

**ECMI CIVIL SOCIETY PROJECT
IN BOSNIA AND HERZEGOVINA:
ENSURING EFFECTIVE IMPLEMENTATION
OF ANNEX 8 THROUGH THE
ESTABLISHMENT OF
A CULTURAL HERITAGE ASSOCIATION**

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Implementation Workshop 1, Sarajevo
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I. Annex 8 Project Summary

The ECMI Civil Society Project in Bosnia and Herzegovina (BiH) began its effort on the role of Annex 8 legislation and implementation in autumn 2001 in order to provide a forum for experts to discuss an issue that had been largely neglected since the signing of the General Framework Agreement for Peace (GFAP, or the Dayton Peace Agreement) in 1995. Annex 8 of the GFAP established a Commission to Preserve National Monuments in the wake of the destruction that devastated the cultural heritage of BiH during the war 1992-1995. Through conversations with experts in BiH and from throughout the region, ECMI recognized the potential that this Annex could have on peace-building and reconciliation in BiH.

Beginning in December 2001, ECMI has organized and facilitated four workshops on the topic, providing a forum for experts and concerned citizens to come together to discuss this important issue. At the first two workshops held in December 2001 (in Sarajevo) and April 2002 (in Banja Luka), the participants were given the space to express their general opinions, ideas, concerns, and suggestion. The June workshop (in Mostar) provided a forum for the development of concrete actions and recommendations, as the participants were encouraged to build on the ideas expressed in the first two sessions to develop an operational action plan. The fourth workshop in October 2002 (in Sarajevo) represents the first part of the implementation phase of the project, as words are turned into action. This report details the proceedings and outcomes of this initial implementation meeting of 18 interested experts from throughout BiH.

This ongoing effort contributes to ECMI's broader interests in supporting the development of civil society and independent institutions in BiH. It also provides an opportunity to demonstrate that an effort can evolve from a "discussion forum" initiated by outside actors, to an action forum owned and driven by the citizens of BiH. The extent to which such a transition is successful, in this or other similar endeavours, will reflect the long-term sustainability of civil society in BiH.

II. Introduction to the Implementation Phase of the Annex 8 Project

Based on the goals set in Mostar, the implementation phase of the ECMI Annex 8 Project will proceed along two tracks. One track will seek to build links between communities and the cultural heritage in their community and throughout BiH through the work of non-governmental organizations (NGOs). In support of this implementation track, the Travnik-based NGO “Strength in Diversity” has already begun a series of projects aimed at teaching children about the cultural heritage in BiH to promote tolerance and demonstrate to local authorities that such grass roots level work is necessary and beneficial.

The second track will bring together cultural heritage experts and interested citizens in order to provide an independent forum for the monitoring of Annex 8 implementation, and to promote the general awareness-raising necessary to ensure long-term community commitment to Annex 8 and BiH’s cultural heritage. The workshop of 4 October is the kick-off to this effort, and the basis for the development of an association that could serve as a liaison between authorities at all levels of government.

A workshop will be held in late November or early December to bring together members of both implementation tracks, as well as representatives from the government, to share news of their progress and to illustrate to the authorities that independent efforts based in civil society have the best chance of ensuring an environment of tolerance, diversity, and rule of law in BiH.

III. Meeting Proceedings

Review of Goals Set in Mostar

Although all Annex 8 participants had received a copy of the post-workshop report from Mostar in June, a summary sheet of the goals and recommendations agreed on in Mostar was distributed at the beginning of the workshop to freshen memories and promote discussion on the implementation phase of the project. While the complete list of goals and recommendations can be reviewed in the June report, the highlights include the following:

- Encourage cooperation among the various relevant institutions throughout BiH through exchange of expertise, exchange of documents, joint professional meetings, and external cooperation;
- Organize a meeting of scientists and experts from heritage and preservation fields;
- Establish partnerships with similar international and national organizations;
- Educate children on the importance of heritage protection;
- Establish a Steering Committee that will initiate the work of *Bosna i Hercegovina Nostra* (Bosnia and Herzegovina Nostra) on the territory of BiH.

