another dimension of culture are the new teaching methods introduced by the project that are less top-down in approach and more focused at project work. These are basically more suitable for personal and creative development and to facilitate democratic and entrepreneurial behaviour.

In this sense, one should expect that the training firms potentially enable students to become familiar with different "business cultures" that vary from country to country and if not properly understood may be fatal for business initiatives. However, the students met did not focus on this aspect in their respective training firms.

As in the case of the PS Counselling Project, gender issues are not integrated in line with ADA's guidelines for "gender equality and empowerment of women". Available documentation did not reflect on gender issues and the stakeholders and partners interviewed did not consider gender to be an issue that needs a specific approach.

²³ Stellungnahme des Monitoring (ZSI) zum 3. Zwischenbericht, Januar 2006.

²⁴ According to information received from KulturKontakt in January 2007.

Culture of Cooperation and Intercultural Communication

The evaluation team had two meetings with teachers and pupils of the business college in Sarajevo that participates in the EcoNet project. These meetings did not provide sufficient information on the quality of cooperation between KulturKontakt, the individual schools and local authorities. According to the director, KulturKontakt facilitates cultural exchange and intercultural communication and provides equipment but beyond this, does not add much value. In contrast to the PS Counselling project, the international partner has not been a prominent point of reference during the meetings.

The question of how to increase local ownership and involvement of local partners in decision making as well as capacity building and institutional strengthening already highlighted by a previous evaluation²⁵, are regularly discussed with the Coordination Office for Development Cooperation.

²⁵ KEK CDC Consultants (2001): Evaluierung der Projektaktivitäten des Vereins Kultur-Kontakt Schlussbericht, Biel, Switzerland.

Appendix 1: Programme and Persons Met

Date	Program	Persons Met
Sunday, 1.10.06	Arrival in Sarajevo	
Monday, 2.10.06	Briefing at the Austrian Development Aid Coordination Office	Mr. Michael Weiner, Coordinator
	KulturKontakt Austria re. EcoNet Project	Ms. Elmedina Corbic, Teacher
	Commission for Preservation of National Heritage	Ms. Amra Hadzimuharemovic, Head of Commission Ms. Mirela Mulalic Handan, Executive Officer Mr. Emir Softic, Associate for Architectural Monuments
	Dinner meeting with former Coordinator for Development Aid	Mr. Alexander Petritz
Tuesday, 3.10.06	Meeting representatives of SIDA, SDC and JICA	Mr. Joakim Molander, Programme Officer (SIDA); Ms. Aida Cengic, Programme Officer (ProHelvetia); and Mr. Ryutaro Murotani, First Secretary (JICA)
	Guided tour through Vijecnica	Mr. Ferhad Mulabegovic, Engineer involved in the planning and reconstruction
	National and University Library	Dr. Ismet Ovcina, Director
	Ars Aevi, Museum of Contemporary Art	Mr. Enver Hadziomerspahic, Director; Ms. Senka
	Festival MESS	Ms. Lejla Hasanbegovic Mr. Nihad Kresevljakovic
Wednesday, 4.10.06	Meeting with Mayor of Sarajevo and representatives of the Cantonal Government	Ms. Semiha Borovac, Mayor
	Canton Development Institute	Mr. Besim Mehmedic, Manager
	Institute for Cultural and Historical Heritage of the Canton of Sarajevo	Mr. Munib Buljina, Director
	Screening of files at Coordination office	
	Psycho-social Counselling Project	Dr. Jelena Sehic, Pathologist and Monitoring Consultant

