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Youth Development: A Contribution to the Establishment of a Civil Society and Peacebuilding

„Lessons learned“ in Bosnia and Herzegovina

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Summary

Experience with youth development projects in Bosnia and Herzegovina

Over recent years, a wide range of activities by and for youths and young adults has been developed in the two entities comprising Bosnia and Herzegovina which can make a lasting contribution to peacebuilding. They include projects aimed at empowerment, improving life chances and developing peace skills, supporting young people's self-organisation, and establishing related youth networks. Almost all of them work under extremely difficult conditions. Youth projects run by independent groups still receive negligible support from the state's official youth, cultural and education policy and often rely on financial support from foreign donors. Responding to this situation, a funding programme to support youth projects run by local actors in Bosnia and Herzegovina was launched. It was managed by GTZ with advice from the Berghof Research Center and was financed from the Federal Foreign Office's Peacebuilding Measures [FEM] budget line during the period 2000-2002.

During the funding period, the funded projects were generally able to establish themselves more effectively in the local context. Some of them also incorporated new strategies into their work and/or developed future-oriented concepts. The priorities and strategies pursued by the local implementing agencies varied widely: some offered young people opportunities for transnational or interethnic encounter, while others focussed on empowerment and fostering individual peace skills. A few were involved in employment- and community-oriented youth work and offered vocational training opportunities.

The experiences show that „inter-“ or „multiethnic cooperation“ is too inflexible as a funding criterion. It should therefore be reviewed and modified as a matter of urgency. Inflexible funding criteria can result in NGOs being over-stretched or motivated to pursue inappropriate strategies. The experience gained by the organisations participating in the funding programme shows that interethnic cooperation in post-war societies can generally only be achieved through longer-term processes of trust- and confidence-building. This may sometimes require multitiered strategies that initially concentrate on working with members of one specific ethnic or political group over a period of time, in order to foster their basic willingness to cooperate with other groups. In strongly divided communities, approaches based on empowerment and developing individual peace skills can make a more significant contribution to peacebuilding than „cooperation for cooperation's sake“. The strategy pursued by the funded projects – to boost young people's self-esteem and encourage them to articulate their ideas and needs – proved to be viable in this context.

Interethnic youth development work was deemed to be successful in all cases when the projects were able to: a) align the range of services to the needs of the target group; b) gain

acceptance in the family environment through the involvement of parents; c) create synergies in youth work by involving schools and teachers, and d) establish good relations with local and regional politicians and administration. Nonetheless, major obstacles – rooted in the social and political context – were also evident, limiting the scope for the NGOs' work.

One difficulty often facing NGOs is that school and education policy regulations adopted at a higher level are geared towards ethnic segregation (different curricula, separate teaching languages and religious education). This makes life difficult for teachers who are interested in multiethnic cooperation and, in many places, results in the geographical separation of children and young people from different communities. NGOs cannot suspend school and education policy regulations that are aimed at ethnic segregation. Nonetheless, the examples show that through their networking activities, they can help establish a social climate which is conducive to peaceful community relations and understanding, in which people employed in the education sector are encouraged to work towards changing the prevailing conditions. The task of equipping and reforming the school system is an urgent priority which requires joint strategies by government and civil society actors. It is also important to motivate young people to voice overt criticism of mismanagement at local level and encourage them to take an active role in political and social affairs. The message to be conveyed to them is that they are not just „political pawns“, and that they themselves can make a difference.

However, it has also become apparent that funding schemes need to be better attuned to the specific needs and dynamics of the local NGOs. Some NGOs wanted the funding periods to be extended so that activities can be planned over the longer term.

Key challenges for youth work

A major challenge for further work is to create economic and employment prospects for young people in order to stem the tide of outmigration from Bosnia.¹ Otherwise, the loss of talented young people is likely to pose a major threat to the country's development prospects. The increased outmigration since the war is partly due to the lack of vocational training opportunities in Bosnia. The launch of appropriate training programmes in technical or craft occupations, commerce and industry could improve young people's prospects in the job market and do much to encourage them to remain in their own country. Some NGOs (such as Ipak) have developed pioneering approaches in this area which could pave the way for further initiatives. However, this challenge cannot be mastered by NGOs on their own. The same applies to the task of establishing income-generation measures. Experience has shown that to ensure the success of income-generation projects, intensive cooperation with professionals from the relevant sector is essential. Working with companies may also be useful in this context.

It has also become apparent that when devising youth projects, the different needs of boys and girls (or young women and young men) must be taken into account. Project experience has shown that young men and women are exposed to different realities and socially constructed roles in post-war societies. It has also become clear that „gender balance“, as a funding criterion, needs to be reviewed and defined more precisely. In many cases, the „gender“ category is simply equated with a quota for women; an understanding of the different roles and needs of boys and girls is not developed to an equal extent in all Bosnian NGOs. To ensure that projects comply with this criterion and that the NGOs do not view it as a meaningless label to which they merely pay lip service, donor

¹ See GTZ – Martina Fischer/Julie Tumler: *Möglichkeiten der Förderung einer „Peace Constituency“ in Bosnien-Herzegowina*, Eschborn 2000, and Martina Fischer: *Vorschläge zur Unterstützung von Projekten der gemeinwesen- und beschäftigungsorientierten Jugendarbeit; Bericht zum Gutachtereinsatz im Projekt „Förderung von Jugend-, Bildungs- und Kulturarbeit in BiH*, PN 2001.9081.9.

programmes and implementing agencies should define their expectations more precisely.

A key challenge for NGOs is also to cultivate contacts with representatives of politics and administration on an ongoing basis. Whenever personnel changes take place, new allies must be identified and „socialised“, i.e. made aware of the project’s objectives and regularly updated on progress. Constructive forms of cooperation with local authorities should therefore be given targeted support.

A further challenge is to combine approaches which can traditionally be classified as development cooperation (vocational training and employment promotion) with instruments from peace and human rights (especially „civil conflict management“ and „empowerment“ of disadvantaged groups). Here, the key priority must be to support local initiatives which are already pursuing this approach and create incentives for new ones to develop elsewhere. There should therefore be a particular focus on employment- and community-oriented youth work, i.e. expanding youth centres on the basis of young people’s self-organisation, and targeted community-based youth work in combination with training and employment initiatives. By providing relevant training, young people can also be encouraged to set up craft industries and implement their innovative ideas. This approach can also contribute to institution-building at local level.

There is clearly a real need for this type of approach, especially in rural regions in the eastern part of Republika Srpska, which have generally been by-passed for funding purposes until now. The NGO Ipak, which also received funding from GTZ and the Federal Foreign Office (AA) until 2003, finally developed a project in direct consultation with the Berghof Research Center with the aim of responding to this challenge. The project has been running since 2002 with financial support from the German NGO „Schüler Helfen Leben“ (see Berghof Working Paper No.1 by Martina Fischer). The project is a positive example of how much can be achieved through „capacity-building“ and the rigorous implementation of „lessons learned“ through partnership between external actors and a local NGO.

Starting points for external actors

External actors, in conjunction with NGOs, could and should make efforts to change the situation in the school system in Bosnia. Starting points include providing equipment for schools and increasing the pressure on the political authorities to harmonise the school curricula in order to avoid further ethnic divisions.

Moreover, external actors, in cooperation with the state’s education authorities, should work to establish targeted vocational training opportunities in Bosnia. This approach, which can be classified as a „traditional“ development instrument, would improve conditions for the country’s economic recovery while creating prospects for young people in Bosnia, thus offering the hope that innovative potential will remain in the country.

If young people in Bosnia and Herzegovina continue to be left to their own devices, this will exacerbate the negative trends that are seriously impeding the country’s development and the peace process. The lack of long-term prospects increases the likelihood that young people will be drawn into criminal or mafia organisations (drug trafficking and prostitution). They may also become an easy target for the nationalist forces which have a vested interest in perpetuating the logic of war and terrorist violence. There is also a real risk that the exodus of qualified young people will continue, worsening the alarming „brain drain“ out of Bosnia.

To counteract these trends and improve the chances of young people being taken seriously as a force for social innovation and reconciliation, it is important to continue supporting civil society initiatives developed by local actors. External actors should therefore expand their contacts with

NGOs involved in youth work in Bosnia and provide ongoing support for their activities. This support must be based on a long-term, process-oriented approach rather than on short-term results and performance criteria.

1 Summary

1.1 The social and political context

More than seven years after the Dayton Agreement, there is still very little prospect of a stable peace in Bosnia and Herzegovina. Bosnian society remains divided by numerous lines of conflict. The Bosnian population is still beset with fears which are manifested as support for radical nationalists. The most serious and unresolved challenges facing Bosnia and Herzegovina are still refugee return, settlement of property claims, and economic consolidation. The often intersecting lines of conflict within Bosnian society include tensions between

- Serbs, Croats and Bosniaks;
- Catholics, Orthodox and Muslims (and, in some areas, other religious minorities as well);
- refugees/displaced persons and the local population;
- refugees returning from abroad and the local communities;
- urban and rural communities;
- the sexes;
- the employed and the jobless;
- war profiteers and those who have lost out as a result of the war.

During the period 2000-2002, a funding programme for youth development, education and cultural projects in Bosnia and Herzegovina was devised by the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH (German Agency for Technical Cooperation) in conjunction with the Berghof Research Center. It was managed by GTZ's Division for Refugee and Emergency Aid.² The funding was based on the following premises:

1. Young people offer tremendous potential for social innovation and are a promising target group for reconciliation work, especially in post-conflict situations. Compared with the victims'/perpetrators' generations, younger age groups are often more open to dialogue and more willing to set aside their stereotyped ways of thinking.
2. At the same time, however, young people have a highly destructive potential which can sparked off by society's neglect of this group. Young people who have no prospects – such as education or employment opportunities – may resort to crime. Experience in many post-conflict societies has shown that if no social integration initiatives are available, male youths, in particular, form a willing pool of recruits for political leaders with a vested interest in perpetuating violent conflict.
3. A further outcome of society's neglect of this group is the migration of qualified young people to countries which they believe will offer them better opportunities. This results in a brain-drain and the loss of the most vital resources for social development.³

² As a rule, the Federal Foreign Office only grants funding from the FEM budget line to projects which are time-bound to the current financial year, i.e. they must finish by the end of December of the year in question. This means that the funding period lasts for a maximum of one year. There is no guarantee that further funding will be granted. The funding period for the Bosnian NGOs was therefore initially restricted to one year. However, after project visits, needs assessments and regular reports to the Federal Foreign Office, and in light of the positive outcomes achieved, funding was finally extended to cover the years 2001 and 2002.

