

ECMI Georgia Activities Evaluation

**Commissioned by the
European Center for Minority Issues**

Contact:

Center for Evaluation (CEval)
Saarland University
PO Box 15 11 50 15 11 50
66041 Saarbrücken, Germany
Fax: +49 - (0) 6 81 - 3 02 – 38 99
URL: www.CEval.de

Sarah Klier (International consultant)
Tel.: +49 - (0) 681 – 302 – 35 32
E-Mail: s.klier@ceval.de

Dr. Stefan Silvestrini (Backstopping)
Tel.: +49 - (0) 681 – 302 – 36 79
E-Mail: s.silvestrini@ceval.de
URL: www.ceval.de

Saarbrücken, 24.07.2012

Content

List of abbreviations	2
Boxes and Figures	2
Executive Summary	3
0. Introduction	5
1. Methodology.....	6
1.1 The CEval evaluation approach to ECMI Georgia activities.....	6
2. Evaluation Subject.....	9
2.1 Brief Description of the Situation of Georgian Minorities.....	9
2.2 Brief Description of ECMI and ECMI Georgia.....	10
3. Project Cycle Implementation	11
4. Findings: Program and Environment	13
5. Findings: External fields of impact.....	21
5.1 Benefit of Target Groups	21
5.2 Impact on political structures.....	24
6. Conclusion and Recommendations	29
6.1 Summary.....	29
6.2 Recommendations	30
7. Annex.....	32
7.1 List of Interviews	32
7.2 Time Schedule	34
7.3 Trainings and Publications in the Mark of the six Investigated Projects	35
7.4 Impact Chain, all projects	38

List of abbreviations

CNM	Council of National Minorities
ECMI	European Centre for Minority Issues
ECRML	European Charter for Regional or Minority Languages
FCNM	Framework Convention for the Protection of National Minorities
JCF	Javakheti Citizen Forum
PDO	Public Defender's Office

Boxes and Figures

Box 1: ECMI objective and strategy.....	10
Box 2: Target groups of trainings.....	23
Figure 1: Impact Model applied to ECMI Georgia.....	8
Figure 2: Impact Chain, Project 1 and 2	14
Figure 3: Impact Chain, projects 3 and 4.....	16
Figure 4: Impact Chain, project 5.....	18
Figure 6: Actors Map.....	28
Figure 7: Impact Chain, all projects.....	41

Executive Summary

The present report describes the results of an evaluation of the European Centre for Minority Issues (ECMI) activities in Georgia for the period 2007-2011, with special focus on the processes and results of six projects implemented in that interval. The evaluation was realized between May and July 2012 with a field visit in Tbilisi, Georgia from June 18th – 22nd, 2012 and a subsequent desk analysis.

ECMI promotes good governance on minority issues in Europe; its headquarters are based in Flensburg, Germany, with two regional offices in Kosovo and in Georgia. The activities of the Georgia office was subject of this evaluation.

ECMI Georgia serves as an advisory and dialogue facilitator between the Georgian government and minority groups in Georgia. Its activities focus on these two groups – on the one hand on the relevant agencies of the government and on the other hand on minority organizations. ECMI Georgia offers capacity building trainings to both groups and organizes meetings. ECMI strongly supports the establishment of a functioning communication system between these groups.

ECMI plans its projects according to a project logic called “synergy wheel”, which consists in standards, research and action. Accordingly, ECMI’s projects are built on standards concerning minorities¹. About these standards ECMI pursues research and translates it into action. ECMI Georgia is in constant exchange with different stakeholders whose points of view influence project implementation. These factors led to successful projects, which helped to establish various minority organizations and through these facilitated the direct dialogue between the Georgian government and minorities. ECMI projects encounter a high acceptance among stakeholders.

Acceptance is crucial for ECMI Georgia as it is working in a politically sensitive environment: ECMI Georgia depends financially on European governments as donors to implement its projects. Furthermore, it is crucial for ECMI’s work that the cooperating governments support ECMI’s objectives. Accordingly, ECMI Georgia needs to handle sensitively the different interests of the governments and other stakeholders. The achievements of ECMI Georgia’s work shows that it does so successfully.

One of the decisive points of this success is that ECMI in Georgia has excellent contacts with both, government officials and minority group members. The staff of ECMI in Georgia is highly respected among both groups, one of the reasons for this respect is the research conducted and published by ECMI, which is highly valued by its various stakeholders. ECMI re-

¹ These standards include for example the United Nations (UN) International Covenant on Economic, Social and Cultural Rights (1966), the UN International Convention on the Elimination of all Forms of Racial Discrimination (1966), the European Charter of Local Self-government (1985), the Framework Convention for the Protection of National Minorities (FCNM), the International Labor Organization (ILO) Convention No. 169 concerning Indigenous and Tribal Peoples (1989) and the European Charter for Regional and Minority Languages (1992).

search often sets the first impulse for important discussions on minority issues in Georgia and always brings new insights and brilliant analyses. Two examples of ECMI's highly esteemed research, which were named often during interviews are the book "Meskhetians: Homeward bound..." by Tom Trier et al. and the working paper "A Way Out?: Initial Steps Towards Addressing Romani Issues in Georgia". Both publications targeted a new topic of Georgian minority policy.

ECMI Georgia aims at establishing a good communication structure between the Georgian government and Georgian minority groups. In this scope, ECMI Georgia helped to establish various organizations, amongst them the Council of National Minorities which unites more than 100 minority organizations in Georgia and today is the most important consultative body to the Georgian government regarding minority issues.

Other important organisations facilitated and built by ECMI Georgia are the Javakheti and the Tsalka Citizens Forum, which unite minority groups in the regions of Javakheti and Tsalka. ECMI gives trainings to members of both organisations (e.g. on strategic planning and fund-raising) and also realized a small grant disbursement to the members of the two fora in order to train their skills in minority advocacy.

The establishment of the named organisations contributed hugely to the formation of political structures in Georgia, who deal with minority issues and thus, improve minority governance.

ECMI Georgia's activities concentrate primarily on advisory, research capacitation and publications. ECMI conducts trainings for government officials and minority organisations. These trainings are very popular and in many cases effective. Unfortunately, the important organizational capacity trainings for minority groups are not always successful because they sometimes fail to convey essential practical skills to minority group organizations, which is why most minority groups still lack professional project proposal writing and implementation skills.

This lack is an important limiting factor to the success and sustainability of ECMI Georgia projects which aim at the self-sustainability of the minority organizations. Above all, the minority organizations lack expertise and professionalism and often are not able to function efficiently without the support of other institutions. Neither the Council of National Minorities nor the Javakheti or the Tsalka Citizens Forum is self-sustainable, that is they cannot operate without external support. Since it is one of ECMI's aims to facilitate the dialogue between government and civil society, the capabilities of the civil society to participate in this dialogue are crucial. It is therefore recommended to reinforce ECMI Georgia's capacity building activities which focus on organizational capabilities of minority organizations. In order to make trainings for minority groups more effective, it is important to tailor the trainings to the needs of its participants. For this reason, it is recommended to conduct a needs assessment, which includes asking members of minority groups about their needs, but also asking other stakeholders for their opinion of the needs of minority groups.

In general, it is highly recommended to introduce a monitoring and evaluation system for ECMI Georgia projects, in order to systematically assess positive and negative factors for ECMI Georgia's success and to adapt the projects accordingly.

0. Introduction

The report at hand describes the findings of the evaluation of the activities of the European Centre for Minority Issues (ECMI) Georgia, realized between May and July 2012.

ECMI is evaluated externally every five years. The ECMI board in collaboration with the headquarter office in Flensburg, Germany, decides on the focus of the evaluations: the first ECMI evaluation in 2002 concentrated on administration and management performance, the second evaluation in 2007 investigated ECMI's action and research and its outputs and the evaluation realized in 2012 (the third one and subject of this report) focused on the impact of the work of ECMI on the example of the ECMI Georgia activities in minority issues.

It was decided that the 2012 evaluation should primarily concentrate on six projects conducted between 2007 and 2011, because projects conducted before that period were already subject of the second evaluation conducted in 2007.

ECMI, established in 1996, became operational in 1998. According to its mandate, it works academically and practically in the field of minority-majority relations in Europe. The centre consults governments, governmental and non-governmental organizations (NGOs) and provides analyses and information on minority issues. ECMI's headquarters are based in Flensburg, Germany; two regional offices are in Kosovo and Georgia.

ECMI's Georgia office opened in 2004 and concentrates primarily on the facilitation of a dialogue and good cooperation between the Georgian government and minority organizations, aiming at improving governance on minority issues. The evaluation of ECMI's Georgia activities focused on six projects realized between 2007 and 2012. The changes ECMI influenced in Georgia regarding minority issues through these projects were of special interest in this evaluation. In order to collect the necessary data for the evaluation, a five day field trip to Tbilisi, Georgia, (from June 18th – 22nd, 2012) was conducted.

In the following, the methodology applied for the evaluation will be explained, the subject of the evaluation will be specified and the results of the evaluation will be described. The findings are divided into three chapters, each focusing on one area of possible impact. The report concludes with a summary of the main results and recommendations.