	Cont. meeting with former Coordinator for Development Aid	Mr. Alexander Petritz
Thursday, 5.10.06	World Bank re. Mostar Cultural Heritage Project	Ms. Vesan Francic, Operation Officer
	Secondary School for Economics in Sarajevo - School Director, teachers and pupils involved in EcoNet Project	Mr. Avdija Serdarevic, Director Ms. Aida Krso, Teacher
	Austrian Cooperation Office for Science, Education and Culture	Ms. Samira Seferovic, Director
	Drive to Gracanica and Miricina	
	Primary School in Miricina	Mr. Adil Kurtovic, Director Ms. Vildana Alic, Teacher Mr. Nihad Hodzic, Teacher
Friday 6.10.06	Foundation Osmijeh	Mr. Hamdija Kujundzic, Director
	Visit to Psycho-social Counselling Centre and new Osmijeh building	Mr. Hamdija Kujundzic, Director; Volunteers and Centre Users
	Drive to Zagreb and flight to Vienna/Copenhagen	
Telephone interview	KulturKontakt Vienna	Ms. Monika Mott, Head of Education Department

Appendix 2: Evaluation Framework

EVALUATION GUIDE AND CHECKLIST FOR FIELD STUDIES

Relevance

Overall strategy and approach:

Role of culture, cultural sensitivity and cultural cooperation in country programming/Local programme/projects; aid effectiveness agenda (donor harmonisation and alignment with partner countries' priorities)

Cultural heritage/cooperation) in partner countries:

Connection with the goals of ADA (poverty reduction); What role do the cultural heritage monuments play for the country (economic, social, cultural/symbolic) and the target population? Political/ideological/economic/ commercial role of monuments? Empowerment role? Conflict preventing/settling role? Identification of target population and their participation in the selection process? Consideration for local traditions for decision making? Identification of needs/priorities for cultural heritage projects; government responsibilities to protect cultural heritage? Visibility of ADC (linkage between projects and the perception/visibility of ADC); Usage of Austrian knowledge and expertise - comparative advantage?

The role of culture in non-cultural projects:

Role of cross-cutting?; Cultural activities as a tool for edu. /awareness raising or as a platform for e.g. reflection on identity, stimulation of creativity, etc.

Effectiveness

Achievement of objectives:

Degree of achievement? Additionality of the assistance? Effects of being culturally sensitive in the activities?

Project management, Coherence/Co-ordination/Collaboration:

Management of interventions cost-efficiently (incl. back-stopping)? Effective usage of human resources? Qualification of ADA staff (intercultural understanding and communication)? Coordination of programmes and structures with other partners and donors? Usage of **M&E routines** to improve projects/programmes (e.g. M&E of cross cutting issues, **indicators**)? Are results being publicized? Status of "Atmosphere" of collaboration? Is information about the project transparent and communicated to the stakeholders? Is ADA responsive to stakeholder inquiries?

Culture as cross-cutting issue:

Inclusion of ethnicity, religion, gender, social values, traditions and structures, local knowledge? Usage of local and traditional know-how and capacity? "traditional vs. modern" experts, artists, scientists, universities, etc. To what extent do Austrian actors integrate the cultural dimension/cross cultural communication in their activities? Have cross-cutting issues such as gender, environment, conflict/peace, human rights, democracy been taken into account?

Sustainability

Institutional / financial arrangements:

Sustainability of institutional structures? Public access and use of facilities? Management arrangements? Maintenance cost? Sources of self-financing, subsidies, user-fees, etc.? What measures to build and preserve local personal / institutional knowledge (archives?); Training of local staff to take over responsibilities?

Technology:

Appropriateness for local needs and circumstances (socially and culturally)? Have stakeholders/beneficiaries participated/been consulted in the choice of technology? Town and area planning? Quality of physical work/craftsmanship? Compliance with agreed quality standards?

Socio-cultural aspects:

Socially and culturally appropriate (e.g. influence on educational institutions)? Links to Austria (networks, cultural exchange)?

Effects

Cultural sensitivity/cross-cutting issues:

Good practices and bad practices (causality, effects)? Usage of ethnicity, religion, gender, social values, traditions, and structures and local knowledge? Poverty reduction: evidence of resources being strengthened (human, social/political and/or material) and of empowerment?