Annex 8 Update

The ECMI Representative provided a short review of key milestones in the work of the Annex 8 Commission in the past several months.¹ The Commission has met in four multi-day sessions, with the fourth session held in early September.² Highlights from the various meetings and the September session include the following:

- The establishment of an 11-person Secretariat to support the work of the Commission, and the recruitment of suitable experts to staff the Secretariat;

¹ Several Annex 8 Commission and Secretariat members joined the workshop after the initial comments and introductions were already made. They remained at the workshop and were available for questions and discussions.

² The first session focused on constitutive issues. The second and third sessions focused on the development of internal documents and procedures, petition evaluation criteria, Commission regulations, and other procedural issues.

- The establishment of a dedicated office for the Annex 8 Commission and Secretariat;
- The development and adoption of rules of work and procedure;
- The development of a petition form to be used by citizens seeking designation and protection of a site as a national monument (as required by Annex 8);
- The development of a set of non-political, technical, agreed-upon criteria for evaluation and review of petition forms;
- The commitment of budgeted funds from the state government to support the Annex 8 Commission and Secretariat for 2003;
- Initial planning for a website to ensure transparency of all Commission work;
- The Commission decided to prioritize their work by addressing newly received petitions first, and then working through the sites already noted on the Provisional List chronologically, according to the age of the site under consideration;³
- Decisions on two petitions,⁴ with approximately ten petitions in process
- A Commission discussion of “at risk” sites and current issues;⁵
- Meetings with the mayors of three municipalities to discuss Annex 8 implementation.

Copies of the Annex 8 petition form, criteria, and rules of procedure were distributed for review and reference. It was noted that the next Commission meeting would be held in early November.

Professional Association/Network Basics

To initiate the discussion, the ECMI Representative reviewed the purposes and benefits that a professional association can serve, both in general and specifically related to the proposed establishment of a cultural heritage association in BiH. The following highlights were noted and discussed:

³ The 776 sites included on the provisional list received provisional protection, and are therefore less at risk than newly petitioned sites. For a more thorough discussion of the development of this list, please see the ECMI Annex 8 report on the proceedings of the workshop in Banja Luka in April 2002.

⁴ The AVNOJ Museum in Jajce, and a villa in Pale.

⁵ For example, the famous bridge in Višegrad is threatened by the dam upstream, leading the Commission to send a letter to authorities in the RS to prevent work on the dam that could damage the bridge foundations. Additionally, the Islamic Community in Trebinje asked the Commission to prevent an archaeological dig at the Trebinje mosque site.

- The association will provide an organized group that can lobby government officials and authorities at all levels to monitor and ensure implementation of cultural heritage legislation (Annex 8 or other relevant legislation);
- The association will serve as a liaison between civil society and the authorities;
- The association will provide a forum for professional networking;
- The association can provide its members with opportunities for professional growth and continuing education;
- The association can provide a means for effective collection action on key topics of interest;
- The association can provide support for efforts to promote public awareness and education on the topic;
- The association can serve as an informational clearinghouse on issues related to cultural heritage.

Discussion and Agreement to Develop a Cultural Heritage Professional Association

In the ensuing discussion, all participants were asked to limit their comments to issues and concerns directly related to the advantages, challenges, and responsibilities involved in developing a professional association. However, it was difficult to separate concrete suggestions and ideas from broad principles and frustrations. All participants agreed that such an association currently does not exist even though there are concerns that need to be addressed by such a body. A particular concern was noted regarding the implementation of legislation in the Federation, as the 10-canton structure results in broad decentralization and the potential for differing standards and practices. While statewide framework law would help to eliminate this possibility, it was agreed that this is a legislative issue that should be considered in another forum. It was generally noted that Annex 8 can play a role in developing tolerance and understanding throughout BiH, but that legislation without implementation is worth nothing. Enforcement of Annex 8 Commission decisions will be key.