1. Methodology

Impact evaluations require a sophisticated evaluation design. When assessing impact, one seeks to answer the question which changes a project brought, changes which would not be there without the project. In other words, when assessing impact, one also investigates what would have happened without an intervention. This is why designs of impact studies are always based on comparisons. There are different designs of impact studies with various forms of comparisons. The design applied depends on the organizational, financial and temporal resources available for an evaluation. The most adequate design would always be an experimental design (“Randomized Controlled Trial”) which allows applying the “double difference method”; that means the performance of two groups (one group under treatment - target group, and one control/comparison group) will be measured at two points of time. The first measurement takes place before the intervention) is applied (e.g. a development project, here ECMI’s projects) and the according data is called baseline-data. A second measurement takes place when impacts of the intervention are to be expected (in the context of development projects usually 3 - 5 years after the intervention). When there is no systematic and methodologically adequate baseline-data available, a “single difference method” can be applied, a so called ex-post-facto design. The difference investigated consists in the different groups (treatment vs. comparison group), the treatment group (TG) benefits from a project, and the comparison group (CG) does not benefit from the project, but both groups are similar and were identified only after the project implementation. Data collection does not consider difference in time as is the case in the double difference method.

It was not possible, to systematically investigate the impact of the ECMI Georgia activities through an impact evaluation as described above. There are various reasons for this: there was no adequate baseline data available, the short time period of the evaluation (May – July 2012) did not allow for the construction and analysis of target and comparison groups and some of the projects in focus of the evaluation are still running.

The evaluation, however, *focused on* impact. For this purpose ECMI Georgia’s work before 2007 was partially considered. This means that the interviews conducted contained retrospective questions, and that data from the years prior to 2007 was analysed, which helped to reconstruct the situation before the implementation of the six investigated projects.

The statements made in this report regarding impact must be seen in this light – they describe observations made, based on data analysis but the statements are not based on a systematic impact assessment which would have allowed for a clear cause and effect attribution.

1.1 The CEval evaluation approach to ECMI Georgia activities

At CEval Consult, evaluations are always theory-based in order not only to assess the performance of projects and programs but also to explain supporting and challenging factors for the success of projects. In the following, the theoretical basis of the activities of ECMI Georgia evaluation will be explained.

The evaluation is based on the CEval Evaluation approach, which is based on different theoretical models, explained in the following. The CEval evaluation approach understands social change (impact) as a transfer process that occurs essentially via organizations, and can be initiated or amplified by programs and projects within organizations. Following this logic, the concepts of organizational theory most suitable for explaining program impacts are those that conceive organizations as open social systems that are intended to be rationally structured in order to achieve specific goals. These organizations have a formal structure and employ a certain technology in order to align the activities of their members with the goals pursued. In this understanding organizations are open systems, which means that the environment (surroundings) as an external feature represents a further indispensable component of this conception².

The diffusion model forms part of the CEval evaluation approach, and is one such concept that conceives organizations as open social systems. The diffusion model follows the proven logic that an innovation (understood as an introduction of something new) is more likely to be adopted, the more compatible it is with existing conditions, the less complex and the more mature it appears to the users. The diffusion model can be translated into ECMI Georgia's context as follows: in order to examine whether the innovations introduced by ECMI (publications, political structures etc.) can successfully be adopted by Georgian minorities, government officials and other stakeholders, it is crucial to investigate the innovations' acceptance among these groups. That is, it needs to be analyzed if the innovations introduced by ECMI Georgia seem advantageous to their users, are easily to handle and whether the target groups can identify with the innovations and accordingly can adopt and apply them (also) without the support of ECMI Georgia. An important point in this context is the acceptance of ECMI Georgia's work among its stakeholders like minority groups and government officials (external acceptance). The internal acceptance is another decisive factor – only when ECMI Georgia staff is convinced of the innovations they produce, are these innovations likely to be adopted by other groups (stakeholders).

The impact model is a second concept which forms part of the CEval approach and was drawn upon to evaluate ECMI Georgia. The impact model aims to assessing the ability of an organization to develop and maintain structures that are effective in the long run, in interdependence with its environment. It evaluates the effectiveness of individual organizational elements as well as of the organization as a whole. Applied to the evaluation of ECMI Georgia that means that organizational elements such as communication (e.g. between ECMI staff, minority organizations and government staff), structures (e.g. of the ECMI office in Tbilisi) and processes (e.g. project planning and implementation) were investigated with respect to their effectiveness. Figure 1 is a graphic depiction of the impact model applied to ECMI Georgia.

² For more information please refer to: Stockmann (2008): Evaluation and Quality Development, Peter Lang GmbH, Frankfurt

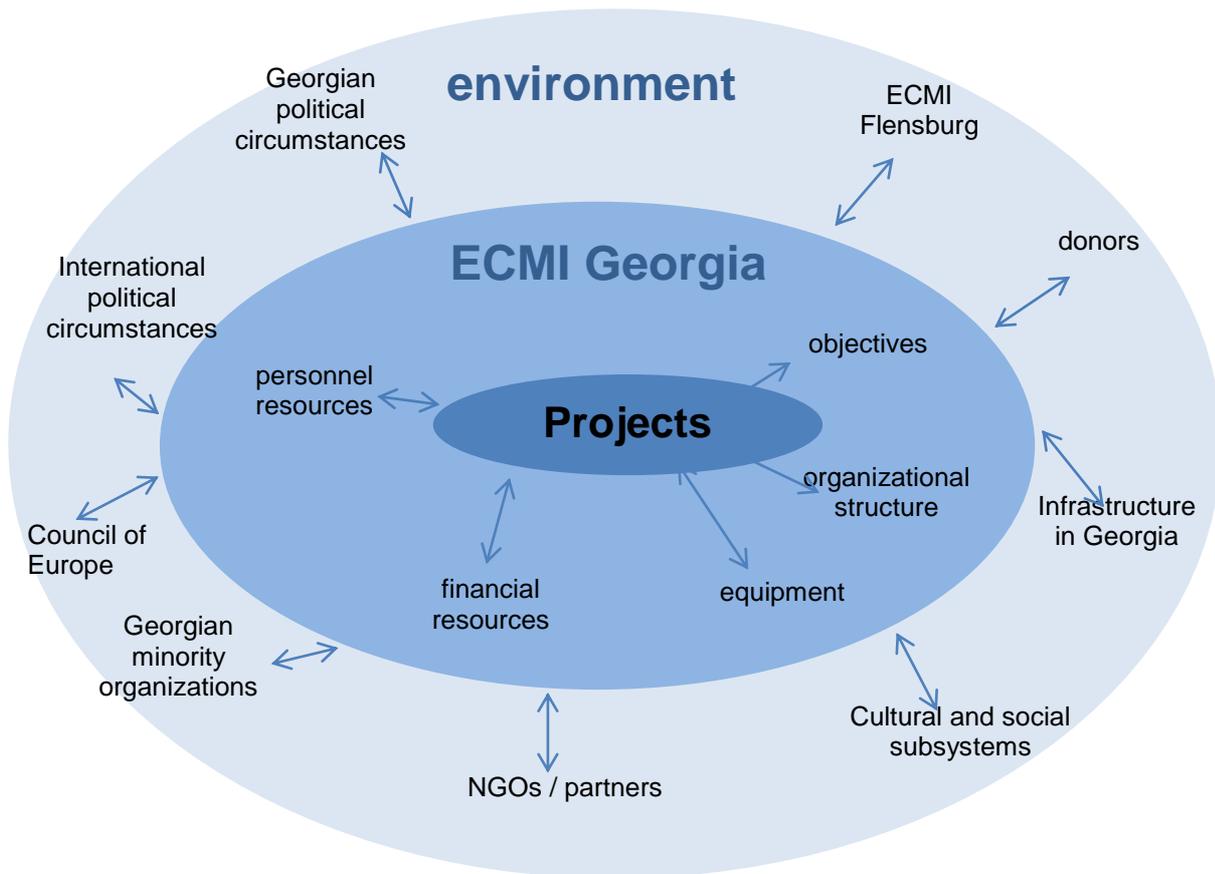


Figure 1: Impact model, applied to ECMI Georgia

Following the logic of the applied theoretical models, the evaluation report is structured as follows: First (chapter 2), the subject of evaluation will be described. Then, it will be explained how ECMI Georgia plans and implements projects (chapter 3) and following, the six projects under investigation will be described briefly and a first assessment of their impact will be given (chapter 4). A deeper analysis of the projects' impact follows in the subsequent chapters. Chapter 5 will describe the changes achieved by ECMI Georgia which touch upon structures and persons outside ECMI Georgia (external impact and acceptance) and in chapter 6 a comprehensive assessment of ECMI Georgia's project quality will be made. Finally, the findings will be summarized and recommendations will be deduced and presented (chapter 7).

2. Evaluation Subject

The subject of the evaluation was the performance of the ECMI Georgia office between 2007 and 2012. The evaluation focused especially on impact of six projects realized in this period. In the following, the evaluation subject will be described: first, the situation of minorities in Georgia will be depicted briefly, and second, a description of ECMI and ECMI Georgia will be made, stressing its characteristics relevant to the evaluation.

2.1 Brief Description of the Situation of Georgian Minorities

In Georgia around 16% of the population belongs to a minority group. The main minority groups are Azeris (6,5%), Armenians (5,7%) and Russians (1,5%). Kvemo Kartli and Samtskhe-Javakheti are the two provinces with the highest rate of minority population. In Kvemo Kartli around 55% of the population are minorities and in Samtskhe-Javakheti around 57% of the population belongs to a minority group.

For a long time minority groups in Georgia had their own schools with the according native language and Russian spoken, they lived in isolated regions and hardly participated in the Georgian public life, neither were they addressed by the Georgian state structures, that is, their concerns were not addressed by Georgian politics. This changed when President Saakashvili assumed office in 2004, and with him a pro-European government was installed. Georgia became a member of the Council of Europe (CoE) already in the year 1999 and since 2008 Georgia is an aspirant to the North Atlantic Treaty Organization (NATO). These facts show that the current Georgian government seeks an approximation to Europe, which results in a positive attitude towards the integration of minorities, which is a requirement for the desired approximation. Accordingly, ECMI works in a favourable political environment.