Cultural heritage. Effects on:

Local/target population? Poverty reduction/material and non material resources? Knowledge, creativity, social debate, social capital, participation, income, employment, tourism, small/micro enterprises, creative industry? Capacity development (planning, management, organisation and physical maintenance)? Boosting of local cultural practitioners (exhibition halls, performing arts venues, places to exercise literary tradition or enhancing local craftsmanship)? Government fulfilment of obligation to protect World Cultural Heritage (Nepal) and Immaterial Cultural Heritage (Guatemala)? What about Bhutan?

Cultural heritage >> Human development: Stimulation of creativity and psychologically well-being (identity, self-esteem, dignity, self-confidence)?

Contribution to CB (planning, management, organisation and physical maintenance)? Historical sites as learning sites (visits for school children)? >>

Social development: Development of group identity, coherence, common symbols and sense of community/solidarity? Development of social networks?

Reconciliation or peace-building? >> Economic development: Income generation and job-creation for the local community (tourism)? Venue for visual, performing, and/or literary arts or by employing local artisans/craftsmen? >> Democratic

development: Protection of physical and intangible heritage, promotion freedom of expression and the right to cultural diversity? Indigenous peoples and claiming/fulfilment of rights? Discussion among cultural grassroots and CBO?

Organisation of groups and networks at CS level? Increased public understanding and recognition of NGOs and their culture heritage work in terms of role, legitimacy and mandate? Raised public awareness of the importance of preservation and conservation? Usage of historical sites for learning (e.g. visits for school children)?

Unintentional side-effects:

Groups suffered? Or taken advantages from unintentional side-effects?

Commercial use of cultural heritage >> expropriation of the original owners?

Responsiveness

Participation, Ownership, Empowerment:

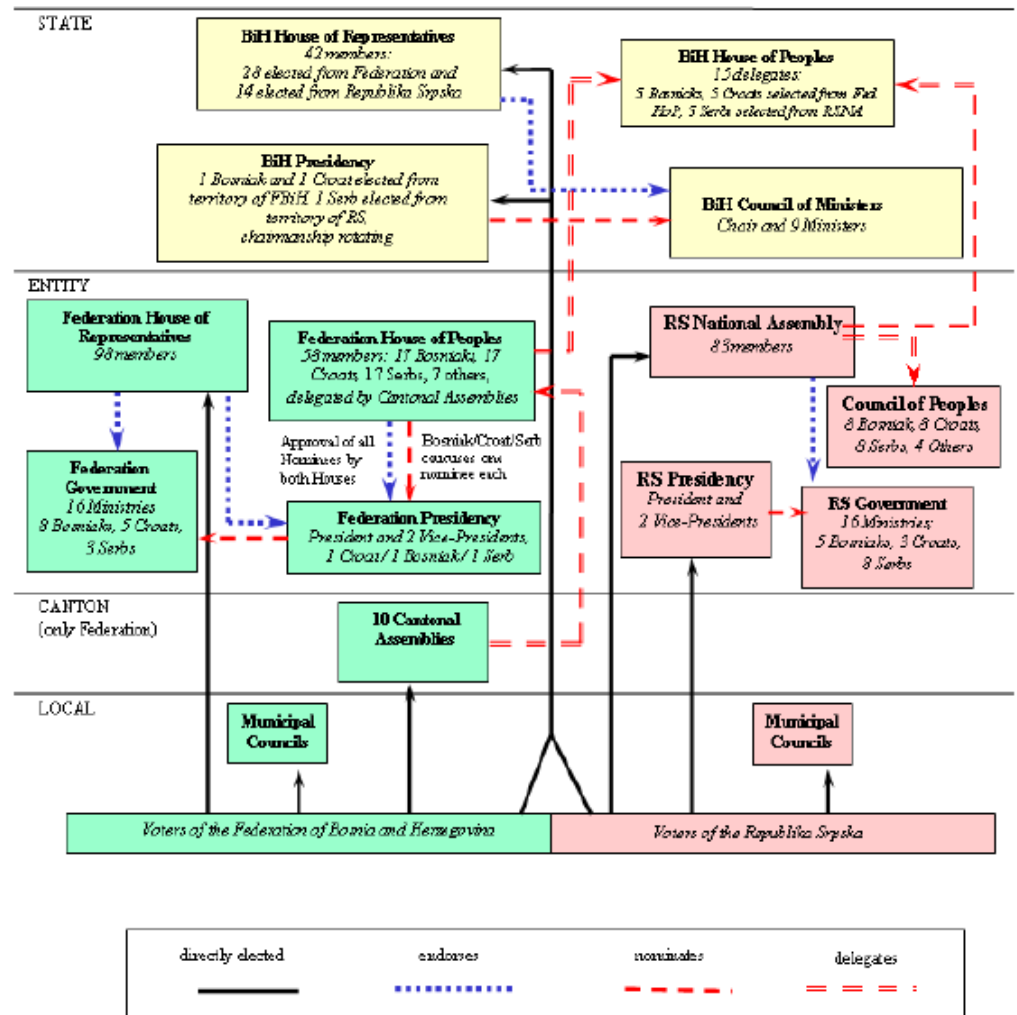
Role of partners, target groups and key stakeholders in the design, implementation and monitoring of the project? ADA's responsiveness to their priorities and demands? - Is project info transparent and substantial in terms of advances, strategic considerations, and immediate goals and work plans (etc.) and how is the ADA feedback to stakeholder inquiries? Degree of autonomy for the local partners in the implementation and daily management of the project? Involvement in overall