³ See GTZ – Martina Fischer/Julie Tumler, 2000. This paper, which was written four years ago, showed that out-migration from Bosnia was already very strong at the time. This trend continued during the funding period (see also Chapter 6).

4. Systematic support for initiatives which work to improve opportunities for development and social participation and give young people training in peace skills is crucial in post-conflict regions such as Bosnia and Herzegovina. In order to harness young people's creativity and minimise their destructive potential, special priority must be given to this group when devising measures to support civil society.

The „Funding Programme for Youth Development, Education and Cultural Projects in Bosnia and Herzegovina“ was launched in order to support initiatives which aim to overcome the lines of conflict within Bosnian society and/or contribute to the empowerment of disadvantaged groups, e.g. by improving the prospects of young people growing up during or after the war. Support was therefore granted to projects which facilitate young people's self-organisation and empower them to voice their political and social concerns more effectively, and to organisations in which adults are working to improve young people's prospects or foster their peace skills. The aim, firstly, was to enhance the sustainability of existing projects by providing funding for equipment, and, secondly, to offer NGOs the opportunity to intensify those activities which help to foster young people's own initiative, promote understanding across lines of conflict, and improve young people's living and working conditions.

Funding was provided for projects in both entities, not only in rural regions and small towns but also urban problem areas. Only projects run by local actors⁴ were eligible for funding. Some of the projects focussed mainly on creating spaces for encounter. They offer incentives to encourage cooperation among young people from different communities and are therefore aimed at bridging the lines of conflict within Bosnian society (interethnic, rural-urban, tensions between the local community and refugees/displaced persons). Some projects also established transnational exchange programmes in the fields of education, sport, the arts and culture, while others ran training programmes in conflict management and intercultural communication or provided media training for young people. Some of the projects offered training opportunities in the trades or launched employment initiatives, including further training for teachers and educationists in interactive/participatory teaching methodologies. A few of the projects specialised in the provision of psychosocial care for young people (psychological support for refugees/displaced persons, drug/addiction counselling) or ran awareness campaigns on violence against children, the dangers associated with drugs, etc.

1.2 The study's objectives and methodologies

This paper summarises the key experiences gained during the three-year funding period and identifies „lessons learned“ which may be useful for external actors involved in youth development in conflict regions. It is based on an evaluation of the funding applications and annual reports submitted by the organisations whose funding bids were successful. Project visits also took place, when discussions were held with representatives of the implementing agencies and target groups. Members of the local community (e.g. representatives of educational institutions or local authorities) were also interviewed in some cases. The discussions focussed on issues relating to organisational and strategic development (also in relation to the projects' other work), the projects' integration into the local political and social context, and future prospects for youth development

⁴ Some of these local actors are registered as international NGOs. In these cases, the term „local“ refers to the fact that almost all the project staff are Bosnians and the objectives and strategies are developed at local level.

work. The necessary project visits were undertaken separately by Dr Martina Fischer and Astrid Fischer in October and November 2002⁵. The study also draws on the findings of the evaluation workshop run by Claudia Maier (GTZ, Refugee and Emergency Aid Division) for NGO representatives in Sarajevo in 29 and 30 November 2002 at the end of the funding period.

This introductory chapter is followed by an overview of the organisations that received funding. The third chapter explores the successes and difficulties arising during the lifetime of the funding programme. It starts by outlining the key experiences gained by NGOs in the various areas of funded activity. In this context, the NGOs' own assessments of the cooperation with external actors, as well as their future plans, are outlined. The fourth chapter contains a more detailed analysis of the key problem areas and challenges facing actors involved in youth development in Bosnia and Herzegovina. They include the integration of the NGOs in the social and political context, interethnic cooperation, overcoming lines of conflict in society, integration of returnees and displaced persons, problems of gender balancing and the gender issue in youth development, organisational development and the NGOs' own evaluation of their project work, securing funding, and project sustainability. The fifth chapter focusses on lessons learned and presents proposals for further development in the field of youth work.

2 Overview of the Projects⁶

2.1 Ipak in Tuzla/Simin Han

Ipak (which means „despite everything“) was founded in Tuzla in 1994 at the initiative of a German association with the same name (Ipak e.V., Mosbach). Since 1997, Ipak, which is now registered as a local NGO, has run a youth centre in Simin Han, a suburb of Tuzla, where displaced persons (DPs) have formed the majority of the population since the war.

Besides offering a range of courses (extra tuition in school subjects, a music and dance group, foreign language and photography courses), Ipak's activities have focussed primarily on vocational and employment training and income-generation measures, i.e. business start-up workshops for young people, a nationally accredited training course in carpentry, and a printing workshop. Ipak also provides psychosocial counselling for young people, including DPs (e.g. from Gorazde, Srebrenica, Bratunac and Zepa), drug and addiction counselling, and training in civil conflict management. It has also run seminars on civil conflict management and democracy workshops for young people. Ipak targets its activities towards young people in the 13-26 age group. More than 400 young people joined Ipak as soon as it opened. In the past few years, its services have been used regularly by around 1500 young people.

2.2 Gornij Vakuf Youth and Encounter Centre

Gornij Vakuf Youth and Encounter Centre was set up in the divided (Croat-Bosnian) town of Gornij Vakuf in 1996 with support from UMCOR and UNDP and was registered as a local NGO a year later. The Youth Centre's aim is to foster closer links between the two communities by offering educational and leisure activities for children and young people, etc. The funding from the Federal Foreign Office was used to run language courses and ICT training and set up a newspaper group.

⁵ Due to a lack of time, it was impossible, unfortunately, to visit the NGO Wings of Hope, which received funding in the first year only (2000).

⁶ This overview covers the youth projects in Bosnia and Herzegovina which were funded by the Federal Foreign Office and supported by GTZ in cooperation with the Berghof Research Center during the period 2000-2002; this selection reflects the range of approaches being pursued in Bosnia and Herzegovina without claiming to be representative. The projects were chosen on the basis of their originality after intensive preliminary discussions.

The „Second Step“ workshop series, which promoted inter-ethnic dialogue between young people from the two communities, has been a key focus of its work. Three workshops were held, and the 23 participants still meet every week to plan and run projects in schools and the community. A peace education project was also launched in schools, consisting of a workshop series involving twenty teachers from ten schools drawn from both communities. As a result of these two projects, which were led by trainers from a local NGO (Sezam Zenica), multipliers were identified, who are now involved in the Centre's further work. The coordinators estimate that through its various activities, Gornij Vakuf Youth and Encounter Centre currently reaches approximately 1500 children and young people in total.

2.3 Zavidovici Youth Centre

Zavidovici Youth Centre was established in 1999 with support from the Council of Europe's Local Democracy Embassy⁷, with which it still cooperates intensively. The Youth Centre's work focusses mainly on music and cultural events, sports meetings and Internet training. The Centre works with youth agencies in Zepce and, in this context, has run a training event on non-violent communication for Bosnian Croat and Bosniak young people. The funding from the Federal Foreign Office was used to launch Internet courses entitled „Window into the World!“, which aimed to provide access to the Internet for young people from rural communities. A round-table discussion on the importance of the Internet in rural areas was also organised in this framework.

The Youth Centre has also run foreign language and journalism courses, and has organised a music festival with participants from five towns in Bosnia, as well as various sports events (with participants from Zavidovici and Zepa). According to the coordinators, around 250 teenagers and young adults in the 15-30 age group use the services provided by the Youth Centre.

2.4 Prijateljice/Amica in Tuzla

This organisation was established in 1994 by Amica, a Freiburg-based NGO, and has been registered as a local NGO since 1996. It provides social services for disadvantaged women and their families, including training, psychosocial support and income-generation measures.

The funding from the GTZ/Federal Foreign Office was used to finance a full-time training course in horticulture for five young women (displaced persons). Prijateljice also ran a schools project aimed at the reintegration of returnees, and supported a partnership project between schools in the Federation and Republika Srpska (Zvornik, Brcko, Simin Han, Solina). Computer courses were organised as part of the schools project, which were supplemented by workshops on tolerance and democracy.

According to Prijateljice, the organisation provides support for around 500 disadvantaged women (including displaced persons) and approximately 400 children and young people.

2.5 Association of Independent Youth UNO in Srpsko Sarajevo

UNO was set up in 1998 by young people in Srpsko Sarajevo and now has two partner offices in Nis (Serbia) and Kosovo. It aims to empower young people, mainly through training, and raises awareness of young people's needs via the media and public debate. A further priority for UNO is networking local initiatives, e.g. developing a network of environmental NGOs since 2001 (EDA-Net). It also offers violence prevention training and is involved in setting up a trainers' network. UNO runs a youth club in Srpsko Sarajevo which, according to UNO itself, is attended by around 100 young

⁷ The Local Democracy Embassy was set up in Zavidovici in 1997 as part of a Council of Europe initiative for the former Yugoslavia. Its main objective is to develop democratic structures at local level. After Tuzla, Zavidovici was the second Bosnian town to have a Local Democracy Embassy. They now form part of a network (re-named Local Democracy Agencies in 1998).

people each week. UNO cooperates intensively with the student union at the University of Srpsko Sarajevo, among others; the two organisations run an Internet club on campus.

Since 2000, UNO has run the following projects:

- Encounter activities (a seminar on networking in 2000 with participants from NGOs in the former Yugoslavia; international music workshops);
- Training for trainers in civil conflict management, also for Roma and other minorities (12 young people in six teams);
- Training for young journalists in a multiethnic group; 12 young people received training, and five of them are now employed by local radio stations and print media. The others are still involved with UNO's activities;
- PR work for NGOs, including a workshop attended by 12 participants from Bosnia, Serbia, Croatia and Montenegro. They set up a joint website and reached agreement on other joint projects.

According to UNO, this NGO has 55 active and around 290 passive members; the majority are students.