When Georgia joined the Council of Europe (CoE) the country committed itself to ratify several conventions (agreements). Among these was the “Framework Convention for the Protection of National Minorities” (FCNM), ratified by Georgia in the year 2005. The FCNM requires ratifying states to respect the rights of national minorities, e.g. by fighting their discrimination and by preserving minorities’ cultures. ECMI³ helps the Georgian government to implement the FCNM and also promotes the ratification of the European Charter of Regional and Minority Languages, which upholds the protection of minority languages but is not yet signed or ratified by the Georgian government.

In order to facilitate a successful implementation of the FCNM in Georgia, ECMI supports both, the Georgian government, and also Georgian minorities. On government-side, ECMI helps establishing Georgian government structures which enable the different actors (governmental and non-governmental) to address minority issues. ECMI furthers the competencies of the government structures in minority issues through trainings, seminars and publications. On the side of minorities, ECMI Georgia supports minority organizations to improve their ability to advocate their rights, ECMI gives capacity trainings to minority organisations and supports them in strengthening their position through associations.

³ In the following, the acronym ECMI refers to ECMI Georgia. Whenever a statement refers to ECMI in general, this will be made explicit.

ECMI further developed various publications, which are an important tool for minority groups and government officials alike. Accordingly, ECMI Georgia acts as a bridge between the Georgian government and Georgian minorities. In this function, ECMI Georgia facilitated establishment of a connecting structure between these two parties; a structure that is aimed at facilitating communication and collaboration between the Georgian government and Georgian minorities more directly. The most important body of this structure is the Council of National Minorities (CNM). This council is an umbrella organization of more than 100 minority organizations and individuals that mediates between government and minority organizations, it acts as a consultative body on behalf of minorities. The structures, as well as the publications and capacity trainings of ECMI, belong to the innovations referred to in chapter 1 which were investigated in this evaluation.

2.2 Brief Description of ECMI and ECMI Georgia

ECMI is an advisory organization with special knowledge of minority-majority relations in Europe, which it applies theoretically in publications and practically in diverse projects and information campaigns (such as study tours and conferences), working with governments and NGOs.

When ECMI first started its work in Georgia in 2004, the great majority of Georgian minorities did not consider themselves as Georgian citizens and mostly lived in isolated communities. This was especially the case for Georgia's most significant minorities: the Azeris who compactly live in Kvemo Kartli and the Armenians who compactly live in Javekheti. Both regions had a very poor infrastructure and were badly connected to Tbilisi and the rest of the country. The regions were not only geographically but also politically isolated; local governments hardly cooperated with the national government.

The re-establishment of this missing cooperation and communication between local and national authorities was one of the key objectives of ECMI at the beginning of its work. The national government under President Saakishvili showed a positive attitude towards minority issues and supported ECMI's work; today, communication between local and national governments is established.

However, the Georgian government still requires further capacity building regarding minority governance and minority rights and minority organizations need further capacity to actively participate in discussion on minority governance. ECMI is providing for both groups, on the one hand it is building the capacity among the civil society to address the government adequately and on the other hand it is supporting Georgian government officials to address minority issues successfully.

ECMI objective	Enhancing minority rights and minority governance in Georgia.
ECMI strategy to achieve its objective	1) Building the capacity among the civil society (minority organizations) to address the national government and collaborate successfully with the government on minority issues.
	2) Building capacity among officials of the national government to address minority issues successfully without external help, working directly with minority groups.

Box 1: ECMI objective and strategy

3. Project Cycle Implementation

In the following, it will be described how ECMI plans and implements projects. Since these proceedings are crucial for the success of ECMI's projects, the quality of the planning and implementation process will be assessed.

ECMI plans and implements projects based on the logic of the "ECMI synergy wheel". This project model is comprised of three components: standards, research and action. This means that ECMI's work is based on international standards concerning minorities. These standards lead the research pursued and the research eventually results in action (projects). A typical project cycle would start with ECMI conducting research on a topic of interest, compare the outcomes related to compatibility with international minority standards, and elaborate a publication (such as a working paper). This publication will then be discussed with different relevant stakeholders who voice their opinion and give advice to ECMI regarding possible projects. ECMI then incorporates the expertise of the relevant stakeholders when it comes to project planning, that is, to writing a project proposal. The proposal will then be submitted to interested donors and in the case of acceptance, the project will be implemented, funded exclusively by donors (e.g. the Ministry of Foreign Affairs of Norway), as ECMI Georgia does not have its own funding. During the implementation of projects, ECMI has a close exchange with its partners such as minority organizations and government officials. When necessary, projects will be adapted to changing situations, after consultation with donors and partners.

This approach indicates that ECMI considers and integrates relevant stakeholder perspectives when planning new projects and that ECMI's work is based on up to date research. This was confirmed in interviews: various interview partners confirmed that they were in consultations with ECMI on a regular basis before and during project implementation and that they gave feedback on ECMI's publications. All interviewees pointed out that ECMI's research was excellent. The close exchange with different stakeholders allows ECMI to consider the needs and interests of minority groups as well as of government officials at any stage. This way, the different groups develop ownership of the projects and support ECMI in its work. Accordingly, the ECMI synergy wheel is a very good basis concept for project planning and implementation. It does not only assure integrating international norms and standards in ECMI projects but also leads to continuous exchange with relevant stakeholders throughout all project phases.

However, this systematic exchange with stakeholders during projects does not continue after project termination. Although ECMI staff has close links to all its stakeholders and is always aware of the changing situations in the different regions, it does not conduct any ex-post evaluations to measure the success and the difficulties of its projects. Furthermore it does not actively and systematically monitor further development and sustainability of its project impacts. Neither does ECMI implement monitoring and evaluation systems during project implementation to control project processes, nor evaluations of projects. Considering the fact that ECMI encounters the same problem (the dependency on external support for introduced innovations/lack of sustainability) in almost all projects (see following chapters), a systematic monitoring and evaluation of its work would show the weak points and explain the challenge ECMI projects encounter. The information gained through monitoring and evaluation can help to identify how to overcome this challenge and it can be used to improve further projects. It is therefore recommendable to introduce a monitoring and evaluation system in

ECMI's work. As ECMI depends on donor funding, it should suggest the implementation of a monitoring and evaluation system to its donors, showing the advantages such a system would bring.

- ✓ The ECMI's project planning and implementation process works efficiently and leads to a high acceptance of ECMI's work among its stakeholders, which supports the projects' success. To improve the projects' sustainability and to work on difficulties, it is recommended to monitor and evaluate ECMI's work systematically.

4. Findings: Program and Environment

In order to assess the impact, one needs to define what impact is, meaning to differentiate between project output and impact. There are various definitions of input, output and impact and various models which in some cases differentiate between more than these three levels. In this report a common and easily understandable model is applied, the result chain - which is drawn for each project in order to make the impact description more comprehensible (whenever a project has two phases (predecessor and successor projects), there is one result chain).

Inputs are the resources invested into a project. Outputs are understood as the project tools and activities, the direct results of inputs. Outputs eventually can lead to impacts, which are understood as planned and unplanned positive and negative results of outputs. Impacts are in most cases the overall objectives of projects. The result chains drawn for each of the six evaluated ECMI projects are models and as such do not cover all inputs, outputs and impacts, but lists only those which are the most relevant ones for the following description.

As mentioned earlier, the evaluation focused on six projects realized by ECMI Georgia between 2007 and 2012. In the following, the projects under investigation will be described and a short assessment of their impact will be made⁴ (please refer to chapter 1 for the proper understanding of impact description in this report).

Project 1: Enhancing Minority Governance and Empowering Civil Society in Minority Regions in Georgia

Donor:	Ministry of Foreign Affairs of Norway
Implementation Period:	01.01.2007 – 30.06.2008
Project Budget:	€ 150.000

Project 2: Enhancing Minority Governance and Developing Civil Society in Minority Regions in Georgia

Donor:	Ministry of Foreign Affairs of Norway
Implementation Period:	01.06.2008 – 30.06.2009
Project Budget:	€ 250.000

⁴ In following chapters a deeper analysis of influential factors for impact will be made.