decisions? Role of knowledge, experience and skills of local partners and key stakeholders in the preparation and implementation of core activities?

Intercultural understanding and collaboration:

To which degree do the projects make use of intercultural communication/ networking / exchange of culture and knowledge? If so, how? (within the partner country, South and South /region, North and South)?

Appendix 3: Legislative and Executive Bodies²⁶



²⁶ EBRD: Strategy for Bosnia and Herzegovina,

Appendix 4: Policies and Guidelines

Summary of policy and strategic framework for Austrian Cooperation in SE Europe and relevant regional, sector and thematic guidelines and country programme

Federal Act on Development Cooperation (Federal Government of Austria)

Objectives: Poverty reduction; peace and security; promotion of democracy, and rule of law; human rights and good governance.

Four principles: local ownership/partnership; consideration/integration of the socio-cultural context; gender equality; needs of children and disabled persons.

Role of culture and cultural cooperation: Within the broad poverty perception that is applied in the Act, development and poverty reduction are seen as the result of a combination of economic as well structural, institutional and social change. This cross-dimensional understanding of poverty serves as the basis for the integration of the cultural dimensions of development into ADC. In accordance with the guiding principles, cultural aspects should be taken into consideration in all ADC activities, but the concept of culture is not defined in more detail and it has not been operationalised in strategies, programmes and guidelines.

Specification of cooperation principles

Local ownership/participation: It is now internationally recognised that development cannot be externally imposed. Decisions as to the speed and practicalities of development processes must be left to the governments and the people in the developing countries. The reason for this is not merely because it is the „politically correct“ approach. Sustainable development and efforts to combat poverty are effective only where those affected take the initiative themselves. An open dialogue with all the parties concerned is vital to ascertaining real needs and hence to ensuring that projects match existent wishes and enlist broad support.

It is therefore extremely important to involve women at every level of the decision-making process. It is not enough for a donor country to try to solve a problem by launching a succession of individual projects. What is needed is a comprehensive national strategy implemented by the government and civil society of the recipient country on the basis of consistent guidelines and joint control. A closely related factor is the trend towards untied assistance and financial involvement in sectoral development programmes rather than funding for individual projects.