2.6 Youth Section of the Human Rights Office, Bijeljina

Since 1996, the Human Rights Office in Bijeljina has played an active role in the fields of legal advice, human rights and judicial monitoring, democracy-building and election monitoring. Its Youth Section aims to raise awareness of youth-relevant issues. It has launched poster campaigns to tackle the issues of violence against children and drug abuse, and has run seminars on human rights protection which were broadcast in the local media. As part of its child rights campaign, the NGO has also been lobbying for better teaching methods in schools; the main aim is to introduce participatory learning and to phase out the usual method whereby teachers lecture in front of the class. The NGO works closely with schools and involves parents in its campaigns (e.g. on drug prevention). A further area of work is youth development for disadvantaged groups.

The Youth Section was granted funding from 2001 for its training programmes (training and development for student teachers on human and child rights, and a workshop series for medical students on drug abuse) and campaigns (2001 campaign against violence against children; 2002 campaign against drug abuse). The funding was also used to provide computer training for children from rural areas in the north-east of Republika Srpska and extra tuition in school subjects for returnees, and to publish a manual on human rights protection. The Youth Section has also run a training course for young women (in sewing), leading to the award of a certificate.

2.7 Alter Art in Travnik (Funding in 2000)

The Alter Art Youth Project has worked primarily in the arts and music since 1995. This NGO has its own sound studio where young bands can make demo tapes, as well as a rehearsal stage, a mobile sound system which can be used for concerts throughout Bosnia (this was donated by Sarajevo Arts Centre (British NGO) on condition that the sound system be made available at cost price across Bosnia for non-profit purposes) and an Internet club. The GTZ/Federal Foreign Office funding was used primarily to promote Alter Art's music education work; for example, five young people were trained to become sound and recording technicians. Alter Art also runs photography courses and drama workshops and offers space for young (depictive) artists.

According to the coordinators, Alter Art has around 180 registered members, with approximately 40 young people regularly attending the various workshops.

2.8 Wings of Hope

Wings of Hope provided various services, including trauma therapy at schools in both entities, and encouraged the reintegration of returnees through a support scheme based on small groups (each consisting of ten returnees and five „Bosnians“). The aim is to identify multipliers to provide ongoing support in schools. This work was funded by the Federal Foreign Office programme in 2000. Following discussions with the BMZ, whose „Trauma and Reconciliation“ project was established by GTZ in Bosnia the same year, no further Foreign Office funding was granted to the Wings of Hope trauma therapy project.

3 Successes and difficulties in the NGOs' work

If we review the development of the funded NGOs over the last three years, it is apparent that after a start-up phase (described by one interviewee as a „survival period“), they have now developed their own individual profile. Some of them began by offering a wide range of activities but have now recognised that it is sensible to focus on specific areas, e.g. network-building, inter-entity encounter, fostering individual peace skills, or integration of returnees. In some cases, however, the NGOs have expanded the range and scope of their activities in response to changed social conditions. This chapter therefore provides a systematic overview of the NGOs' experiences in the various fields in which funding was provided.

3.1 Training and income-generation measures

Ipak ran a successful carpentry project aimed at training and employment promotion for young refugees. During the start-up phase, it received support from GTZ and Tuzla Development Corporation. The machinery for the carpentry workshop was supplied from Germany and, in some cases, was reconditioned with assistance from the German Agency for Refugee Return and Reconstruction (Deutsches Beratungsbüro für rückführende Maßnahmen und Wiederaufbau – DBB)⁸. For the carpentry courses, Ipak entered into an agreement with a local company, which offered training places to the trainees who graduated with the best grades. During the project's lifetime, 20 young people, who had received no specialised training during and after the war, completed the course and were awarded official diplomas (accredited by the relevant Ministry). Five of them have already found employment with companies, and a further 15 have gone on to attend the „Small Business School“, a training seminar run by Ipak to equip young people with business start-up skills. All the users are displaced persons from Eastern Bosnia.

The NGO Prijateljice has developed a number of income-generation projects specifically for women (laundry, childcare, care of the elderly, sale of crafts), and its experiences have generally been positive. Some of the GTZ/Federal Foreign Office funding was used to provide five young women with horticultural training (fruit growing and the care and cultivation of ornamental plants, such as roses). However, this project ran into unexpected difficulties. Due to poor harvest yields, the anticipated revenue was not achieved. According to the project coordinator, this was caused not only by inclement weather but also by the poor advice provided by the project's agronomist: the quality of the products was substandard, the tax burden was too high, and clients' failure to pay promptly

⁸ The German Agency for Refugee Return and Reconstruction (*Deutsches Beratungsbüro für rückkehrfördernde Maßnahmen und Wiederaufbau – DBB*) was set up by the BMZ in 1996 with the aim of supporting and advising church-based organisations, NGOs and government agencies on their work with reconstruction and return in Bosnia and Herzegovina. Training measures also fell within its remit. The DBB was dissolved in 1999.

also caused problems. It is uncertain, at this stage, whether the project will continue, given that the initiators at Prijateljice have doubts about its competitiveness.

To sum up, it is apparent that income-generation projects require intensive cooperation with trained and reliable experts from the relevant economic sector. Cooperation with private companies can also be useful in individual cases (as with Ipak). When setting up vocational training courses, it is also essential to work closely with the authorities (e.g. on the accreditation of training). Above all, it is important to determine, during the planning stage, whether there is actually any labour market demand for personnel with these particular skills. Otherwise, there is a risk that the NGO in question will train young people for non-existent jobs. So in order to ensure the success of training and employment initiatives, a precise analysis of local needs is required (what sort of training is appropriate to the target group? Which products or services are in demand?).

Ipak has developed a range of training opportunities which are tailored to the needs of the local community and the target group. However, they have mainly been used by young men, not young women. When devising employment promotion programmes for women in Bosnia, it is essential to consider that the conservative values and roles predominating, especially in rural regions, greatly restrict women's employment prospects.

The experiences of the funded NGOs also show that the combination of income-generation measures and youth development is only successful if these measures are integrated effectively into the NGOs' other activities. UNO, for example, has found that such measures absorb substantial resources but only benefit a limited number of young people, at least during the initial stage. This NGO ran a chicken farm and a small mushroom-growing company on the outskirts of Sarajevo from 1999 to 2001. Most of the workers were women and young people from the two entities. The project was funded by UNHCR (via the Bosnian Women's Initiative) and the New Bosnia Fund. UNO subsequently abandoned these two projects because they only benefited UNO's target group to a limited extent (young people accounted for just 20% of the workforce) yet absorbed substantial resources which could better be spent on other activities.

3.2 Computer and language courses and extra tuition for schoolchildren

Here, local NGOs were responding to specific needs in schools (for example, in some schools in Bijeljina, ICT has been taught without access to computers). These projects were therefore designed to equip young people with better qualifications, but were also intended to offset the disadvantages suffered by specific groups and encourage their integration. The provision of extra tuition for returnees was essential, especially for those who had had no access to mother-tongue teaching and who had followed a different curriculum while abroad, since these pupils had a poor command of their mother tongue and, above all, major gaps in their knowledge.

Some NGOs are also trying to combine these training opportunities with incentives for interethnic encounter. Prijateljice sought to bring different groups together by offering Internet training. In this instance, the computer courses served as a framework for inter-entity cooperation and, in some cases, as a starting point for school partnerships between the Republika Srpska (RS) and the Federation of Bosnia and Herzegovina (Federacija Bosne i Hercegovine – FBiH). These projects elicited a sceptical response from some head teachers; in one particular instance, a school in the RS was only able to participate after mediation by the German Embassy. This demonstrates that NGOs pursuing these approaches have to be very patient. Nonetheless, in some cases, these training measures have successfully dismantled the prejudices of parents who were initially critical of the NGOs' multiethnic approach.

By offering these training opportunities, the NGOs have also helped to improve local infrastructure by providing young people with access to computers/Internet outside the course framework for a nominal fee. In some communities, this was a unique opportunity and is certainly cheaper for young people than the services supplied by other (commercial) providers.

However, this offer can only be maintained to a limited extent, largely because the computers have to be supervised constantly to prevent any damage occurring as a result of improper use. The computers also have to be serviced regularly. However, this is almost impossible for NGO staff to undertake on a voluntary basis.

3.3 Training for multipliers in conflict management, democracy-building and human rights protection

With the GTZ/Federal Foreign Office funding, some NGOs were able to run projects to foster individual peace skills and provide training for young people in conflict management, democracy-building and human rights protection. The projects vary in their focus and concept. Funding was provided for seminars, workshops and campaigns, some of which had a local focus, while others were regional in approach. All the courses and initiatives were run by Bosnians – in some cases, by members of the NGO's own staff; in others, trainers were brought in from outside. Most of the courses were intended to provide training for multipliers.

In 2001, UNO ran a „training for trainers“ programme in civil conflict management. The target group included Roma and members of other minorities (12 participants). Building on this experience, a training course for NGO activists was organised in 2002, with participants from all over Bosnia and Herzegovina. It focussed on intercultural learning, conflict management, non-violent communication and human rights education (72 people took part in six training courses). Both workshops supported UNO's aim, i.e. to contribute to nationwide or regional cooperation among youth initiatives and build a network of trainers working in this field. According to UNO, a pool of 30 trainers was established who are available for regional training projects on these topics.

The civil conflict management training courses run by Gornij Vakuf Youth Centre have tended to be local in focus. In this divided (Bosniak-Croat) town, the Centre initially ran separate workshops for schoolchildren and teachers which focussed on topics such as active listening and non-violent communication. The young people chosen to participate in the workshops for schoolchildren were described by the coordinators as „especially committed individuals with leadership qualities“. The two workshops only merged when the schoolchildren asked for this to happen and indicated that they were ready to talk to each other (the title of this project was „Second Step“). These schoolchildren are now among the most active visitors to the Centre and jointly plan and run their own projects.

In divided communities such as Gornij Vakuf, a multistage approach to building trust and confidence has proved extremely constructive. The projects have also had a flanking impact on the integration of the local administrative bodies – a task which continues to pose a major challenge. The coordinators of the Youth Centre hope that like the schoolchildren, teachers who have already worked together will play an integrating role and fulfil a bridging function in the forthcoming merger of a primary school in Gornij Vakuf (according to Centre staff, a shared school building is planned, but the classes will be segregated and follow different curricula).