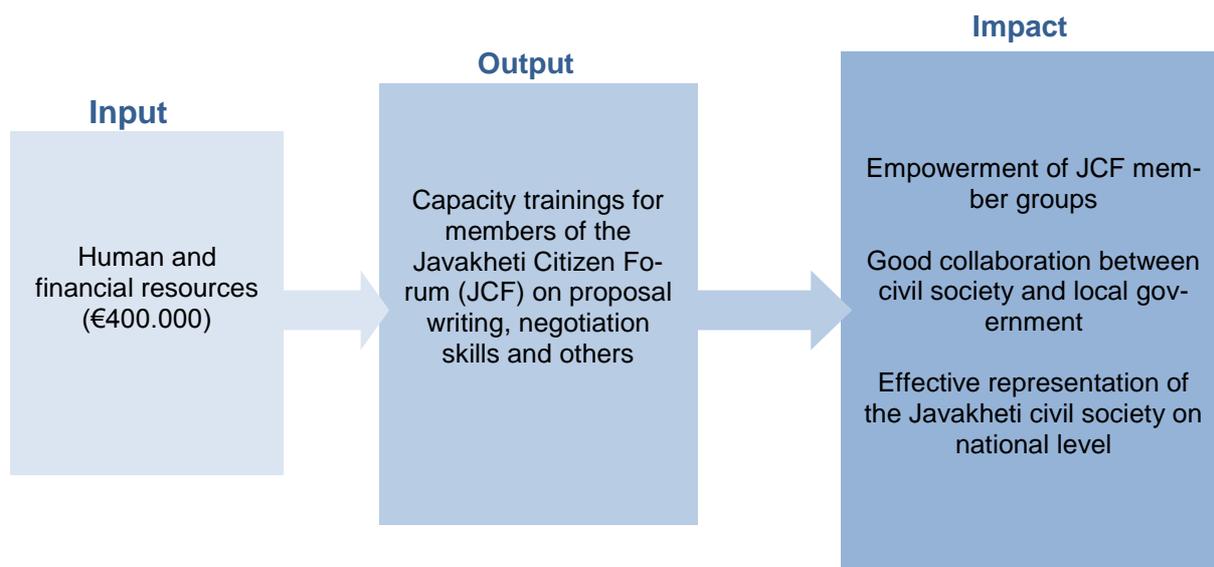


Figure 2: Impact Chain, Project 1 and 2

Projects **1** and **2** listed above, financed by the Ministry of Foreign Affairs of Norway aimed at building the capacity of minorities in the South-Georgian province Samtskhe-Javakheti for better integration. Around 54,6% of the inhabitants of Samtskhe-Javakheti are Armenians; more than 90% of them did not speak Georgian, which made this region a priority of integration efforts. rity policies.

The objective of programs **1** and **2** was the integration of Samtskhe-Javakheti by empowering civil society groups. The projects had a predecessor, and in the scope of this predecessor, in 2004, the Javakheti Citizens Forum (JCF) was established⁵. This forum unites 31 civil society organizations from Javakheti (Javakheti is a region of Samtskhe-Javakheti) and its objective is to act as a link (mediator) between the local government and the civil society. Also, the JCF is supposed to represent the interests of the Javakheti civil society on national level. ECMI Georgia supported establishment of the forum and within the context of projects **1** and **2** gave trainings to its members regarding organizational tools, such as proposal writing and negotiating.

The structures of the Javakheti Citizens Forum are good; they have a well functioning management and contacts with diverse governmental and non-governmental groups. According to a leading member of the JCF, the forum works well, that is, the JCF has a clear objective (participating in the local and national debate on minority issues) and its members are well prepared how to pursue it (collaborating with the local government and realize projects that make their concerns known to the public). According to this JCF member, the trainings provided through ECMI were an important support, in particular how to negotiate with the government, a skill which was of great importance. Also according to that member, before the ECMI intervention, negotiations between government and civil society were led aggressively, while now the negotiations are led constructively. This was confirmed by ECMI staff members.

⁵ The Tsalka Citizens Forum is a similar organisation established under another program. Because of the limited time available during the evaluation field trip, it was not possible to interview a member of this forum and accordingly, there cannot be made many statements as to the Tsalka Citizens Forum.

The JCF realized trainings and proved to the local government that it can function as a useful partner. An important impact of project 1 and 2 was the establishment of good collaboration and trust between JCF and the local government. A proof of trust is the fact that the forum does not have its own offices but negotiated with the local government to use two of their offices in the local administration building in exchange for trainings realized by the forum members for the local government employees. On national level, the JCF represents the interests of the Javakheti civil society via the CNM, which is another important impact, although partly ascribed to the predecessor project of projects 1 and 2. Only through the establishment of the JCF the different civil society groups in Javakheti were able to join their forces, which nationally put more weight to their concerns.

However, as financial constraints impede active involvement of the JCF on local and national level, these impacts are not likely to sustain. In two interviews with partners from ECMI Georgia, the Javakheti Citizen Forum was described as a good idea. However, it is not so active anymore because ECMI did not have more funding for civil society projects since 2011.

Another JCF member stated that the forum was not able to find sponsors for their projects and so far the forum worked only on voluntary basis and had difficulties to survive without funding. According to the interviewee, the difficulties in finding a sponsor were due to the missing interest of donors in this region. An interviewed ECMI staff member, however, disagreed on that and described that Javakheti was a region of great interest to many donors, but that the proposal writing skills of the forum's members were still not good enough to attract donors. The interview results indicate that the perception of the forum differs between forum members and outsiders. However, all interviewees agree that the JCF has difficulties to pursue its work.

Since the trainings implemented so far did not contribute to the development of the capacities among JCF members in writing successful project proposals and getting attention from donors, it is recommended to restructure the trainings in order to make them more effective. This could include different training topics and/or new didactic formats. For example, regarding proposal writing, the Georgian or English language could be an obstacle for minority members when it comes to good writing. Trainings from ECMI could include English or Georgian writing techniques. Members of the JCF as well as possible donors should be consulted to design and conduct more effective trainings.

Under projects 1 and 2 ECMI further consulted the Georgian government on minority issues, especially on the implementation of the Framework Convention for the Protection of National Minorities and on the repatriation of one minority group deported under Stalin in 1944. According to ECMI staff the government took ECMI's consultation in this regard seriously and ECMI could help shaping the repatriation process.

Project 3: Strengthening the State Capacity on Minority Issues

Donor:	Ministry of Foreign Affairs of Denmark in cooperation with the Council of Europe
Implementation Period:	01.01.2008 – 30.06.2009
Project Budget	€ 399.000

Project 4: Strengthening the State Capacity and Enhancing Public Consultation on Minority Issues

Donor:	Ministry of Foreign Affairs of Denmark in cooperation with the Council of Europe
Implementation Period:	01.07.2010 – 31.03.2013
Project Budget:	€ 647.200

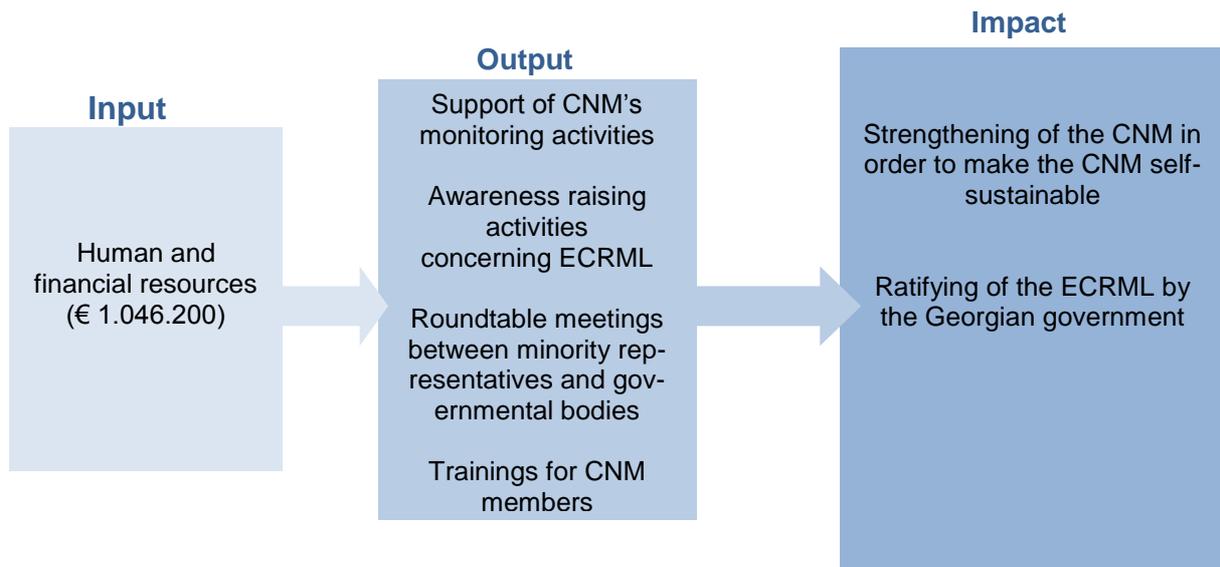


Figure 3: Impact chain, projects 3 and 4

Projects 3 and 4 were realized under Denmark's Caucasus Programme "Promotion of Judicial Reforms, Human and Minority Rights of Georgia in accordance with Council of Europe Standards", which was conducted under the Council of Europe auspices. In both projects ECMI was responsible for the realization of component three "Strengthening the state capacity on minority issues" (project 3), respectively "Strengthening the state capacity and enhancing public consultation on minority issues" (project 4). The objective of projects 3 and 4 on the one hand were to raise awareness concerning the FCNM and the European Charter for Regional or Minority Languages (ECRML) among government officials and among civil society actors and on the other hand to improve the self-sustainability of the Council of National Minorities.

Since the Council of National Minorities (CNM) was founded by ECMI during the predecessor project of projects 3 and 4 its foundation is not part of this evaluation. However, its performance since 2007 was investigated.

The CNM as an umbrella organization for national minority organisations and individuals is working under the auspices of the Public Defender's Office (PDO) Tolerance Center; it also has its secretariat in the building of the PDO. It was founded in 2005 and registered officially in 2006. The CNM has two support staff; an executive secretary and a coordinator. The executive secretary is seconded to the CNM by ECMI (since 2007), the coordinator is seconded by the United Nations Development Program (UNDP). The CNM today is the main

consultation body on minority issues to the government and its main objectives are “encouraging consultations and a dialogue between ethnic minorities and the government, offering recommendations and feedback in the process of elaboration of minority-related governmental policies and programmes; giving timely response in cases involving breaches of minority rights and/or emergence of conflict situations, developing recommendations for the Public Defender and other officials.”⁶

One of the CNM’s most important tasks is the monitoring of the action plan adopted by the Georgian government in 2009. This action plan is a practical guide for the realization of the “National Concept for Tolerance and Civic Integration”⁷ of the Georgian government which describes strategies of civil integration in Georgia, following the FCNM standards. In other words, the action plan is the practical guide for the realization of the FCNM and a central document for the integration of minorities in Georgia. ECMI supported the Georgian government in the compilation of the concept and the action plan and now supports the CNM in its monitoring activities.