Ownership, harmonisation & alignment: Efforts to increase funding are also accompanied by intensive endeavours to achieve higher quality in the cooperation. Sustainable development can be successful only if those affected themselves take the initiative. The developing countries should themselves determine the speed and shape of their development process and should elaborate national strategies for poverty reduction (PRSP) which are supported by their government and the civil society and which are subject to standardised rules and mutual control.

Together with other donor countries, Austria has decided (Paris Declaration, March 2005) to strengthen the national development strategies of its partner countries and to adjust support measures to them (alignment). However, the services and procedures of the donor countries should also be better coordinated and simplified (harmonisation). Harmonisation and alignment to the partners' systems are essential prerequisites for an efficient spirit of

cooperation which supports the efforts of the partner countries towards good governance and improving the development results.

Integration of the socio-cultural context: Development cooperation is a field where different cultures and societies meet. Productive cooperation between partners coming from different cultures requires mutual understanding and communication. This includes an interest and willingness to deepen acquaintance and respect for each other and - on the basis of this - cultivate dialogue and a fair and open discussion of divergent views and interests, especially in situations of conflict.

However, respect for and support in the conservation of a partner country's cultural heritage must not result in compromising the validity of generally accepted principles such as respect for human rights.

On the contrary, a critical discourse on cultural norms will assist both sides to reconsider their criteria and standards, thus establishing a universal context. Cultural identity essentially thrives and develops as a result of cultural exchange.

Cooperation should always incorporate the knowledge, experience and skills of the target population to the largest possible extent.

Source: Website of the Austrian Foreign Ministry

European Commission: Country Strategy for Bosnia and Herzegovina, 2002-2006

The overall objective of EC assistance is to support the participation of Bosnia and Herzegovina in the Stabilisation and Association Process to qualify for later EU accession.

The immediate objectives are to:

- Help consolidate the state of Bosnia and Herzegovina as a democratic country in which the rule of law and good governance apply thereby enabling it to participate in the Stabilisation and Association Process;
- Support to the development of functioning State institutions capable of acting as reliable counterparts for the international community and representing the entire country's interests;
- Support economic reform and transition to a market economy,
- Support the development of an environmental framework ;
- Facilitate and encourage cooperation between Bosnia and Herzegovina and other countries of the region as part of the Stabilisation and Association Process.

Priorities of cooperation towards this objective are:

- Democratic stabilisation (return of refugees, media reform);
- Administrative capacity building (customs and tax reform, development of state institutions);

- Economic and social development (economic reform and social cohesion);
- Environment and natural resources;
- Justice and home affairs (administration of justice, policing; asylum and migration; border management).

Role of culture and cultural cooperation: Interventions to support democracy aim primarily at strengthening civil society to become active in the areas of human rights, democratic development and the social sector. The freedom to exercise constitutional rights including the right to return is perceived essential in the stabilisation of democracy in Bosnia. This also includes the successful establishment of a truly independent, professional electronic media which is seen to reinforce democratic accountability and aid the process of reconciliation.

The EU strategy also underlines the importance to assist the Government to address the wider social cohesion agenda covering poverty reduction, social inequality and social solidarity. Participation by stakeholders will be an important part of the process of development of social cohesion in order to effectively tackle exclusion and ensure that those with needs are adequately addressed by the various systems.

Die Österreichische Ostzusammenarbeit (Federal Ministry of Foreign Affairs):

Austria supports EU's foreign policy objectives for South-East Europe (SAP) and provides support the Regions integration into the EU structures.

The objectives and principles (including consideration of cultural context and gender equality) for support are identical with those formulated for development cooperation but supplemented with the focus on policy dialogue concerning EU integration.

The geographic selection criteria are: needs of the partner country, Austrian foreign policy priorities, support to EU integration, conflict prevention, consideration of Austrian economic, labour market and security interests, Austrian private business interests in the respective countries. From this follows the selection of primarily SE European countries.