In 2001 and 2002, Ipak – working in conjunction with a communication scientist from the University of Tuzla – ran regular workshops on civil conflict management as well as courses in democracy-building at the Youth Centre in Simin Han. The aim was to empower young people, boost their self-esteem and encourage them to participate in social and political life. With its „Small School

of Democracy“ project, Ipak also brought together young people from different ethnic groups and regions (from Tuzla canton and Zvornik municipality in Republika Srpska), thus helping to establish lasting contacts across the entity borders. In addition, 22 persons were trained as trainers (course leaders) at seminars on the above-mentioned topics. They are still involved in planning the Centre’s work programme and activities.

Since 2001, Prijateljice has encouraged the establishment of inter-entity school partnerships (currently involving schools in Simin Han (Tuzla), Banja Luka, Brcko and Solina). They aim to bring together children from different communities who have similar war-related experiences (flight, expulsion or the loss of a parent). First, the children – in cooperation with the participating schools – learn about methods of non-violent communication within their own familiar environment and group context. During this phase, parents and schoolchildren are informed about the project and its aims via events and brochures. The schoolchildren from the different schools then attend joint workshops, where the following themes are addressed in small groups: non-violent communication, conflict management methods, respect and tolerance. The aim is to boost children’s self-confidence and thus empower them to dismantle their prejudices. Workshops on child rights have also been held. Outside the regular meetings, the schoolchildren can contact each other via the Internet. ICT training is provided in schools for this purpose, and the pupils have regular access to the Internet. The project relies on close cooperation with teachers, who attend the events and receive further training and development at education seminars. These focus on conflict management techniques, building „positive values“, and promoting children’s creativity. The programme has been formally approved by the local education authorities in Tuzla canton, Banja Luka municipality, and Brcko district.

In 2001, the Youth Section of the Human Rights Office in Bijeljina ran a series of seminars for student teachers on human and child rights. Some of the lectures – which were given by professors and members of the judiciary (including the president of the constitutional court of the RS) – were broadcast by the local media (radio, TV) and thus attracted a wider audience. This positive impact was reinforced by a campaign highlighting the issue of violence against children. As well as a poster campaign, a brochure about child rights was published in an effort to raise the public’s awareness of this issue.

Measures to promote individual peace skills and heighten sensitivity to social problems are proving to be extremely important for peacebuilding. Overcoming „enemy images“ and dismantling prejudices are especially important in this context.

However, experience has shown that the extent to which these activities are monoethnic or can involve a multiethnic group of participants largely depends on the stage reached in the conflict and on the local situation. The NGOs’ experience also suggests that in some cases, the training measures have facilitated young people’s longer-term integration into the youth projects’ work. This is important in ensuring their sustainability.

3.4 Psychosocial work / drug prevention

In der bosnischen Nachkriegsgesellschaft kommt der psychosozialen Betreuung gerade auch von In Bosnia’s post-war society, psychosocial support, especially for young people, continues to be of key importance. Prijateljice runs various services for women and their children in Tuzla and Srebrenica. This NGO has recognised that war-related trauma in young people and their families has often gone untreated. When refugees or displaced persons return to their homes, the trauma resurfaces. This is exacerbated by the fact that seven years after the end of the war, mass graves are still being discovered; some families are only now receiving confirmation of the fate of their missing relatives. However, NGOs can only provide psychosocial support and help for traumatised persons

if they work with specialist personnel. Prijateljice has appointed several local professionals (doctors and psychologists/therapists) for this purpose.

Ipak has been involved in psychosocial work as well. In cooperation with a psychologist, this NGO has set up a telephone advice service for young people in Tuzla. Young people can call a hotline to receive anonymous telephone counselling or to arrange a personal appointment. Ipak's experience has shown that many young people's trauma is overlaid by depression triggered by their lack of economic prospects. This is exacerbated, in many cases, by drug problems. What is particularly alarming, besides alcohol abuse, is the large number of heroin addicts for whom there are virtually no specialist medical services. Ipak has launched a drug awareness campaign for young people and parents in Tuzla. As a result, some parents have formed a self-help group and drafted a project proposal to set up a clinic providing treatment for drug addicts.

The Bijeljina Youth Section also set up a drug awareness campaign in 2002. This was launched in cooperation with schools, a psychiatrist and the local authorities (including the police). Schoolchildren and parents are informed by police officers (at separate events) about the risks and consequences of drug abuse. It is hoped that by showing schoolchildren the effects of drug abuse (among other things, videos are shown of drug addicts in Bijeljina talking about their addiction), they will be discouraged from using drugs. Parents are trained to recognise the signs of drug abuse. In parallel to these public events, a group of medical students, working with a psychiatrist, has prepared an anti-drugs campaign. Again, in the field of drug counselling, the NGOs can only act in cooperation with experts. They hope that by providing better information to the public, they can reduce the number of drug addicts and improve the services available for them. Currently, there is only one drug treatment centre in Bosnia; the mainstream hospitals generally lack the expertise required to detect the symptoms of addiction.

3.5 Arts and cultural projects

Most of the youth centres offer activities such as music, dance and drama workshops, arts-based options (photography/painting courses) and other opportunities to link leisure and creativity. The Federal Foreign Office programme has funded this type of activity as well. In some cases, they have helped to bring young people from different ethnic groups together. For example, Alter Art has organised concerts around the country, while Zavidovici Youth Centre coordinates many different cultural activities involving youth initiatives in neighbouring Zepce (most of Zavidovici's residents are Bosniaks, whereas Zepce's population mainly consists of Bosnian Croats) and, in the long term, is seeking to establish close cooperation with other projects at regional level as well.

The experience gained by the funded organisations shows that music and arts projects can also help promote international exchange and encounter. For example, Zavidovici Youth Centre's drama group has already performed abroad. International bands have performed at music festivals organised in Bosnia by some of the NGOs which received funding (notably Alter Art and UNO), with the result that almost all the youth projects have established long-term contacts with partners abroad. This cooperation and these partnerships have proved to be especially important for young people in rural regions, as they offer the opportunity for intercultural experience, broaden the young people's horizons, and hold out the prospect of an invitation to visit partners abroad.

3.6 Media projects and training in journalism

Some of the funded organisations publish magazines to which their young clients contribute articles or editorial input; others have offered young people training in journalism and PR. Youth magazines generally focus on publicising the individual youth centre's work. Some NGOs

tie this in with other activities, such as photography courses. This is a good way of offering young people a forum in which to make their voices heard and contribute their views to the debate, while also drawing attention to young people's problems. Training with media professionals has also been provided as a means of preparing young people for working life. Ipak, for example, ran journalism workshops led by newspaper editors and communication experts, and also trained young people in layout and printing techniques. The young people concerned are still involved with the NGO.

Zavidovici Youth Centre has organised various media workshops for young people and has published an information bulletin on community activities for several years. However, it does not contain any news reports or critical articles because – according to the Centre's staff – there is no interest in them. They also stated that it is still proving difficult to form an editorial team which does not consist entirely of Centre staff. This showed that while young people benefit from the training offered, they then play no further role in the project itself. Nonetheless, some young people who had attended media workshops at the Centre are now working for newspapers or local radio, which the initiators felt was a sign of success. This example shows that youth organisations, especially in rural regions, are finding it hard to develop an independent profile beyond their programme of leisure and training activities, or motivate young people to take on any long-term commitment or responsibility for projects of their own. It is also apparent that media projects must be clearly integrated into a youth centre's overall strategy in order to be sustainable.

Some NGOs (e.g. the Youth Section of the Human Rights Office in Bijeljina) have also launched campaigns to raise awareness of young people's needs. This has demonstrated that NGOs can develop very successful strategies to draw attention to young people's problems within their immediate environment (school, parents). A similar focus is being adopted by some NGOs which are attempting to reform the teaching methods at schools through intensive contacts and training for teachers. Gornij Vakuf Youth Centre and UNO have drafted studies identifying young people's needs. The aim is to highlight these issues in the public debate and thus give young people a voice.

Until now, however, most of the NGOs have been reluctant to highlight youth-relevant themes in the political debate or make youth problems an overtly political issue. This reluctance is partly due to a fundamental scepticism towards politicians, which was apparent in many of the interviews. Many young people have absolutely no expectations of politicians, since they lack any faith in them. A perception that participating in (civil) society below or outside government, parliamentary or party-political structures can influence political reform is not yet widespread in Bosnian society, especially among young people. Most young people reject „politics“ outright, generally associating the term with a remote government, bureaucratic and centralised apparatus, corrupt elites and coteries that have devastated and continue to exploit their country. The high degree of disillusionment with Bosnian party politics, especially among young people, was borne out yet again by the low turn-out among this group in the parliamentary and local elections in Herzegovina in 2002 and 2003.

3.7 Evaluation of the cooperation from the NGOs' perspective

Cooperation with external actors within the 2000-2002 funding programme was generally rated positively by all the NGOs. They paid tribute, among other things, to the fact that the NGO's specific needs were taken into account and that no „pre-packaged strategies“ were imposed on the projects. Several NGO representatives emphasised that compared with other funding programmes, they felt that they were treated as „equal partners“ here. In line with the principle of ownership, it was important to ensure that the NGOs continued to be involved in project development after the first year of funding, and that a swift and unbureaucratic response could be adopted to last-minute

amendments to individual projects.

The NGOs also expressed their appreciation for the cooperation with GTZ's Refugee and Emergency Aid Division, which functioned very reliably, and paid tribute to the regular project visits by programme managers and assessors, who thus gained an impression of the NGOs' work. Nonetheless, one person observed that more detailed feedback on the project reports would have been helpful occasionally. A further suggestion was that funding organisations should write a brief summary for the NGOs at the end of the project funding, and that this should contain a general assessment in the form of a „recommendation“. The summary could then be presented by the NGO during inspections by the tax authorities, which would make matters much easier. This type of reference could also be submitted to other sponsors as part of the funding applications for follow-up projects, which would increase the likelihood of funding being granted.

It was also apparent that the structures of the foreign funding organisations are largely unclear to the Bosnian NGOs. They have difficulty comprehending which department or division is responsible for managing particular funding programmes⁹, and are uncertain about the relevant criteria. Clearly, it would be helpful to prepare a brief information sheet about the different project frameworks and the budget lines which can be accessed by youth initiatives.