The CNM monitors the implementation of the action plan, releasing a monitoring report of the implementation status each year right after the government releases its report (the first year was 2009, the second monitoring was done for 2010 and 2011 together). The two reports are made public on the same day in an official session, after which a third report is elaborated which comprises the recommendations of the CNM to the government. The complex task of monitoring the action plan is supported primarily by the non-governmental organization UN Association of Georgia (UNAG). UNAG introduced a monitoring methodology adopted from the NGO Freedom House and built the monitoring group of the CNM. This group consists of 8 representatives of the CNM and of 4 experts in the different thematic areas of the action plan. The integration of experts in the monitoring group is supposed to assure a successful monitoring, because, according to UNAG, the CNM by itself would not be capable to realize such an ambitious monitoring.

ECMI supports the CNM above all through its important network. In all interviews it was reported that ECMI counts with very good contacts and has an excellent reputation. ECMI’s contacts and reputation are very useful for the CNM when it comes to negotiations with the government and helps CNM to carry out their responsibility as a representative of minorities in Georgia.

Under projects **3** and **4** ECMI organized meetings for minority groups and government staff, for example the annual CNM conference. ECMI gave trainings to government officials regarding minority issues (e.g. on international expertise related to FCNM and other legal mechanisms) and published and disseminated various important information material, for example the compiled Constitution of Georgia in Russian, Azeri, Armenian and Georgian languages.

Through the projects, ECMI achieved to establish a constant communication between the Georgian government and minority groups via the CNM. Before 2008 the CNM was not actively involved in political decisions, now the CNM consults the Georgian government, which is an important impact.

⁶ See: http://www.tolerantoba.ge/index.php?id=1281619796&sub_id=1317642801 (18.07.2012)

⁷ Downloadable from the homepage of the Georgian government: <http://www.smr.gov.ge/docs/doc203.pdf> (19.07.2012)

However, the objective of the projects – the self-sustainability of the CNM – could not yet be achieved since it is unable to function without its various donors (UNDP, UNAG, ECMI). The CNM needs the financial support of its donors, and, more important in terms of sustainability, their expertise and advocacy.

The ECMI Georgia office one day will be closed down. If this happens any time soon, it will most probably result in a less effective way of working of the CNM. It is recommended to use the synergy between these two needs (the need to close down the Georgia office of ECMI and the need of the CNM to become self-sustainable) and consider to integrate ECMI staff into the CNM, funded by UNDP and UNAG, and possibly by one of the donors which counted on ECMI for the realization of their projects (e.g. the Council of Europe, or the Norwegian or Danish Ministry of Foreign Affairs). This way, the CNM would count with ECMI's deep knowledge concerning minority issues in Georgia and could also rely on the excellent contacts ECMI staff has.

As described above, projects 3 and 4 also aimed at awareness raising concerning the European Charter for Regional or Minority Languages (ECRML) among government officials. ECMI approached the topic with different stakeholders and could successfully raise awareness concerning the importance of the ECRML. However, ECMI could not impact on the Georgian government regarding its attitude towards the ECRML. The Georgian government made it clear to ECMI (and its partners) that at this stage (2010 they do not want to ratify the Charter. This situation shows how important the political goodwill is for the success of ECMI's work; that important changes depend on the attitude of the current government.

Project 5 (separate agreement to project 3): Provision of Trainings, Literature and Facilitation of the CNM Small Grant Initiative

Donor:	Ministry of Foreign Affairs of Denmark
Implementation Period:	17.03.2009 – 20.03.2010
Project Budget:	€ 99.000

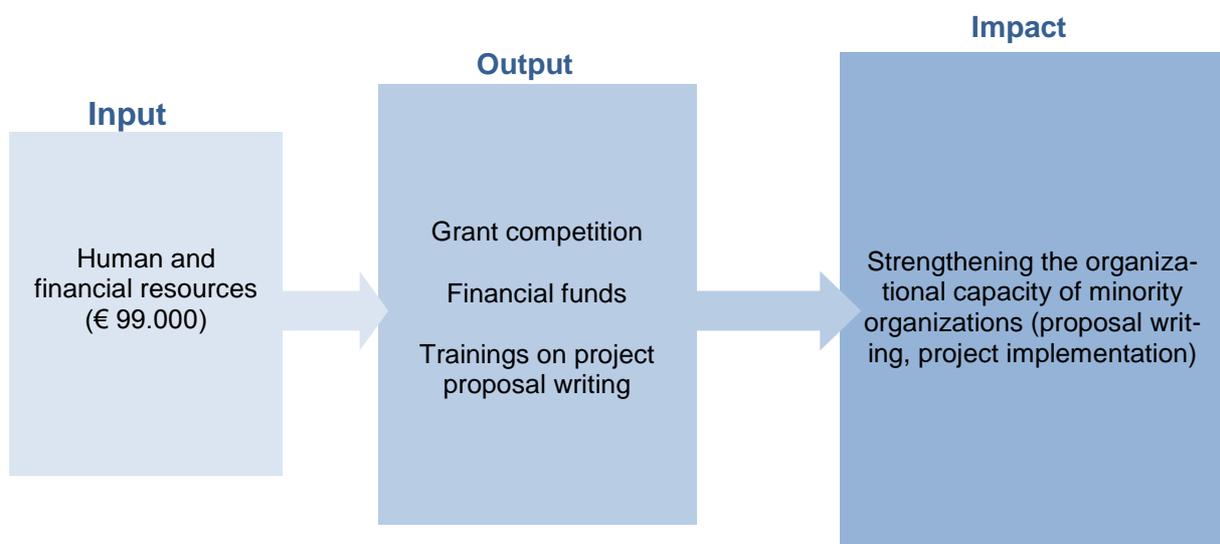


Figure 4: Impact chain, project 5

Project 5 was a separate agreement under project 3 and consisted of a small grant initiative. The small grants were offered by ECMI to member organizations of the CNM through a competition on project proposals, concerned with minority issues. The small grants were given to the winning projects based, inter alia, on the assessment of members of other minority organizations.

According to ECMI staff, those organizations that did win a small grant did not only receive financial funds for their proposed projects, but ECMI provided them with organizational support (e.g. proposal writing training) concerning the realization of their projects and advise in good project proposal writing. Conversely, this was not confirmed in interviews with staff of three organizations that won a small grant; they reported that they only received the financial support. Accordingly, only two outputs (financial support and grant competition) were achieved. Nevertheless, these two outputs were very important for the minority organizations, as was explained in all interviews with NGO representatives (7 interviews): minority organizations hardly have access to funding, accordingly the small grants from ECMI were a big help for them.

However, two NGO representatives and experts on minority issues stated that the small grants from ECMI were a good idea but not invested in a sustainable manner. They argued that investing a few thousand Euros in conferences and seminars (as happened in some of the funded projects) would not help the minority organizations in the long run and the grants therefore should have been better invested in more sustainable projects (e.g. training activities or publications), which would have sustainable impact.

Concluding, the targeted impact of the small grants – improving the professionalism of minority organizations in Georgia – is an objective that supports the overall strategy of ECMI. Minority organizations in Georgia mostly lack professional working methods (e.g. project planning and implementation methods or reporting procedures) and this lack hinders them to actively participate in the integration process. However, according to the information gained during the interviews, this objective was not achieved. The interviewees (representatives of minority organizations that won the small grant competition) were not aware that they were supposed to receive support beyond the financial one. Accordingly, their organizational development was not promoted or strengthened by ECMI.

Still, ECMI offered an important opportunity to the minority organizations which participated in the competition, as for many organizations it is the only source of funding. Hence, many of the funded projects would not have been realized without ECMI's help. ECMI's small grants were important for the organizations as the grants presented a motivation for them. As in the scope of this evaluation it was not possible to investigate further in the funded projects, it cannot be ascertained whether the small grant initiative had a sustainable impact through the funded projects. Should a similar grant competition be implemented by ECMI, the capacity building of the participating minority organizations should be reinforced, based on a needs assessment that assures that the organizations do not only get financial funding but receive effective capacity building.

Project 6: Election related Awareness Activities in Minority populated Districts of Kakheti Region of Georgia

Donor:	Council of Europe
Implementation Period:	01.04.2008 – 01.08.2008
Project Budget:	€ 44.462

In the mark of project 6 election awareness, activities were implemented in the regions of Kakheti and Samtskhe-Javakheti. Local election administration staff was trained according to its role and approximately 70 village meetings were held, where the election process was explained. Further, a comprehensive survey on voters' attitudes was conducted. Inter alia this study collected data on the origins of minority voters, on their information sources and how they perceive the election campaign.

During the evaluation, it was not possible to travel to Kakheti and Samtskhe-Javakheti. Thus, it is not possible to make any statements concerning the impact of the project. However, the sample size of the survey (3000) is impressive and important data concerning characteristics and attitudes of minority voters was collected. For example, the survey data showed that participation in elections differs hugely between the different minority groups, and so does their command of the Georgian language (e.g. 76,9% of Udis are fluent in speaking, reading and writing of Georgian and 92,1% of them participated in the 2003 parliamentary elections, on the other hand, only 48,4% of Azeri did so and of them only 9,8% has a good command of the Georgian language). The survey data is a precious source of information and it is highly recommended to build on it for further studies, combined with qualitative data. For example, for this year's election similar data could be collected and analysed together with data from 2008 and this way a trend study could be realized. This study could investigate into the changing tendencies of minorities regarding elections. A trend study could show developments of minority groups' attitudes and characteristics. On this basis, further election related awareness campaigns could target the minority groups more specifically and it would be possible to integrate minorities stronger into election and political campaigns (respecting and integrating their perspectives and needs).