Sector and thematic focus: Education; Economic reform and employment generation; Environment, water and energy; Rule of law and civil society. Capacity building is a major dimension in support of these sectors.

Precondition for support: The projects must go beyond isolated effects and be sustainable and they should be developed in close cooperation with partners and coordinated with other multilateral and bilateral donors.

Importance of culture and cultural cooperation: Cultural cooperation and cultural heritage are not focus sectors. Culture as cross-cutting issue is not

mentioned - popular participation, gender, and ethnic-religious-cultural context are not referred to. Culture of cooperation is partly touched upon by importance given to local ownership and partnership approach.

General observation: Austrian economic and political interests play a prominent role in selection of countries and sectors.

Three Year Programme on Austrian Development Policy (2005-2007)

Importance of culture and cultural cooperation: Three Year Programme's project and programme portfolio in the priority and programme countries revealed that current cultural collaboration/culture sector (heritage) support is limited to a few countries, i.e. Guatemala, Bhutan, and Nepal. Development information, education and communication as well as cultural activities in Austria are also included.

The projects and programmes are presented briefly in table form and therefore do not reveal the degree to which the other dimensions of "culture and development", i.e. mainstreaming of culture, culture as a tool, culture of collaboration and intercultural communication, are integrated. However, the Three Year Programme's more analytical and strategic parts include very few direct references to cultural issues, which may indicate a limited integration of cultural issues.

As far as Bosnia and Herzegovina is concerned cultural cooperation has not been selected as a focus sector. However promotion of joint identity beyond religious and ethnic affiliation indicates the importance given to the cultural context as ethnicity is an indicator of cultural sensitivity.

ADC Country Program 2005-2007

As compared to previously, when reconstruction was the focus, the programme has a developmental perspective and there are plans to strengthen the poverty orientation and to focus more on rural areas.

Primary sectors are: support to reform of the education sector, private sector development and employment generation, and support to preparation for EU accession. Major cross-cutting issues mentioned are strengthening of the joint identity of the Bosnian people among others as a precondition for the building of a well functioning state structures (Gesamtstaat) and more dynamic society which is not only a precondition for social, human and economic development but also for the accession to the EU.

The role of cultural cooperation and culture: The overall Austrian focus on cultural cooperation and consideration of the cultural context as expressed in the Federal Act on Development Cooperation and the ADA website (Themes and Sectors)²⁷ are only partially reflected in the country programme and country portfolio. Cultural cooperation and support to cultural heritage are not

²⁷ Federal Act on Development Cooperation, 2003; www.ada.gv.at

included. However, some aspects of culture as cross-cutting issue are included: promotion of joint identity beyond religious and ethnic affiliation, nation building, conflict prevention and reconciliation, and building partnerships. They are to be "mainstreamed" in all aspects of programming and implementation and in the choice of forms of cooperation and cooperation partners.

At the same time certain important aspects of culture as a cross-cutting issue are not included. Gender equality is not mentioned at all as are the importance of participation, ownership and empowerment of partners, stakeholders and beneficiaries.

Relevant ADC Sector and Thematic Guidelines

Some of the sector policies and thematic guidelines that would be required for appropriate country programming in Bosnia and Herzegovina have not yet been completed. This applies to health and partly private sector development and employment generation (although more focused guidelines are available for SM enterprise development). Also some important thematic guidelines are not available, most importantly those for cultural cooperation and cultural mainstreaming, and poverty reduction.

As far as available policies are concerned, during the inception phase (see Inception Report, September 2006) the Evaluation Team has reviewed them and revealed that only a few of them deal with culture in a more comprehensive and systematic way, in particular rural development and tourism, and partly good governance & human rights, and education.