Overall, it was apparent that youth projects regard short funding periods that are time-bound to a specific financial year as a problem, since they make long-term planning impossible. This practice of providing partial funding is an obstacle to project development. One difficulty is that the lack of certainty regarding follow-up funding has meant that in some cases, paid staff could no longer be employed and courses were discontinued, with the NGO concerned having to explain the situation to its young clients, even though it was impossible to tell them whether or not the activities would be resumed. This, it was argued, is a damaging situation, for as the coordinator in question explained: „Young people need clear information, otherwise they lose confidence.“

3.8 Planning for the future

- Since 2002, Ipak has been setting up a second youth centre in Zvornik municipality (RS). (For more details, see Berghof Working Paper No. 1 by Martina Fischer) Some of the refugees with whom Ipak was working in Simin Han in recent years have now returned to the areas of present-day Republika Srpska from which they were expelled during the war. Most of them have to go back to areas where young people have virtually no prospects. Ipak has therefore developed a scheme to set up a youth centre and youth cooperative with small workshops and training opportunities in Krizevici, a village in Zvornik municipality. The pilot project, which is designed to offer opportunities for young returnees and young people from local communities on an equal basis, is being funded for a three-year period by the German NGO „Schüler Helfen Leben“ and is supported and monitored by the Berghof Research Center. Ipak's activities in Simin Han are also continuing. However, as a result of refugee return, the composition of the young people has changed and a generational shift has taken place. Until 2002, most of the young people using the Youth Centre were from refugee/displaced families and 70% of them were male, whereas now most of the Centre's users are young people from the local area around Tuzla, and include far

⁹ Most of the current projects in Bosnia and Herzegovina fall within the remit of the relevant regional division. However, the programme documented here was the responsibility of the Refugee and Emergency Aid Division.

more girls than before.

- Prijateljice is planning to continue its training and employment activities in 2004, although the future of the horticulture project is still uncertain. In addition, the inter-entity work at schools will be stepped up: a) the number of participating schools will be increased; b) autonomous pupils' committees will be registered at schools, and c) their working methods will be explained to teachers and parents at information events; d) teachers will be given training in new teaching methods; e) further support will be given to inter-entity school partnerships; and f) the children's network will be expanded.
- UNO plans to continue the expansion of its youth club. Three offices will be added for local NGOs, along with a room for seminars, concerts and arts events. At the end of 2002, the funding for this expansion had not yet been finalised. The ongoing work programme will also be continued. In particular, the networking projects (pool of trainers in civil conflict management, the EDA-Net network of environmental projects, Citizens' Pact for SEE) will be developed further.
- Zavidovici Youth Centre would like to run more arts and sports activities in the town, to be funded by the EU. The issue of the Youth Centre's premises from summer 2003 needs to be resolved as a matter of urgency. The contract with the local authority on the use of the current premises expires in June and the school which owns the premises has advised that it urgently requires the space for its own use.
- A building has been made available to Alter Art by Travnik municipality, and a strategy for its use has been drawn up. Besides the music studio, a rehearsal stage, workshops and office space, a café/restaurant will be opened on the ground floor if at all possible. The Centre's current arts and music programme will continue.
- Gornij Vakuf Youth Centre plans to continue its youth and education programme. In order to lobby more effectively on young people's concerns and address their problems in a more targeted way, the Centre plans to work more intensively with schools and local authorities. As part of a pilot project funded by the British Government (DFID), a network of contact persons working in the youth sector will be established in Gornij Vakuf.

4 Key challenges facing NGOs working on youth development

4.1 Integrating the NGOs into the local social and political context

Eine der wichtigsten Herausforderungen für NRO, die sich in der Jugendarbeit engagieren, besteht darin, die eigene Arbeit im lokalen gesellschaftlichen und politischen Umfeld zu verankern. Zum einen geht es darum, Akzeptanz und Unterstützung für die jeweiligen Initiativen bei den Eltern der Zielgruppe zu finden. Zum anderen muss eine Kooperation und Abstimmung mit den Schulen gewährleistet werden. Darüber hinaus müssen Jugendorganisationen ein gutes Verhältnis mit den lokalen und regionalen Behörden aufbauen.

4.1.1 Involving Parents

Parents are a crucial reference point for any youth project operating within a local community. Many parents were initially sceptical about some of the funded initiatives. In particular, they rejected projects which are openly committed to building links between „hostile“ communities (e.g. Gornij Vakuf Youth Centre). A key success factor in this instance was that parents were kept fully informed about the Centre's work at regular parents' evenings and were thus involved in decision-making. The participation of respected local figures in the Centre's work or their public support for

it also enhanced parents' trust and confidence. In many instances, parents ceased to be sceptical as soon as they realised that young people who were involved in the Centre's activities were performing much better at school.

Some NGOs also involved parents directly in their work through information events (e.g. the drug awareness campaigns in Bijeljina and Tuzla). By arranging these lectures, the youth centres drew attention to a problem which parents had previously ignored, and also offered help in confronting it. In one case, parents were motivated to set up a self-help group to explore the issue further.

4.1.2 Cooperation with schools and teachers

The funded organisations' experiences show that in the field of youth work, close cooperation with schools is essential. In many cases, however, this requires a great deal of energy and willingness to engage in dialogue. The initial scepticism shown by head teachers and their staff had to be overcome through confidence-building measures. With their participatory approaches, NGOs generally pursue very different educational strategies compared with those customarily used in the Bosnian school system, where teachers generally lecture in front of the class and wield substantial individual authority. Many of the conservative teachers are also disconcerted by some of the themes addressed by the NGOs, such as drug awareness. These issues are not part of the normal curriculum and are unsettling for teachers. Some head teachers were also concerned that addressing this issue could reflect badly on their school. However, since drug abuse has a direct impact on schooling and therefore on the teachers' work, some of them were open to the opportunity for cooperation with the youth centres.

On other problematical issues too, it was possible to forge alliances or successfully establish reciprocal support measures between the youth projects and the local schools:

- By providing extra tuition in school subjects for returnees, the youth projects were able to contribute to integration in cases where the schools were overstretched. Many classes have more than 30 pupils; teachers are often demoralised due to their poor and sometimes irregular pay; some teachers are simply unable to cope or lack the appropriate training. In every case, it is the returnee children who suffer most from this state of affairs.¹⁰
- Additional training opportunities such as ICT courses, which are often unavailable in schools, were established in conjunction with them. However, the NGOs had to ensure that youth projects do not create the impression that they are competing with local schools.
- A project run by Gornij Vakuf Youth Centre proved to be especially promising: this offered teachers training in civil conflict management (see Section 4.2). The Youth Centre approached the teachers directly, not via the education authorities or head teachers. The project is also distinctive in that an NGO is promoting professional development for teachers which focusses on participatory learning methods, thus improving young people's educational situation. In the long term, the initiators are also keen to stimulate a debate about the school syllabus and curricula through cooperation between teachers and youth initiatives. Parents should also be involved in this dialogue.

¹⁰ A female pupil who spent the war in Germany and then returned to Bosnia said in an interview that her German teacher was always unsettled when this particular pupil was present in class because the teacher knew she herself made a lot of mistakes in German. However, the girl could not keep up with her classmates in other subjects because she could not express herself properly in her mother tongue and had followed an entirely different curriculum in Germany – even in mathematics. The teachers did not appear to care. However, in the extra tuition classes run by the NGO, she was able to ask questions whenever something was not clear, and this made her feel much more confident.

4.1.3 Cooperation with local authorities and community representatives

In regions which, in political terms, can be described as „majority communities“, civil society initiatives in the field of youth development are generally accepted and tolerated – although not necessarily supported – by the authorities. However, the work of these initiatives has encountered overt hostility and obstruction in regions where there is a high level of political tension, as well as in „divided“ communities. This applies especially to the implementation of cross-border projects. However, here too, there appear to be signs of change. For example, in communities whose administrations have been merged over the last few years (e.g. Gornij Vakuf), the youth organisations have noted that the local authorities have developed some degree of willingness to cooperate. Some local community representatives have even made overtures to youth projects which have gained experience in „cross-border“ interethnic cooperation.

In the discussion about the obstacles and problems faced by NGOs working in youth development which took place at the workshop on 29.11.2002, the cooperation with local authorities and the relevant ministries was clearly identified as the most significant problem. Many of the funded organisations have negative experiences here.

Youth projects are reliant on the support of the local authorities, e.g. when applying for premises or the relevant permits. Some have been provided with premises by the local authority for which they pay little or no rent. However, these buildings are often in poor condition, and pledges that they would be repaired or renovated have often not been fulfilled, or have been honoured only after repeated requests. In one case, the local authority failed to honour agreements to cover the project's electricity and telephone costs. Some project coordinators were also concerned that pledges made before the last elections in 2002 are no longer being fulfilled. For example, if different political majorities are in power, agreements may no longer be valid, or re-elected politicians may simply fail to keep their election promises. One particular initiative was granted the use of premises by the local authority, but only until June 2003. The local school has now announced that it needs the space for its own purposes; the youth centre will therefore have to relocate, but it is uncertain whether new premises will be made available at all.

The change in political majorities and the personnel fluctuations in local governments and administrations often make the NGOs' work more difficult (at the NGO workshop on 29.11.2002, some participants wrote the key phrase „new people“ on the blackboard under the heading „Difficulties and Challenges“). One challenge is to cultivate ongoing contacts with politicians and the administration and, whenever there is a change of personnel, to identify new people as allies and „socialise“ them by encouraging them to support the project's objectives. One NGO coordinator felt that the funding from abroad had helped her to secure appointments with official bodies, as it has enhanced the NGOs' legitimacy and thus increased the acceptance of the NGOs' work among local politicians and administration.

Some projects have now developed very constructive forms of cooperation with the local authorities. For example, Alter Art assists Travnik municipality in the production of its website. Gornij Vakuf Youth Centre (with support from Britain's Department for International Development – DFID) is planning a project which aims to initiate closer cooperation with local authorities and schools on social issues. The aim is to identify a contact person in all the participating institutions so that when problems arise, a solution can be devised jointly between representatives of the Youth Office, the police, the school and the youth centre.