Several participants noted that there is a real need for a legislative lobby that can liaise between the experts and the authorities. The role of experts and NGOs was

reiterated, and it was noted that the “Days of European Cultural Heritage”, to be held this autumn, could be a forum for raising public awareness of the issue.

As the meeting was held the day before general elections, there was consensus that the implementation of Annex 8 must be non-political. There was also general concern that no politicians or parties seem to have a concern in the present or future state of BiH’s cultural heritage. An association could serve as a “filter” through which important information is provided to authorities and governmental decision makers, and could provide legislation review, comments and critique.

One of the participants noted that the development of such an association is primarily a practical question, as there was an effort to develop such an organization in 1996. However, this effort failed to materialize for a variety of reasons. A reinvigorated organizational process is needed to ensure that this subsequent effort does not fail.

Finally, it was noted that every interest group should have an organization or association that serves their interests and provides a forum for dialogue, and that while such an association will not solve all of the problems facing BiH, it can still have an impact.

These comments provided a useful segue to the concrete decision on whether or not the project participants present did indeed want to form an association. The decision was overwhelmingly “yes”.

Once the decision to formally organize in an association was made, the basic logistical details of organization, goals, and procedure had to be discussed and debated. One organizational issue that was decided quickly and broadly was the formal title for this new association. The selected title was “Bosna i Hercegovina Nostra”, reflecting the group’s interest in affiliating with the European Network of cultural heritage NGOs, Europa Nostra.

Resources and Responsibilities

Considerable time was spent discussing the responsibilities that must be assigned and fulfilled for the organization to be successful, and the resources necessary to achieve these goals. The ECMI Representative suggested that as this is to be an association of its members and for its members, the current and potential members themselves should assume the majority of the responsibilities for organization and administration, creating the basis for a *volunteer-driven association*. It was stressed that by delegating responsibilities broadly, steps could be taken to ensure that no one individual was burdened with an unrealistic workload. The goal could be for each member-volunteer to contribute two to five hours of their week (on average) on association activities. A handout describing potential volunteer board positions and responsibility summaries was distributed to initiate discussion.

A volunteer approach would have several advantages. First, it would ensure that the organization truly is member-driven and responsible to member needs. Second, it would help to keep expenses low and manageable, and minimize the budget demands of a new association in a financially weak economy. Third, a volunteer-driven association could serve as a model for other sectors of civil society in BiH, and help to move civil society from its current status as an “industry” to a more sustainable model of civic participation. A noted challenge that such a volunteer-driven association would have to overcome is the common reluctance for citizens to volunteer time without pay, and to truly commit to an idea with actions, rather than just words.

Additionally, the ECMI Representative recommended that the association be formed as a loose network in order to minimize expenses and therefore make the effort more sustainable in the long-term. Rather than set up a costly office, one option would be to rent rooms for meetings on an as-needed basis and to conduct as much of the association business as possible via e-mail, phone, fax or post. It would be worth investigating post office delivery service options. Additionally, a mailing address could be “donated” by a member volunteering to provide their work or personal address, and therefore serve as a central collection point.

Considerable debate followed this proposal. Many members noted that based on their own experience with NGOs or similar activities, depending on volunteers does not work. They suggested that paid staff, either full- or part-time, would be necessary for any such endeavour to succeed. It was also noted that as most of the potential members of this association are professionals and have professional obligations, the members themselves would not be able to lead this effort. How could a member run errands, make phone calls, or do other work for the association during work hours if employed in a full-time job of their own? There was also real concern that an association simply cannot exist without a physical presence, in the form of office space.