A thematic guideline has been developed for cooperation with SE Europe whose guiding principle is "equal access to education for all". Special consideration is given to (i) ethnic groups' rights, e.g. the Roma, (ii) children and youth with special education needs and children and youth belonging to economically underprivileged groups; and (iii) gender issues to ensure equal access to education for men and women. Projects that use affirmative action to address these problems are especially supported.

Appendix 5: Project Portfolio

Appendix 6: List of References

???? (30. Januar 2006): Stellungnahme des Monitoring zum 3. Zwischenbericht EcoNet/IIb, Berichtszeitraum April 2005-Dezember 2005.

Austrian Coordination Office (23.3.2005): Evaluation of Austrian Projects in the Domain of Cultural Heritage, Working Paper.

Austrian Coordination Office in Sarajevo: Overview of projects in BiH financed by Austrian Development Cooperation, Updated as of July 2006.

Austrian Coordination Office Sarajevo - Project files (1996 to 1998) concerning the Stabilisation and Restoration of the National Library.

Austrian Development Cooperation (2006): Psycho-social Counselling Centres for Children and Parents in Bosnia and Herzegovina and in Kosovo. Narrative Report, January 2005 to December 2005; Foundation "Together", Ljubljana, Slovenia.

Austrian Ministry for Foreign Affairs (2005): Three-year programme on Austrian Development Policy 2005–2007.

Bundesministerium für Auswärtige Angelegenheiten, Sektion VII: Die Österreichische Ostzusammenarbeit. Grundlagen, Wien.

Bundesministerium für Auswärtige Angelegenheiten, Sektion Entwicklungs- und Ostzusammenarbeit (2004): OEZA-Landesprogramm für Bosnien und Herzegowina 2005-2007, Wien.

Bundesministerium für Auswärtige Angelegenheiten/Österreichische Ostzusammenarbeit: Bildungszusammenarbeit in Südosteuropa, 2002 bis 2005, Leitfaden.

City/Canton of Sarajevo (2006): Vijecnica Sarajevo/City Town Hall Sarajevo - 110 Years, Sarajevo.

European Commission, Directorate Western Balkans: Bosnia and Herzegovina. Country Strategy Paper, 2002 to 2006.

Federal Government of Austria: Federal Act on Development Cooperation, 2003.

Foundation "Together" (Regional Centre for the Psycho-social Well-Being of Children) (2006): Psycho-social Counselling Centres for Children and Parents in Bosnia and Herzegovina and in Kosovo. Proposal for the continuation of project submitted to the Austrian Development Agency; Ljubljana, Slovenia.

Hjortso, Thomas (1999): Alt er muligt på Balkan, Copenhagen.

KEK CDC Consultants (2001): Evaluierung der Projektaktivitäten des Vereins KulturKontakt Schlussbericht, Biel, Switzerland.

Kippes, Wolfgang (30 July 1996): Gutachten über die Rekonstruktion des Objekts der Nationalbibliothek und Universitätsbibliothek von Bosnien und Herzegovina in Sarajevo aus der Sicht der Denkmalpflege, Wien.

KulturKonatkt Austria (2005): Antrag um Projektlaufzeitverlängerung.

KulturKonatkt Austria (2006): Dritter Zwischenbericht ECONET/IIb Phase des Projektträgers für den Fördergeber für den Zeitraum April 2005-Dezember 2005.

KulturKontakt Austria (2006): EcoNet Rahmenprogramm. Förderung der Entwicklung und Vernetzung von Übungsfirmen in Südosteuropa.

United Nations BiU (2004): Common Country Assessment (CCA). Bosnia and Herzegovina.

ÖSB Consulting/Lechner, Reiter und Riesenfelder Socialforschung OEG (2006): Evaluation of Austria's Educational Sector Policy, Vienna.

Österreichisches Kooperationsbüro in Wissenschaft, Bildung und Kultur: Projektplanung 2006/2007.

www.aussenministerium.at/OEZA

www.ada.gv.at

www.en.wikipedia.org

www.kulturkontakt.or.at

www.ims-info.si/together