✓ All investigated projects conducted by ECMI were important contributions to the improvement of the situation of minority organizations in Georgia., Annex 7.4 shows the interrelation of the different projects and how they all contribute to ECMI's overall objective. ECMI works in a favourable political environment and takes advantage of this situation by shaping the Georgian political landscape in a positive way regarding the situation of minorities.. In Georgia today, the projects conducted by ECMI are highly relevant.

An important limiting factor to the success and sustainability of the innovations is the capacity of the targeted stakeholders. Above all, the minority organizations lack expertise and professionalism and often are not able to function efficiently without the support of other institutions. As it is one of ECMI's aims to facilitate the dialogue between government and civil society, the capabilities of the civil society to participate in this dialogue are crucial. It is therefore recommended to reinforce ECMI's capacity building activities (i.e. trainings, consultancies) which focus on organizational capabilities of minority organizations, building on a detailed needs assessment.

5. Findings: External fields of impact

The success of projects (achievement of objectives and impact) depends on how the environment of the implementing organization accepts the projects. That is, target groups, partners, donors and other stakeholders need to be convinced of the benefit of the projects.

In the following, the acceptance of the six investigated projects among ECMI's stakeholders will be described and assessed.

5.1 Benefit of Target Groups

5.1.1 Definition and Reaching of Target Groups

As ECMI's objective is to facilitate a process that enhances good governance on minority issues, one of ECMI's two target groups is the Georgian government and the second target group are minorities in Georgia. Both target groups appreciate ECMI's work very much and describe ECMI as the most important or one of the most important partners.

ECMI reaches out to all minority groups. Through the CNM and ECMI's regional activities, ECMI is in constant exchange with members of different minority groups. However, ECMI's work focuses on those minority groups, which have the most members (e.g. Armenians) and not so much on smaller ones (e.g. Assyrians). ECMI would like to work with small minority groups but, could not find a donor for this kind of project yet. Accordingly, ECMI reaches all minority groups via the CNM but direct support focuses on major minority groups. Here, ECMI is confined by its donor's interests (emphasis).

5.1.2 ECMI Georgia Research

ECMI pursues two major activities: research and trainings. ECMI's research and the resulting publications often form the first step of new projects and enrich or even start important discussions on minority issues in Georgia. It is not only government officials who read and discuss ECMI's publications, but also members of minority organizations who learn about specific problems concerning themselves or other minorities and hence, get an important overview about the situation of minorities in Georgia, apart from their own group. In all interviews ECMI's research was described as excellent and outstanding. All interviewees confirmed that they regularly drew on ECMI's research, which would always contain very good analyses.

The experts on minority issues and members of minority organizations reported that ECMI research would often direct attention to a specific topic. Most recently, ECMI published a book on Meskhetians deported from Georgia, mentioned in most interviews as a good example of ECMI's innovative research. Further, ECMI did research on the situation of Roma in Georgia, again a research project often mentioned in interviews as innovative and important.⁸ When asked how the situation of minorities in Georgia would change without ECMI,

⁸ Both research projects (on Meskhetians and on Roma) were not part of one of the six investigated projects for this evaluation. They are named in this report because they were often mentioned in interviews.

most interviewees stated that without it there would be a gap concerning thorough and up-to-date research.

ECMI does not only publish the output of its own research but also supports the CNM and government institutions in publishing important documents and reports. Further, ECMI supports translation of these documents and reports. Under project 4 ECMI published the monitoring report of the CNM (see p. 17). The publication therefore is used by many people with different backgrounds. Therefore, it is important to present the content in a manner which is easily manageable and understandable. This is what ECMI did: it published a clearly structured and good designed monitoring report which presents CNM's work in a very professional way and facilitates the handling of the complex content. Under project 4, ECMI supported translation of the Georgian constitution into the Azeri, Armenian and Russian languages, and helped to distribute the publications.⁹ This way ECMI assured the access to crucial information concerning the principles of governance in Georgia for most minority groups in the country.

The interviewees rated ECMI's academic output as outstanding and very important for the national discussion on minority issues. All of them read several ECMI publications and those who were interviewed at their organizations' premises had various ECMI publications at hand. Furthermore they reported that the publications of ECMI offered very well investigated information. All interviewees stated that there was no institution in Georgia which could replace ECMI's research activity.

Accordingly, ECMI's research is a key tool for those working at all levels of Georgia concerned with minority issues. There is no similar source of academic and practical knowledge; ECMI is a unique institution regarding up-to-date research, fulfilling an indispensable task regarding information dissemination on minority issues in Georgia. ECMI has very positive impact through its profound and thorough research, as it brings important topics into discussion, as for example the repatriation of Meskhetians.

5.1.3 ECMI Trainings

A second important activity of ECMI was the implementation of trainings. Under the investigated projects 55 trainings were conducted, not counting the election related awareness activities. The trainings targeted different groups. The box below shows all target groups for trainings and lists three exemplary trainings for them.¹⁰

Target group	Trainings
CNM Member Organizations	<ol style="list-style-type: none"> 1. Training in project management 2. Training in advocacy, networking and negotiation 3. Training on minority issues for key members of the Council of National Minorities (CNM) on enhanced knowledge of the European standards for minority governance
Government of Georgia	<ol style="list-style-type: none"> 1. General training in European standards on minority issues

⁹ In annex 8.3 you find a list with all publications realized under the six investigated projects.

¹⁰ In annex 8.3 you find a list of all conducted trainings under the six investigated projects.

	<p>on enhanced knowledge of the European standards for minority governance among relevant government staff</p> <ol style="list-style-type: none"> 2. Seminar for key parliamentarians and government officials on the European Charter for Regional and Minority Languages 3. Training on modern technologies and e-governance tools
Government of Georgia and CNM	<ol style="list-style-type: none"> 1. Training “Minority Governance in Georgia and Experience of Visegrád Countries¹¹” 2. National Minorities and Local Self-Governance 3. Training on FCNM Implementation and Reporting Procedures in Georgia
Javakheti Citizens Forum member Organizations	<ol style="list-style-type: none"> 1. Training on strategic Planning and Fundraising 2. Training/seminar on civic integration and tolerance 3. Training on Communication and leadership skills
Tsalka Citizens Forum member Organizations	<ol style="list-style-type: none"> 1. Training on advocacy and communication skills 2. Specialized training on financial reporting/management 3. Training/seminar on organizational development and institutional capacity of NGOs
Roma Community of Georgia¹²	<ol style="list-style-type: none"> 1. Training on ‘General Human Rights’ 2. Training on social and educational issues and basic civil society structures and the principles and practices of the work of non-governmental organizations

Box 2: Target groups of trainings

ECMI’s trainings are very popular. All interviewees who participated in these trainings reported that they were very helpful and inspiring. Especially the fact that ECMI often invites foreign experts as trainers was stated as very enriching. Here, particularly those experts who reported about their own experiences, left a very positive impression on the participants (e.g. experts from Visegrád countries reported about how they handled the issue of minority languages). ECMI also realizes study trips, which were reported to be very useful and inspiring to follow the examples they showed (e.g. participants visited Denmark and learned how the Danish government handles issues concerning the German minority in the country). No interviewee mentioned any negative issues while everyone stated to have benefitted a lot from the trainings as they were introducing completely new things (e.g. how other countries manage the implementation of the FCNM, or what the ECRML means for Georgia).

Government staff mostly can apply the newly learned knowledge directly in their daily work. Sometimes training contents for government staff were not directly applicable but neverthe-

¹¹ Visegrád Countries are; the Czech Republic, Hungary, Poland and Slovakia.

¹² For Roma Community members only two trainings took place.

less valued as an useful information for their working processes (e.g. information on the European Charter for Regional and Minority Languages). The trainings for government staff provided the participants with important further knowledge on minority issues, for example showing them how other countries treat minority standards and how they implement them.

Trainings did not always show the desired effects among minority groups, e.g. when it comes to fundraising. The participants were mostly taught very practical topics such as project proposal writing or reporting (s. box 2 and annex 8.3). However, either the participants do not apply the learning content correctly or its application does not change their situation positively, as shows the fact that the JCF member organizations have difficulties to get access to funding other than from ECMI. In order to improve the effectiveness of trainings for minority group members, it is recommended to integrate their specific needs more detailed into the training concepts. Therefore, as already outlined in chapter 4, a systematic needs assessment will be required. Other crucial points for more effective trainings are the selecting of the right participants, the focusing on key outcomes and the practicability of the taught. ECMI might reconsider which should be the criteria for the selection of the right participants and it would also be recommended to revise the desired training outcomes, focusing on the most important ones. Further, trainings should be hands-on, e.g when training concerns project proposal skills, one can invite the participants to bring actual proposals they are working on.

✓ ECMI's research and publication activities are excellent and it is strongly recommended to continue this highly renowned and very important work.