The ECMI Representative acknowledged these concerns, but reminded the group that there are currently no resources for a large-scale investment in administrative infrastructure, office space or extensive staff. Additionally, once financial resources are secured (through membership dues, fundraising, etc.), it might be preferable to spend more money on programming and activities than on overhead expenses. The group was also reminded of the reality of the donor environment in BiH today, as many donors are experiencing “donor fatigue”, and are reluctant to continue to commit funds to the region. While the group may be fortunate in identifying start-up funds, the reality of the economic situation must be kept in mind, and the *long-term sustainability* of the association – beyond any initial grant – should be a priority.

The group considered this discussion of potential resources. One participant noted that she would be happy to pay a membership fee. Another noted that foundations should be identified for potential grants. Potential funders from the BiH Diaspora population in Germany, the US, Canada, Sweden and elsewhere could provide potential revenues as well. One participant suggested that a small group work together to develop an anticipated budget that could serve as the basis for financing. The ECMI Representative agreed with this suggestion, but emphasized that the volunteer option should not be dismissed.

Organizational Structure

The group then discussed various issues related to the organizational structure of the association. It was agreed that the organization should be registered as an NGO at the state level in BiH. The group identified several steps that need to be taken for the association to develop as a formal organization, including the following:

- Development of a statute or mission statement defining the purpose of the association (some participants referred to this as a constitution);
- A clear statement of the goals and mandate of the association;
- A clear statement defining the potential membership of the association;
- A description of the various bodies or subcommittees that could make up the association;
- The official list of board members and leaders, with complete contact information.

There was some debate concerning whether the association should be formally registered immediately, or only after several organizational steps had been completed. The strengths and weaknesses of each approach were discussed, and the decision was made to begin the bureaucratic registration process immediately and to develop internal structures in parallel, so that the process could begin quickly and minimal time is wasted. The group asked the ECMI Representative to begin the process of formal registration.

Initiative Board

To facilitate the development of the association in the start-up months, several participants suggested that an Initiative Board be developed. This Board will serve in an interim leadership capacity to set up the initial structures, procedures, and plans, and to ensure a broad membership development initiative. Once the basic structures are in place, a more formal Board of Directors can be elected by the membership.

The discussion concerning the viability of a volunteer-driven association continued, yet some participants noted that they would assist in this process in the interim period.

These interim volunteers sought assurance that ECMI would help them to coordinate during this founding process.

As an interim solution to the issue of office space, Mevlida Serdarevic suggested that the group could utilize space on an as-needed and as-available basis at the newly renovated “Despica Kuća”, which hosts the offices of the Sarajevo City Museum, or at another historic house in Sarajevo, “Sverzina Kuća”. She also volunteered to “donate” her address at the Sarajevo City Museum to receive mail while other options are investigated. Aladin Husic volunteered the use of his name as a point of contact until such time as an Executive Director or Communications Director can be selected. To initiate the process of developing an association statute and mission statement, Smail Klicic, a cultural heritage expert and lawyer, volunteered to develop a draft statute. He asked the participants to provide their suggestions concerning the above-noted issues (mandate, membership, goals, etc.), so that he can then compile the necessary founding documents. ECMI will help to coordinate this effort by sending out a questionnaire to the project participants soliciting their input.

To begin to address the issues of financing and resources, Amra Hadzimuhamedovic suggested forming a small group of participants to draft a budget and programme of operational and programmatic needs. This could then serve as a baseline for project planning and fundraising efforts. She suggested that this small group should be representative of BiH’s cultural heritage experts to ensure inclusivity, and asked Mevlida Serdarevic, Slavka Mirosavljevic, and the ECMI Representative to participate in such an effort. Again, ECMI was asked to play a key role in coordinating this effort.

These offers of support and voluntary participation were welcomed and encouraged, and illustrated the human resources available in the group. Other participants will be encouraged to contribute and to join the Initiative Board through follow-up mailings and participation forms.