4.2 „Interethnic cooperation“ and overcoming lines of conflict within society

The difficulty in overcoming ethnic divisions is borne out by the experiences of Prijateljice, which approached schools with the aim of launching a networking project between schools in the RS and the Federation. In this instance, the inter-entity dimension of the project met with resistance from nationalist forces in school administrations. In one case, the offer of ICT training was rejected by the head teacher on the grounds that there was no need for it. Finally, after mediation by the German Embassy in Sarajevo, which had been approached by Prijateljice, the project could be implemented after all.

When funding social reconstruction and long-term peacebuilding, many sponsors rightly expect a contribution to be made to overcoming ethnic divisions. But in many cases, „interethnic cooperation“ then became the key criterion determining eligibility for funding and the benchmark against which to judge the success or failure of the NGOs' work. However, this can be counterproductive. As a project objective, „interethnic cooperation“ can be short-sighted and ill-considered in some cases: firstly, it ignores other approaches to conflict management (e.g. those addressing the tensions between returnees and the local community); secondly, it also overlooks the fact that in the wake of gross human rights violations and hostilities, „monoethnic“ or „mono-community“ work may be required first of all in many cases so that people in opposing communities (or ethnic groups) can be carefully prepared for encounters with the other side, thus creating a willingness for interethnic encounter at a later stage.

To incorporate conflict management components – and, conversely, to take account of the individual NGO's situation – the funding programme evaluated here therefore defined the creation of spaces for encounter as a project objective. The NGO representatives who worked on implementing these objectives agreed that it is not enough merely to bring together participants from different „ethnic groups“ for a few days at a seminar. It is more important, in their view, to work on prejudices over the long term and encourage independent thought and the ability to challenge „what everyone says“. In some cases, this can and must take place in a monoethnic context to avoid overwhelming the participants.

The work being undertaken by Gornij Vakuf Youth Centre is a good example of this approach. The Centre is located on the former front line between Croats and Bosniaks, right in the town centre. The Centre staff are Bosniaks and Croats, but the Centre attaches priority to ensuring that it is not ethnicity but the qualifications and, above all, the motivation of every individual staff member which are central to the Centre's work.

Since 2001, Gornij Vakuf Youth Centre has provided targeted training for young people in non-violent conflict management. The aim was to encourage young people to develop their own activities (as multipliers) and thus expand the Centre's work on a long-term basis. To this end, highly motivated young people were selected in both parts of the town (ensuring that girls and boys were represented equally). Due to the extremely tense situation in the town, the courses were initially run for the two groups separately. They were held consecutively, so that although the young people encountered each other in the Centre, they did not have to confront each other. The initial priority for Centre staff was to gain the trust and confidence of the young people and encourage them on an individual basis. The key factor which ultimately enabled the two groups to join together was their interest in each other and their willingness to meet. According to the Centre's director, young people are naturally curious, but they have to be given the opportunity to overcome their fears themselves. It is not helpful for others to dictate when the young people should approach each other. It is especially important to respect their views and decisions, even if you think they are wrong. They

must be persuaded by arguments, rather than be told what to do. However, it is possible to create a framework in which the desire for encounter can evolve. By boosting young people's confidence and individual peace skills, it was possible to pave the way for a move towards the long-term aim of „interethnic cooperation“; indeed, this is the only way to achieve this goal.

The Centre adopted a similar two-tiered approach at a workshop series on civil conflict management, which was organised for teachers. The project initially encountered a number of obstacles because it was designed to train Bosnian Croat and Bosniak teachers alike. At first, the two groups were trained separately. Despite initial resistance, the project was successful because the teachers were selected on a targeted basis and because they felt that the training programme had a positive impact on their work and their motivation. During the second stage, cooperation between individuals from the different groups was possible.

Awakening an interest in encounter is a key task in youth development work. However, it is also important to identify shared interests and concerns. If young people play sport together, learn together and join together to address problems in their town or pursue other shared objectives, long-term friendships or structures for cooperation will evolve. In most cases, the funded projects succeeded in identifying these common interests.

4.3 Integration of returnees and displaced persons

The integration of returnees and displaced persons continues to be a key task in Bosnia. Some of the funded projects had a particular commitment to young returnees as a target group. They include young people who have returned from abroad and face many difficulties acclimatising to their new environment, as well as those whose come from displaced families. The prevention and management of conflicts between the local community and returnees – or even refugees who have settled temporarily – will pose a major challenge in the coming years, especially in view of the massive demographic shifts who took place during the war and its aftermath.¹¹ This is linked to a widening urban-rural divide, as many refugees from rural regions spent the war and the immediate post-war period in urban centres. Young people who have been socialised in an urban centre and who then return to a rural area face a major challenge when they have to find their feet in a completely new environment.

Some of the funded NGOs have succeeded in offering integration support, such as extra tuition in school subjects or language courses, to young people who have returned from abroad. This group found it relatively easy to gain access to NGOs, as they were familiar with similar organisations abroad. Some have been actively involved with an NGO since their return. A more difficult challenge is integrating rural population groups into the NGOs' work. Two NGOs have tried to thematisise the situation of rural communities at discussion events. However, this has not resulted in any long-term projects.

The unregulated situation of displaced persons also militates against targeted integration work for this group. Under the Dayton Agreement, all refugees and displaced persons should return to their places of origin as far as possible. This process of return was very slow until 2001, especially for minority return, i.e. when displaced persons return to areas where they are in the minority compared with another ethnic group. It is also becoming apparent that some former members of rural communities are likely to remain in the cities. This development further exacerbates the

¹¹ According to UNHCR, around 420,000 refugees and 500,000 displaced persons (DPs) returned between 1996 and 2002. See UNHCR's web pages on Bosnia and Herzegovina: <http://www.unhcr.ba/return/T5-1102.pdf>. See also International Crisis Group: The Continuing Challenge of Refugee Return in Bosnia & Herzegovina, Balkans Report No. 137, Sarajevo/Brussels, December 2002.

prejudices arising between the urban and rural communities.

But there are also many people who return to their pre-war homes in rural areas, only to find that:

- apart from their reconstructed houses (repaired with assistance from abroad and through their own efforts), there is no infrastructure or, indeed, acceptable prospects for the future, and
- they are now a minority in a region where their ethnic group was formerly in the majority.

This is the case in Eastern Bosnia, for example. Here, there are numerous examples of returnees subsequently moving back to the cities out of despair at the lack of infrastructure and development opportunities. This especially affects young people. One challenge is to offer them development prospects and encourage them to remain, in order to prevent the ageing of communities across wide regions of the country.

The NGO Ipak is playing a pioneering role in integrating people who have ventured to return to rural regions. At the Youth Centre in Simin Han (Tuzla), Ipak worked primarily with young displaced persons from the rural regions of Eastern Bosnia. Together with these young people, Ipak recently devised a scheme to set up a youth centre and employment project in order to offer them prospects after their return, thus contributing to the integration process. The planned scheme has now evolved into a pilot project which, over the next three years, will be implemented in Zvornik municipality with support from the German NGO „Schüler Helfen Leben“ and the Berghof Research Centre. Particular priority is attached to equal participation of returnees (including Bosniaks) and the local community (mainly Bosnian Serbs (see Berghof Working Paper No.1 by Martina Fischer).

A further challenge is to take account of gender aspects in youth development work, especially in the context of refugee return.

4.4 Gender-Aspects

Since its establishment, Prijateljice has worked successfully to improve the situation of disadvantaged women (in particular) and has provided support services for this group, i.e. psychosocial care and income-generation measures. To ensure that opportunities are available for young males and females alike, Ipak is keen to offer tailor-made programmes for young women, as it has become apparent that women only use the current range of services to a limited extent. The experience gained through the projects to date can be summarised as follows:

The needs of boys and girls are very different in many respects and are partly determined by expectations of their social roles. As a result of the time spent in urban centres during the war, girls from rural families have been exposed to far less traditional roles, which in some cases has boosted their self-confidence and expanded their horizons in a way which would have been less likely to occur in their traditional environment. There is now a risk (and Prijateljice's experience with returnees in rural regions seems to bear this out) that women and girls have to revert to their traditional roles and conform with the community's expectations of them when they return to their villages. They thus forfeit the personal freedoms they have gained. The aim is to balance out this process through appropriate training and educational opportunities.

In view of the different needs of boys and girls, a major challenge is to develop appropriate training and employment services. When devising programmes for young women, the challenge is therefore not simply to adapt to the customs of the village community, but also to help change these customs. Girls and women should be offered programmes which appeal to them without overwhelming them or expecting them to enter into open confrontation or opposition to their environment.

However, at the project visits, it also became apparent that the requirement to take gender aspects into account in youth development work is viewed by some partners as an imposed

„label“. Furthermore, „gender“ tends to be equated with a „quota for women“. Some of the male NGO coordinators were quick to enumerate how many women work in the team and how many girls regularly attend their events. Some (male) interlocutors were still unaware that the term „gender“ focusses more on the challenging of roles, and that the targeted promotion of women is one possible – but by no means necessary – outcome of incorporating this aspect into evaluations of the centre’s own work. In some discussions, it also became apparent that the integration of gender aspects was viewed as an additional burden, especially on small projects. A consensus on the opportunities for, and limits to, „gender balancing“ and the way in which „gender“ can be integrated as a category into NGO projects appears to be an urgent requirement.

For example, the question whether a „gender balance“ exists in the composition of the target group – i.e. young people – involved with the funded projects is difficult to answer empirically during a short visit. What is apparent is that youth centres, especially in rural regions, must offer targeted services for girls and young women, who feel that the male-dominated sports and music events have little appeal for them. In many instances, however, the NGOs also face difficulties in involving girls in their activities even if services are targeted specifically to this group. In rural families in particular, girls simply have far less leisure time than boys. They often have to spend a substantial amount of time on household chores after school, whereas their brothers are allowed to take part in activities at the youth centre. Repeated visits to families (primarily refugee families from Eastern Bosnia) were essential before Ipak was able to ensure that girls were allowed to participate in specific training courses. Despite an interesting range of services, the percentage of girls attending Simin Han Youth Centre over recent years has never exceeded 30%.