ECMI's trainings have impact when they target the needs of the participants and give practical advice. However, it is very important to elaborate the trainings in a way that all participants can translate the learning content into practice. In order to assure its practicability, a needs-assessment among minority organizations is recommended

5.2 Impact on political structures

ECMI had a positive impact on political structures concerning minority issues in Georgia. It generated establishment of various organizations that work on minority issues and with the pressure of those organizations a political structure for minority policy was built. The institutions which either were established or supported in the course of the implementation of the projects 3 and 4 are the following:

- the Council of National Minorities
- the Javakheti Citizens Forum
- the Tsalka Citizens Forum
- the Department of Ethnic Relations in the State Ministry for Reintegration
- the Department on Human Rights, Minorities and Rule of Law under the National Security Council
- the State Inter-Agency Commission on the implementation of the National Concept for Tolerance and Civic Integration (SIAC)

The institutions and organizations form the political framework for minority governance in Georgia and offer a more open and direct dialogue between the Georgian government and Georgian minority groups and accordingly contribute considerably to the fulfilment of ECMI overall objective. In the following, the different institutions and their impact on minority governance in Georgia are described.

The Department of Ethnic Relations in the State Ministry for Reintegration and the Department on Human Rights, Minorities and Rule of Law under the National Security Council are two entities of the Georgian government which specialize, inter alia, on political questions concerning minorities. The existence of these two entities in the governmental structures allow for a consideration of minority issues in different political fields. Their specialization (on minority issues) integrates relevant perspectives regarding minorities in political discussions and decisions. Furthermore their focus on minority issues (resp. ethnic relations) secures an interest of the Georgian government in the exchange with minority organizations such as the CNM. Employees of the Department of Ethnic Relations in the State Ministry for Reintegration and the Department on Human Rights, Minorities and Rule of Law under the National Security Council assist in ECMI's trainings. Further, both institutions are involved in the implementation of the action plan on tolerance and civil integration and thus, play an active role in the implementation of good minority governance in Georgia.

The civil society minority organisations – the Javakheti and the Tsalka Citizens Forums were established to facilitate direct dialogue between minority groups in Javakheti and Tsalka and the local and national governments. The forums unite various minority groups and individuals of the two regions and this association of groups gives them a louder voice. The organizations in the forums learn from each other and work more strategically. ECMI made the Javakheti and the Tsalka Citizens Forum known in Tbilisi. The geographical distances in Georgia make it hard for NGOs from distant regions to get heard in the capital, which is why the backing of ECMI is very important for these organizations. ECMI further supports the forums by giving trainings to their members. Both forums allow the Georgian government and other institutions to collaborate directly with the large minority groups in Javakheti and Tsalka, and thus the managing of minority issues in both regions became easier with the establishment of the forums.

The CNM is the most important institution established with ECMI support. With the establishment of the CNM ECMI created a platform for minority organizations through which they can voice their concerns and participate actively in a dialogue with the Georgian government. The CNM consults the Georgian government on questions concerning minorities and also has a supervisory role, being responsible for the monitoring of the action plan (cf. below and chapter 4). Before the establishment of the CNM minority groups and government did not communicate directly with each other, neither was there an official channel through which minority groups could approach the government. The existence and work of the CNM accordingly changed the political landscape regarding minority issues in Georgia substantially and had considerable positive impact on the dialogue between minority organizations and the Georgian government.

The State Inter-Agency Commission on the implementation of the National Concept for Tolerance and Civic Integration (SIAC) unites 16 governmental institutions and entities which work together on the implementation of the National Concept for Tolerance and Civic Integra-

tion.¹³ This concept is the Georgian government's instrument to implement the FCNM in Georgia and the most important tool of this concept is the action plan which lists the steps to be taken by the Georgian government in order to implement the FCNM, that is, to translate the concept into practice. The realization of the action plan is monitored by the CNM and the connection between CNM (as representative of minorities in Georgia) and a governmental institution marks a significant new way of collaboration between the Georgian government and minorities in Georgia. ECMI is the major responsible for the establishment of the CNM and supported the establishment of the SIAC and hence, ECMI is responsible for the direct cooperation between minorities and government.

Figure 6 below shows an actors' map of the implementation of the FCNM which illustrates the complex structures and relations between the different stakeholders and ECMI's crucial role in this structure. The main tool for the implementation of the FCNM is the action plan, based on the National Concept for Tolerance and Civic Integration. The action plan is elaborated and distributed by the SIAC, with support from ECMI (ECMI consults the SIAC). The SIAC documents the steps taken of the action plan in a report. The steps taken to implement the FCNM are monitored by the CNM, again with support from ECMI, and also from UNDP and UNAG. Both reports (the report from SIAC on the steps taken and the monitoring report from CNM) are published and available for the public.

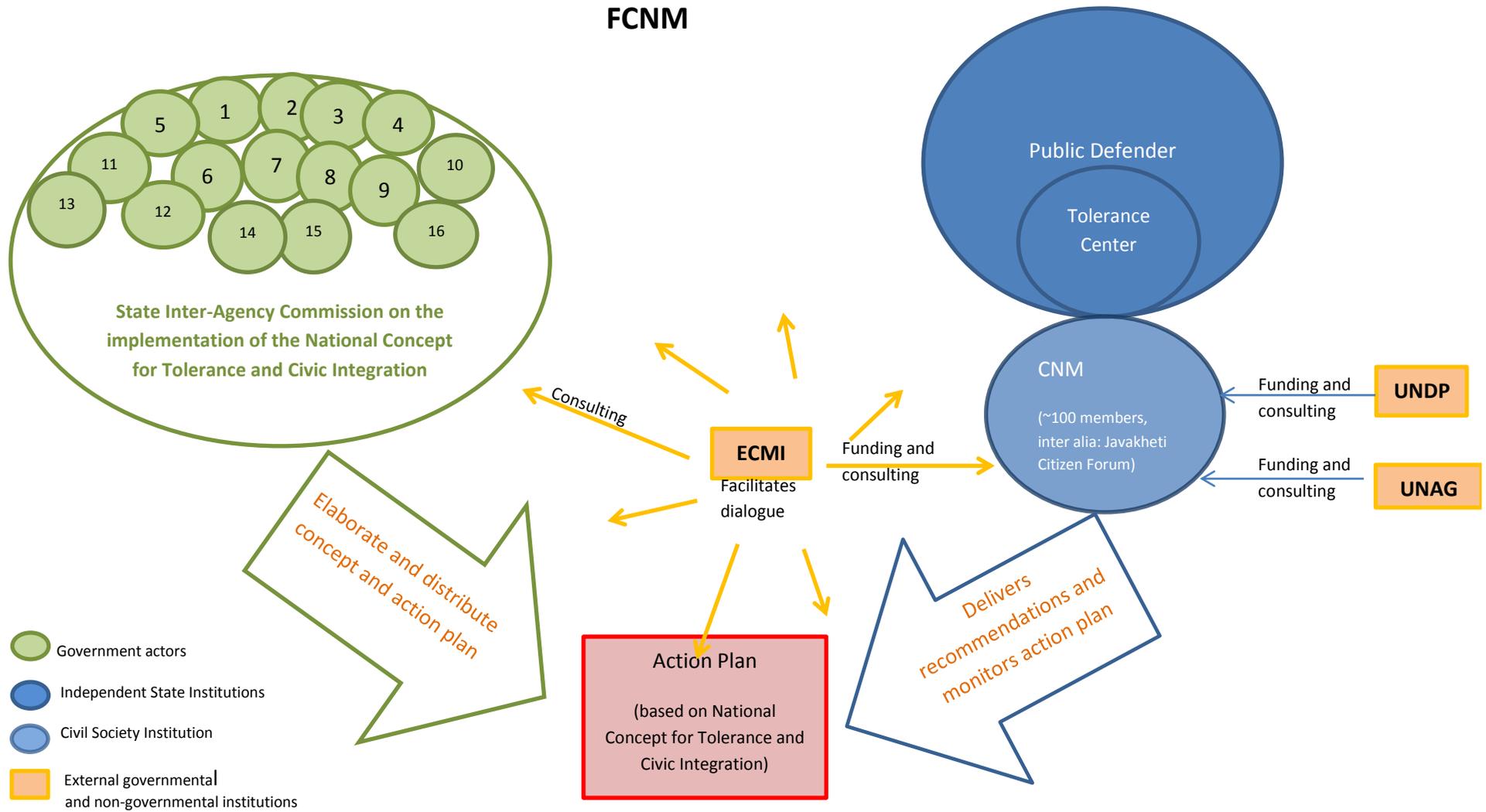
Albeit the very good achievements of ECMI, the built structures (and accordingly the impact) are not yet sustainable. Many of the built institutions could not yet work without ECMI or other donors. This applies to all minority group organizations (CNM; Tsalka and Javakheti Citizen Forum). Accordingly, once ECMI leaves the country, only the government institutions will pertain but the minority groups might lose their possibility of participation in the minority governance in Georgia.

✓ ECMI had an outstanding responsibility in the institutional landscape concerning minority issues in Georgia. Through its very effective institution building, ECMI achieved to form a new and highly constructive consultation process between the Georgian government and minorities in Georgia. It is very recommended that ECMI monitors this consultation carefully and aligns its further support to the special needs of the different actors.

¹³ Below you find a list of all member entities of the State Inter-Agency Commission on the implementation of the National Concept for Tolerance and Civic Integration.