Membership Development

The question of membership and membership development options was also discussed. There was broad agreement that membership should be as broad as possible (while remaining focused on cultural heritage) to achieve “power in numbers”, and to become a larger and more efficient lobbying group able to effectively influence authorities. Potential members could include the following:

- Architects;
- Archaeologists;
- Museum specialists;
- Historians;
- Cultural society representatives;
- Culture and education specialists;
- Conservationists;
- Interested civil society representatives;
- Citizens with a real interest in preserving and protecting BiH’s cultural heritage.

The ECMI Representative noted that there are currently approximately 140 people on the Annex 8 Project mailing list. It will be necessary to expand this list to ensure that all potential members are offered the chance to participate in association activities. Sabira Husejdzinovic of the Federation Ministry for Education, Culture, Science and Sport noted that her office has a database of contacts in the Federation. This will be an important contribution to the membership drive. Slavka Mirosavljevic noted that she can provide assistance in obtaining names and contact information of individuals at the RS Museum, and will provide other assistance in the effort to involve as many interested persons in the RS as possible.

Structures and Subcommittees

In addition to these administrative concerns, the group discussed specific technical and topical issues as well. As the participants agreed that a broad membership would be useful, it was also understood that subcommittees could help smaller groups of

members to pursue more narrowly targeted goals. In addition to the legal, structural, and fundraising/financial tasks identified as key tasks for the Initiative Board, additional potential subcommittees could include the following:

- Technical/expert subcommittee;
- Youth outreach subcommittee;
- Public awareness/media liaison subcommittee;
- Legislative/government liaison subcommittee;
- Special activities subcommittee;
- Internal and external liaison subcommittee.

Members will be sent a questionnaire asking them what their interests are in terms of potential subcommittees, and requesting that they note how much time they would be willing to volunteer to realize subcommittee goals. This questionnaire will be sent in the post-workshop report mailing.

Finally, an Advisory Board of experts could serve as an additional resource in this effort and should be considered as the association develops and evolves.

Europa Nostra

Based on the suggestion of one of the project participants in Mostar, the ECMI Representative investigated the organization Europa Nostra and distributed information in the local language about this network. Europa Nostra is a pan-European federation of more than 200 non-governmental heritage organizations. “Europa Nostra seeks to raise awareness and educate the public at large and to influence the policies and activities of international, national and local institutions and authorities through campaigns, public interventions and debates, scientific research, awards, publications, exhibitions, etc.”⁶

The group discussed the potential benefits of establishing a relationship with this large European network. First, currently there is no relationship between Europa Nostra and

⁶ From the Europa Nostra website, www.europanostra.org.

BiH, though there are currently members in Croatia, Macedonia, and other countries in the region. BiH Nostra could be the first such partnership. Second, the network would provide immediate access to information and resources that could help the association to develop as an organization, and in that manner provide a substantial support framework. Third, Europa Nostra will be holding a youth workshop in Split, Croatia, in the spring of 2003, and it would be useful for members of the BiH Nostra association to participate in this regional event to make contacts, gather information, and strengthen regional cooperation.

Based on these and other reasons, the group agreed that the association should seek membership in Europa Nostra as soon as possible. An application will therefore be submitted as soon as possible, to begin the membership accession process.

Awareness Campaigns

The ECMI Representative noted that while the search for funding may be difficult in light of the difficult economic situation in BiH, it might be possible to secure cooperation with one of the international organizations in BiH to initiate an Annex 8/cultural heritage/tolerance and diversity-themed outreach campaign.⁷ This would have the dual benefit of raising awareness of the issue on a broad statewide level, while at the same time serving as a high-visibility activity for the new association.

Before approaching these organizations with a proposal, a unified message for the campaign must be developed. The group was asked to begin to think about this step and to share their ideas and suggestions for a slogan, theme, or media campaign approach.

Summary of Short-term Goals

The following summarizes the short-term goals and objectives of the group:

⁷ The Office of the High Representative (OHR), the Organization for Security and Co-operation in Europe (OSCE), the NATO Stabilisation Force (SFOR), and other international organizations have supported other similar awareness-raising campaigns in the past.