4.5 Organisational development and evaluation

During the funding period, the NGOs were able to enhance their profile by deepening their work priorities and developing new projects on this basis. Involving young people, fostering their skills and individual initiative and the ability to pass on what they have learned (as multipliers) have been a key focus of all the projects’ work – combined, of course, with the hope that the number of young people involved in, and taking individual responsibility for, the project or organisation will steadily increase. Some organisations have managed to motivate young people who were previously just visitors to the centre to take on projects of their own and extend the work to the next generation. Rapid generational shifts are an inevitable feature of youth projects, as all young activists become adults at some point, whereupon their interests and priorities change.

Some NGOs have been less successful in securing „new recruits“ and have only managed to involve young people occasionally in specific campaigns or activities, without developing any long-term commitment. These organisations now face the problem that only a handful of young people are involved in their daily work, which means that the projects will be at risk if the original staff withdraw at any time. A further problem for NGOs is that voluntary work is not a widespread or accepted feature of Bosnian society.

In one NGO, a training programme for young people raised participants’ expectation of future employment. They were unhappy to discover that due to a lack of funding, they were still unemployed. This illustrates the dilemma facing voluntary work in a country such as Bosnia. Due to the high level of unemployment, many Bosnians view their work for an NGO purely as an income-generation opportunity. There is little experience with voluntary work, and people who are in work see very little opportunity or need to get involved in other activities. NGOs therefore often find that volunteers cut back on their commitment as soon as they find paid work.

The NGOs view self-reflection and evaluation of their activities as important and necessary. In practice, however, most of them are chronically over-worked, leaving little time and opportunity for these activities. Furthermore, many of them are unsure how they should set about this task. Internal evaluation processes and discussions about the NGO's strategies, objectives and further development are organised in a wide variety of ways. Most organisations and initiatives hold regular team meetings to discuss progress with individual projects, new ideas and further measures. Some NGOs have also involved the youth centres' users in the reflection and planning process, e.g. via discussion events. Two organisations have also prepared studies which explore young people's needs and attitudes, and have used the findings to plan further projects.¹²

In the interviews with the NGO coordinators, it became apparent that in some cases, the accountability to donors also offers an opportunity to review the objectives and framework of individual projects. Some organisations draw up quarterly or half-yearly reports on their work for sponsors or project partners, and some make these available to the public.

4.6 Fundraising and the projects' financial (in)dependence

Fundraising was identified as one of the key challenges facing youth development work in Bosnia on a daily basis, and is closely related to the issue of sustainability. According to the funded NGOs themselves, they have to devote a substantial amount of their time and human resources to securing funding.

A key problem is still that donors are often very reluctant to provide institutional funding or make longer-term financial commitments. Many prefer to fund short-term projects, but do not cover the overheads which have to be paid to ensure that these projects can be implemented. Furthermore, many foreign donors are now gradually pulling out of the country.

During the funding period, the participating projects were able to secure their financial base to the extent that by the end of the programme, none of them faced a direct threat to their survival. In most cases, this was because the existing donors had granted follow-up funding. Some NGOs were able to tap into new sources of funding and had actually expanded their range of activities. Nonetheless, at the evaluation workshop on 29.11.2002, funding was identified as the second major problem.

Most NGOs are supported by several – often very different – donors. They include foreign support groups or NGOs which operate transnationally (e.g. Schüler Helfen Leben), as well as international NGOs, church-based charities, ministries in other countries, and various EU budget lines. They all apply different criteria and operate different funding periods. The NGO coordinators therefore have to spend a great deal of time developing a precise understanding of the different funding criteria and accounting procedures.

What's more, some donors, when formulating their funding criteria, follow highly unpredictable „fashions“. Interethnic cooperation may be a priority one year, but in the next funding round, the key topic may be human rights work or the promotion of women, etc. Although these are all very worthy issues, this situation can be overwhelming for small organisations. In some cases, it may mean that specific keywords are used in the funding application without being backed up by substantive measures. As a result, there is no guarantee that the identified objectives will actually be achieved.

Overall, it has become apparent that seven years after Dayton, civil society initiatives continue to be highly dependent on external support. In view of international donors' decreasing

¹² D. Gienza-Pipe: *The Needs of Young People. A study of Gornij Vakuf-Uskoplje Central Bosna i Hercegovina*. Gornij Vakuf Dec. 2001 (The summary and full report can be obtained from Gornij Vakuf Youth Centre). Civitas Foundation for Civil Society (ed.): *Youth Issues and Challenges in South-Eastern Europe – Bosnia and Hercegovina*. Cluj-Napoca 2002 (report available from UNO).

willingness to invest further in Bosnia and Herzegovina, NGOs must answer a key question: what options are there to reduce this dependence? The willingness of local, cantonal and entity authorities to support non-government initiatives is still minimal, and is also viewed sceptically by the NGOs themselves. In the few cases when local or district authorities have funded youth projects, experience has shown that there were no published criteria for the granting of funding, which therefore lacked transparency. Even though the parlous financial situation of most local authorities makes it unlikely that much funding will be forthcoming from this source, NGOs should still contribute to this debate and set out their expectations and demands in dialogue with the public authorities.

The issue of economic survival dominates the agenda in the internal meetings of almost every NGO. Some centres have considered charging fees for specific courses, but have so far rejected this option due to the financial weakness of the participants. This is not a viable option over the long term, especially for training programmes which are intended to benefit marginalised groups. This approach also creates legal problems, as NGOs are only allowed to engage in income generation within specific limits.

In this context, the development of the Alter Art cultural project may point the way forward. This NGO was provided with premises by Zvornik municipality and has drafted a strategy for use. In addition to a rehearsal stage, seminar rooms, art studios and office space, a restaurant is also planned. The NGO is currently exploring the extent to which this commercial venture can be developed without forfeiting Alter Art's NGO status.

However, one NGO representative stated in the interview that in his view, there are enough funding opportunities for NGOs in Bosnia, and most of the NGOs have learned how to tailor their funding applications to meet the donor's criteria. The negative side of this development, in his opinion, is that the NGO sector has now expanded into a massive market, and a number of organisations are pursuing commercial interests while accessing successive sources of funding. In some instances, there is little commitment to civil society. This point of view illustrates how important it is for sponsors to select project partners, and formulate their funding criteria, with care.

Funding problems also arise occasionally when NGOs try to plan long-term projects in addition to short- and medium-term measures.

The NGO Ipak, which operates in Tuzla and Simin Han in the Federation of Bosnia and Herzegovina, has developed a project to support the integration of young returnees by building a youth centre and promoting youth cooperation through income generation and training opportunities in Eastern Bosnia (Krivevici in the RS). The project is based on Ipak's previous experiences in combining development and peacebuilding measures. The training component pursues various objectives: if young people earn their own income, this improves their families' financial position and also boosts their self-esteem because they thus acquire a degree of respect. At the same time, the project will also focus on community-building measures (as well as income generation), in order to create opportunities for young people's self-organisation. This project example shows that a youth centre or encounter project by young people for young people can be co-funded with income they have generated themselves, thus reducing the dependency on foreign donors. This approach supports the development of a sustainable local NGO sector and thus the establishment of civil society.

5 „Lessons learned“ and ideas for the further development of youth work

1) *In Bosnia, there is a substantial need for training and income-generation projects for young people.*

Previous studies¹³ have already highlighted the fact that out-migration from Bosnia has reached a very high level. Surveys and research undertaken by the Independent Bureau for Humanitarian Issues (IBHI) in conjunction with UNDP in 2001 revealed that 62% of young Bosnians wish to emigrate and would do so if they had the opportunity. The UNDP Human Development Report 2002 confirms this trend statistically: at least 92,000 young people left Bosnia and Herzegovina between January 1996 and the end of March 2001, with tens of thousands waiting for emigration visas. Faced with these alarming facts, High Representative Paddy Ashdown warned: „This haemorrhage of the young and talented poses perhaps the greatest long-term threat to this country.“ (Balkan Crisis Report No. 385, Institute for War and Peace Reporting, January 2003).

Given the widespread desire among young Bosnians to leave their country, offering them prospects is an urgent necessity. The approach adopted by the funded projects – to boost young people’s self-esteem and encourage them to articulate their ideas and needs – is valuable in this context. However, youth work in Bosnia and Herzegovina must also give key priority to measures which create jobs and economic prospects for the country’s young people.

The exodus, which has increased during the post-war period, is attributed to the following factors (Balkan Crisis Report No. 385, Institute for War and Peace Reporting, January 2003). There are still virtually no training opportunities in commerce or technical occupations for young people who have no interest in, or prospect of, a university career. Nor do the Bosnian universities offer any practical training. Young graduates in Bosnia and Herzegovina have virtually no chance of finding work because they have no practical skills. Disillusionment and the feeling that they are not needed take hold and lead to a lack of motivation and widespread lethargy. Disenchantment with politics (or politicians) and a general view that there is no point in taking part in elections are further outcomes.

Above all, there is still a lack of vocational training. The launch of suitable training programmes in technical or craft occupations, commerce and industry could improve young people’s prospects in the job market and go a long way towards encouraging them to remain in their own country. Some NGOs (such as Ipak) have established future-oriented schemes in this field which could be a model for other projects. However, this task cannot be mastered by NGOs on their own. It is therefore important for foreign funding programmes to make an effort, at the same time, to establish targeted vocational training measures in Bosnia and Herzegovina in conjunction with the country’s government agencies.

2) *Training and income-generation projects must be prepared with care.*

Training and income-generation projects awaken high expectations among young people. To ensure that these expectations are not disappointed and employment prospects are offered to young people, the following points should be borne in mind when developing this type of project:

- The project partners must be selected with care. They should already have experience in this field

13 See GTZ – Martina Fischer/Julie Tumler: *Möglichkeiten der Förderung einer „Peace Constituency“ in Bosnien-Herzegowina*, Eschborn 2000, and Martina Fischer: *Vorschläge zur Unterstützung von Projekten der gemeinwesen- und beschäftigungsorientierten Jugendarbeit; Bericht zum Gutachtereinsatz im Projekt „Förderung von Jugend-, Bildungs- und Kulturarbeit in BuH, PN 2001.9081.9..*

- and display a high level of longer-term commitment and reliability.
- A precise needs analysis must be carried out. There must be a demand in the community for the goods or services being offered, in order to create sustainable jobs.
 - Experience with the funding programme has shown that to ensure the success of income-generation projects, intensive cooperation with professionals from the relevant sector is essential. Working with companies may also be useful in this context.
 - Members of the target group should be involved in project development, and the project's opportunities and limits must be clarified to avoid awakening excessive or unrealistic expectations.
 - The project should be integrated into the youth centre's overall strategy and be compatible with its other activities. In order to avoid imbalances, these other activities should not be neglected, to ensure that young people who are not participating in training and employment projects do not feel disadvantaged.