1. Register as an association at the state-level under the name “Bosna i Hercegovina Nostra”;
2. Apply for membership in Europa Nostra;
3. Initiate discussion among the Initiative Board to begin establishment of the association as quickly as possible;
4. Increase the potential membership in the association by providing new member contact information in order to expand the current database of contacts. All participants will help in this process;
5. Distribute a questionnaire to all Annex 8 Project participants seeking project and fundraising ideas, volunteers and new members;
6. Begin drafting an association statute that defines the association’s mission, mandate, membership, and basic constitutions;
7. Organize a small group of participants (in person or “virtually”) to begin to develop a draft budget and list of resource and programming needs;
8. Begin brainstorming a unified “message” that could serve as the basis for a public relations campaign.

Conclusion

The ECMI Representative thanked the group for their work throughout the course of this challenging meeting. It was clear that while it is easy to talk about initiatives, plans, programmes, and opportunities, the challenge lies in *operationalizing* these abstract ideas into real and concrete action. The short-term goals and activities identified in the meeting will be initiated immediately, so that the group can keep the momentum of the endeavour and organize as an independent cultural heritage NGO as soon as possible. As the effort continues, all current and potential members should be prepared to consider how seriously they are committed to this effort, and how much

time and effort they are willing to contribute to making it a success, so that it is truly an association of its members and for its members.

IV. Appendixes

A. Programme of the Workshop

10:45 – 11:00	Selection of a Board of Directors <ul style="list-style-type: none">• Volunteer Board• Review of Suggested Key Posts• President• Vice-President• Membership Development• Internal Liaison Coordinator• External Liaison Coordinator <i>Questions, Answers and Comments</i>
11:00 – 11:15	Membership Development Options <ul style="list-style-type: none">• Ensure that all Relevant Professionals in BiH are Included• How to Gather Names and Contacts• Membership Roster for Distribution <i>Questions, Answers and Comments</i>
11:15 – 11:45	Europa Nostra <ul style="list-style-type: none">• Good Framework Structure• Review of Materials• Application for Membership – (Decision and Vote) <i>Questions, Answers and Comments</i>
11:45 – 12:45	Goals and Projects <ul style="list-style-type: none">• Determination of Key Projects and Project Options (Support for Preservation Institutes, Public Awareness-building, etc.)• Review and Prioritization of Short- and Long-term Goals• Designation of Responsible Lead Persons• Coordination with other Professional Associations in Europe• Timeline <i>Questions, Answers and Comments</i>
12:45 – 13:00	<ul style="list-style-type: none">• Closing Comments• Date and Place of Next Meeting

B. List of Participants

Bajić, Svetlana	AIASM BiH
Burnazović, Jasna	Commission to Preserve National Monuments, BiH
Dolinšek-Divčić, Marija	Slovene Cultural Society “Cankar”
Đonlić, Asim	BCIE
Fočo, Mirzah	Commission to Preserve National Monuments, BiH
Hadžimuhamedović, Amra	Commission to Preserve National Monuments, BiH
Husić, Aladin	Historical Museum, Sarajevo
Išek, Tomislav	History Institute
Jovanović, Ljiljana	Diving Club “Buk”, Banja Luka
Kličić, Smail	Una-Sana Canton Ministry of Education, Science and Culture, Bihac
Lalić, Slobodanka	Commission to Preserve National Monuments, BiH
Marković, Biljana	Ministry for Urbanism, Banja Luka
Milićević-Capek, Ivanka	Institute for the Protection of Monuments, Croatian Community of Herceg-Bosna, Mostar
Mirosavljević, Slavka	Republika Srpska Museum
Mujkić, Orjana	Commission to Preserve National Monuments, BiH
Radosević, Liljana	Republika Srpska Archive, Banja Luka
Serdarević, Mevlida	Sarajevo City Museum
Šaran, Dženana	Institute for the Protection of the Cultural, Historical and Natural Heritage of BiH

ECMI Staff

Valery Perry	Consultant
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