3) *„Gender balance“, as a funding criterion, needs to be reviewed and defined more precisely.*

Experience with the funded projects has shown that young men and women in post-war societies are exposed to different realities and socially constructed roles.

Girls, especially in rural regions, are still confronted with very traditional expectations of their roles. However, some girls and young women whose families are from rural regions have experienced freedoms and less traditional roles as refugees in urban centres during and after the war. These freedoms and roles must be maintained, especially during refugee return to rural areas. Training and employment initiatives therefore need to be designed specifically for this group. When devising programmes for young women, the challenge is therefore not simply to adapt them to the customs of the village community, but also to help change these customs and thus maintain the freedoms and more modern roles experienced by the girls and young women in urban centres. However, girls and women should be offered programmes which appeal to them without overwhelming them or forcing them into open confrontation with their environment. When devising these programmes, it may be useful to involve parents and adopt measures to increase acceptance of the project in the family environment.

An understanding of the different roles and needs of boys and girls is not developed to an equal extent in all Bosnian NGOs. This does not mean abandoning the expectation that projects should respond to the different needs of boys and girls. To ensure that the NGOs do not view this funding criterion as a meaningless label to which they merely pay lip service, donor programmes should define their expectations as precisely as possible.

4) *„Interethnic cooperation“, as a funding criterion, should be reviewed and modified.*

Inflexible funding criteria in this field can result in NGOs being overstretched or motivated to pursue inappropriate strategies. The experience gained by the organisations participating in the funding programme shows that inter-ethnic cooperation in post-war societies can generally only be achieved through longer-term processes of trust- and confidence-building.

Overcoming ethnopolitical lines of conflict may sometimes require multi-tiered strategies that initially concentrate on working with members of one specific „ethnic“ or political group over a period of time, in order to foster their basic willingness to cooperate with other groups.

In strongly divided communities, approaches based on empowerment and developing young people's individual peace skills can make a more significant contribution to peacebuilding than „cooperation for cooperation's sake“.

A key prerequisite for sustainable interethnic cooperation in the field of youth development is to link encounter projects with opportunities which meet young people's needs for, and interest in, leisure activities and training.

Involving the family is essential. Trust- and confidence-building measures must also focus on the parents, in order to ensure their acceptance of the NGOs' work.

5) The task of equipping and reforming the school system is an urgent priority which requires joint strategies by government and civil society actors.

One difficulty constantly facing NGOs is that school and education policy regulations adopted at a higher level are geared towards ethnic segregation (different curricula, linguistic segregation, religious greetings or rites, etc.). These make life difficult for teachers who are interested in multiethnic cooperation and, in many places, result in the geographical separation of children and young people from different communities. NGOs – no matter how successful their project strategy may be – are not in a position to transform school and education policy provisions that are geared towards ethnic segregation. However, the examples show that through their networking activities, they can help to establish a social climate which is favourable to peaceful community relations and understanding, in which people employed in education are encouraged to work towards changing these conditions.

External actors and funding agencies, in conjunction with NGOs, could make efforts to change the situation in the school system, especially in problem regions such as Eastern Bosnia. Starting points include providing equipment for schools and increasing the pressure on the political authorities to harmonise the school curricula in order to avoid further ethnic divisions. Furthermore, efforts should be made in cooperation with the state's education authorities to develop vocational training programmes which are tailored to regional and market conditions, in order to stem the ongoing and alarming brain drain out of Bosnia.

6) Constructive forms of cooperation between NGOs and local authorities should be given targeted support. .

A key challenge for NGOs is also to cultivate contacts with representatives of politics and administration on an ongoing basis. Whenever personnel changes take place, new allies must be identified and persuaded to support the project's objectives. Constructive forms of cooperation with local authorities should therefore be given targeted support. A project developed by Gornij Vakuf Youth Centre (with support from Britain's Department for International Development – DFID) could serve as a model in this context. It is intended to foster closer cooperation with local authorities and schools on social issues. The aim is to identify a contact person in all institutions involved in youth work, so that when problems arise, a solution can be devised jointly between representatives of the Youth Office, the police, the school and the youth centre.

7) Young people must be involved in the entire process of project development..

Youth projects thrive on the commitment and ability of their staff to translate long-term goals into practical measures which they then implement. So it is important to involve the youth centres' users in the entire process of developing activities and services. This is the only way to ensure that projects address the needs of the target group. It is particularly important for young people to be trained in youth work. This is essential to ensure a ongoing supply of new recruits for the work in the youth centres. Gornij Vakuf and Ipak have been especially successful in this context.

8) Funding strategies should be better attuned to the dynamics and needs of local NGOs.

Experience has shown that many NGOs regard one-year funding periods as a problem, since they make long-term planning impossible. This practice of providing partial funding is an obstacle to project development..

- This means that larger amounts of funding should be made available for longer-term projects in the field of youth development. The funding period should be three years instead of one year.
- The establishment of a small-project fund specifically for short-term peacebuilding measures in the field of youth development in Bosnia would also be helpful. It would especially benefit smaller initiatives and youth projects based on self-organisation.
- Open funding strategies which can support existing projects and ongoing activities are also beneficial for youth projects.

9) The careful selection of project partners is a prerequisite for the success of projects.

Careful selection of partners and the development of a working relationship based on partnership with the NGO are key prerequisites for the projects. It is apparent that intensive discussions at local level before and during the project's lifetime may be more important than precisely formulated reports and applications. Project visits are also an important instrument in providing accurate information. Youth development projects should be prepared through intensive preliminary discussions and monitored by project managers during project visits. This ensures a regular dialogue about the NGOs' strategies and facilitates ongoing support, thus ensuring that the objectives of the funding programmes are compatible with those of the project itself. Project visits and interviews are also essential because the target group, i.e. young people, fluctuates considerably and projects are often subject to rapid changes (young people grow up and take on different interests, with younger participants moving up to take their place). As a result, the youth projects' objectives are constantly evolving. Not all youth groups are interested in interethnic encounter or support peacebuilding as an objective. Sometimes, specific people are committed to these aims, but this is no guarantee of continuity. The question whether or not an NGO should be funded cannot be determined solely on the basis of the written project applications or rigid regulations, but depends crucially on the specific persons involved. An accurate impression of their activities and attitudes can only be gained by meeting them in person.¹⁴

10) In NGO development, approaches based on partnership help to build trust and confidence and should be encouraged.

During the three-year funding period, a relationship based on partnership was established between the funded NGOs and the foreign partners. However, there are further opportunities to improve the partnerships. To this end, foreign funding agencies should verify whether they are able to make resources available to provide the funded NGOs with regular feedback on their project reports. They should also compile a brief summary for the NGOs at the end of the project funding. This should contain a general assessment in the form of a „recommendation“, which could then be presented by the NGO during inspections by the tax authorities and be submitted when applying to other sponsors for follow-up funding.

¹⁴ In one case, an NGO which was shortlisted at the start of the programme had a very good reputation and had worked very hard to promote understanding in Bosnia. However, no funding was granted after it became apparent that the new members had rechannelled its agenda into nationalist activities.

Appendix: Addresses of participating NGOs

Alter Art	Darko Saracevic	Varos 34 72270 Travnik - BiH Tel. +387-32-185860	darko@alterart.org www.alterart.org/
Biro za ljudska prava – Human Rights Office Bijeljina (Youth Section)	Jelena Sorak	Kneginje Milice 25 76 300 Bijeljina - BiH Tel/Fax. + 387-55-401465	hro_bn@bn.rstel.net
Ipak - Tuzla	Lahira Sejfija	Ul. Patriotske lige 10 75000 Tuzla - BiH Tel./Fax +387-35-251396	lpaktz@max.ba
Omladinski Centar Gornij Vakuf/Uskoplje	Jasminka Drino-Kirlic	Ul. bratstva i jedinstva 10 70240 Gornji Vakuf-Uskoplje BiH Tel /Fax. +387 30 260 520	ocgv@gmx.net http://notrix.net/centar
Omladinski Cenatar Zavidovici	Ibro Slipic	Stjepana Radica bb 72220 Zavidovici – BiH Tel. +387-32-873 749	cmzav@bih.net.ba www.cmzav.8m.com
Prijateljice	Jasminka Tadic- Husamovic	Slava Micica br. 19/I 75000 Tuzla – BiH Tel. +387-35-245210Fax. +387-35-245211	hdprituz@bih.net.ba www.prijateljice.net
UNO	Dimitrije Dragovic	Club Underground Dobrinja IV 71214 S. Sarajevo - BiH Tel. +387-61-899970	uno@paleol.net www.uno.rs.ba
Wings of Hope		Dervisa Numica 1a 71000 Sarajevo - BiH Tel. +387 33 66 30 46 Fax +387 33 66 30 46	wohbh@bih.net.ba www.wingsofhope.nl/

List of Abbreviations

AA	German Federal Foreign Office
BMZ	German Federal Ministry for Economic Cooperation and Development
DBB	German Agency for Refugee Return and Reconstruction (<i>Deutsches Beratungsbüro für rückführende Maßnahmen und Wiederaufbau</i>)
DFID	UK Department for International Development
DP	Displaced Person
FBiH	Federation of Bosnia and Herzegovina (<i>Federacija Bosne i Hercegovine</i> ; entity in Bosnia and Herzegovina)
FEM	„Peacebuilding Measures“ [FEM] – Federal Foreign Office budget line
GTZ	<i>Deutsche Gesellschaft für Technische Zusammenarbeit</i> (GTZ) GmbH (German Agency for Technical Cooperation)
IBHI	Independent Bureau of Humanitarian Issues
NRO	Non-government organisation
RS	<i>Republika Srpska</i> (entity in Bosnia and Herzegovina)
SHL	„Schüler Helfen Leben“: German NGO
UNHCR	United Nations High Commissioner for Refugees
UNDP	United Nations Development Programme
UNO	Association of Independent Youth”(<i>Udrusenje Nezavisme Omladine</i>); one of the participating NGOs
UMCOR	United Methodist Committee on Relief