Figure 6: Actors Map

Actors Map of the implementation of the FCNM



Member Institutions of the State Inter-Agency Commission on the implementation of the National Concept for Tolerance and Civic Integration (SIAC):

1. Office of the State Minister for Reintegration
2. Administration of the President of Georgia
3. National Security Council
4. Ministry of Culture and Monuments Protection
5. Ministry for Labour, Health and Social Affairs of Georgia
6. Teacher's Professional Development Center
7. Ministry of Education and Science of Georgia
8. National Examinations Center
9. Ministry of Regional Development and Infrastructure of Georgia
10. Ministry of Justice of Georgia
11. Ministry of Sports and Youth Issues
12. Ministry of Internal Affairs of Georgia
13. Central Election Commission
14. Public Defender of Georgia
15. Public Broadcaster
16. National Parliamentary Library of Georgia

6. Conclusion and Recommendations

6.1 Summary

- 1) **The ECMI synergy wheel is a very good project implementation tool.**
All of ECMI's projects are based on the synergy wheel consisting in standards, research and action. Accordingly, ECMI's projects are built on standards concerning minorities to which they pursue research and translate it into action. ECMI has a constant exchange with diverse stakeholders whose points of view influence project implementation. These factors lead to successful projects which encounter a strong acceptance among the different stakeholders.
- 2) **Political interests are crucial for ECMI's work.**
ECMI depends on the Georgian and on European governments to implement its projects. It is crucial for ECMI's work that the cooperating governments support its objectives. Accordingly, ECMI needs to handle sensitively the different interests of the governments and other stakeholders, as the interests of its two major stakeholders (government and minority groups) are sometimes opposed. The success of ECMI's work shows that it does so fruitfully.
- 3) **ECMI benefits minority group members with its excellent network.**
ECMI staff is renowned for its academic and multicultural skills and has very good contacts with both, government officials and minority group members. ECMI uses these contacts to facilitate dialogue and cooperation between the two groups.
- 4) **ECMI established the dialogue between minority groups and the Georgian government and put this dialogue on a firm ground.**
ECMI supported the establishment of the CNM, the Javakheti and Tsalka Citizen Forums and other institutions. These institutions allow for a direct communication between government and minority groups and build a structure for minority governance in Georgia. Through the six investigated projects ECMI supported government and minority group members in leading this dialogue and discussions between the groups successfully.
- 5) **ECMI's research is excellent and enriches the debate about minority issues in Georgia.**
Research conducted and published by ECMI is highly valued by its various stakeholders. ECMI research often sets the first impulse for important discussions on minority issues in Georgia and always brings new insights and substantiated analyses.
- 6) **ECMI could successfully disseminate important knowledge regarding the ECRML.**
Although the Georgian government doesn't want to ratify the ECRML yet, ECMI's information activities regarding the ECRML built awareness among important stakeholders of the importance of this Charter.

- 7) The small grants given by ECMI were not (as planned) linked to organizational capacity development for minority groups.
Although ECMI planned to link small grants given to minority groups to capacity training regarding organizational development, interview partners who won a small grant reported that their organization did not benefit from capacity training.
- 8) ECMI trainings are very popular but not in all cases successful.
ECMI trainings for government officials and minority group members are very popular and in many cases effective. Unfortunately, the important organizational capacity trainings for minority groups are not always successful and most minority groups still lack professional project proposal writing and implementation skills.
- 9) The Javakheti Citizens Forum and the CNM are not yet self-sustainable.
Neither the Javakheti Citizens Forum, nor the CNM can work yet without donors support. The organisations need financial support and guidance and are dependent on them. ECMI could not yet achieve its goal of the self-sustainability of the forums and the CNM.
- 10) ECMI does not monitor and evaluate its work systematically.
ECMI has not implemented a monitoring system for its projects neither does it evaluate its work. This way, important information on success factors and limiting factors cannot be used for project improvements.

6.2 Recommendations

- ✓ Referring to point 5 above: ECMI should stimulate the debate on minority issues in Georgia by investing skills and time in its excellent research and publications.
- ✓ Referring to point 7 above: In order to make future small grant initiatives more successful, ECMI should make the link between grants and capacity trainings stronger.
- ✓ Referring to point 8 above: Trainings for members of minority groups should be tailored to their needs in order to be more effective. ECMI should realize a needs assessment, asking members of minority groups for their needs, but also asking possible donors (to minority groups) for their opinion of the needs of minority groups.
- ✓ Referring to point 8 above: ECMI should reconsider which could be the criteria for the selection of the right participants and it is also recommended to revise the desired training outcomes, focusing on the most important ones. Further, trainings should be hands-on, benefitting participants directly in their daily work.
- ✓ Referring to point 9 above: ECMI should consider merging ECMI and CNM when the ECMI office in Georgia will be closed down. This way the CNM would get the necessary personnel resources (skills, knowledge, contacts) to function self-sustainable. As

UNAG and UNDP are important donors for the CNM, a possible future-strategy of the CNM should be discussed with these two groups.

- ✓ Referring to point 10 above: In order to make ECMI's work more effective, ECMI should introduce a monitoring and evaluation system for its projects.

7. Annex

7.1 List of Interviews

Interview	Name	Position
I 1	Mr. Tom Trier	Director ECMI Caucasus (on leave)
I 2	Ms. Ewa Chylinski	Acting director of ECMI Caucasus
I 3	Ms. Shorena Kobaidze	ECMI Programme Manager
I 4	Mr. Giorgi Sordia	ECMI Programme Manager
I 5*	Ms. Maka Khvichia	Head of Department; Office of the State Minister for Reintegration
I 6*	Mr. Mikhail Aidinov	Director of Association of Russian Speaking Journalists/Coordinator of Leaders of National Minorities
I 7	Mr. Arnold Stepanian	Director of PMMG
I 8*	Mr. Agit Mirzoev	ACICC Leader
I 9*	Ms. Bella Osipova	CNM Executive Secretary (seconded by ECMI)
I 10*	Mr. Koba Chopliani	CNM Coordinator (seconded by UNDP)
I 11*	Mr. David Adamov	Director of Assyrians of Georgia Association
I 12	Mr. Ramaz Aptsiauri	Programme Director and co-founder of UNAG
I 13**	Mr. Zaur Khalilov	Director of Civil Integration Fund
I 14***	Ms. Seda Melkumian	Director of Javakheti Citizens Forum
I 15	Mr. Boris Wodz	Council of Europe Head of Georgia Office from 2008-2011
meetings		
M 1 Steering committee meeting in the frame of program 6: Strengthening the State Capacity and Enhancing Public Consultation on Minority Issues	Ms. Baia Pataraiia	International relations and legal assistance division of Ministry of Justice
	Ms. Lela Goginava	Head of the Council of Europe Division, Ministry of Foreign Affairs of Georgia
	Ms. Anna Pashalishvili	Deputy Secretary Advisor, National Security Council
	Ms. Maia Khvichia	Head of Division, Office of the

		State Minister for Reintegration
	Mr. Nodar Tangiashvili	Head of Department, Office of the State Minister for Reintegration
	Mr. Ulrik Birk-Petersen	Danish Ministry of Foreign Affairs
	Ms. Natalia Voutova	Head of the Unit of Legal and Human Rights Development, Justice and Legal Co-operation Department, Council of Europe
	Ms. Milica Vesovic	Project Manager Legal and Human Rights Development Unit
	Ms. Gvantsa Gedenidze	Administrative Assistant
	Mr. Tamar Abashidze	Project Officer
	Ms. Ewa Chylinski	Acting director of ECMI Caucasus
	Ms. Shorena Kobaidze	Project Manager, ECMI
	Ms. Sarah Klier	CEval Consult

* Interviews conducted with a translator (Georgian – English) from ECMI (Ms. Maryam Samkharadze)

** Interview conducted with a translator (Russian – English) from Civil Integration Fund (Ms. Tamuna Gogorishvili)

*** Interview conducted with a translator (Russian – English) from the Georgian Ministry of Refugees (Mr. Konstantine Peadze)

7.2 Time Schedule

	8.00 – 9.00	9.00 – 10.00	10.00 – 11.00	11.00 – 12.00	12.00 – 13.00	13.00 – 14.00	14.00 – 15.00	15.00 – 16.00	16.00 – 17.00	17.00 – 18.00	18.00 – 19.00	19.00 – 20.00	20.00 – 21.00
Monday, 18.06.12	Travel vom Frankfurt, Germany to Tbilisi, Georgia												I 1
Tuesday 19.06.12		I 2	I 3	I 4				I 5					
Wednesday 20.06.12			I 6	I 7	M 1			I 8	I 9				
Thursday 21.06.12			I 10	I 11			I 12	I 13					
Friday 22.06.12							I 14						
Saturday 23.06.12	Travel from Tbilisi, Georgia to Frankfurt, Germany												
Thursday 12.07.12							I 15						

7.3 Trainings and Publications in the Mark of the six Investigated Projects

Project 1: Enhancing Minority Governance and Empowering Civil Society in Minority Regions in Georgia

Trainings:

- Project proposal development specifically on the LFA matrix, on financial reporting and on advocacy.
- Training on strategic Planning and Fundraising
- Training on methodology of information campaigns
- Training on project design and project cycle focusing on project proposal writing, project implementation and monitoring
- Training on advocacy and communication skills
- Training on financial reporting methodology
- Training on communication and office management
- Training/seminar on civic integration and tolerance

Publications:

- In partnership with the Georgian Young Lawyer's Association, publication of information flyers in three languages (Armenian, Georgian and Russian) on land privatization was prepared for distribution to population;
- Research paper on the inter-ethnic situation in Tsalka, Jonathan Wheatley, Working Paper #36, Two languages: in English and Russian;
- ECMI Working Paper #42 Georgia and the European Charter for Regional or Minority Languages, Jonathan Wheatley, Russian, English and Georgian languages;
- No Way Out: An Assessment of the Romani Community in Georgia, Working Paper #39, David Szakonyi;
- An Issue Brief (#16) on the situation of ethnic Russians in Georgia;
- Research trips and interviews conducted with Avars over issues of land privatization and the granting of citizenship and with Kists in the Pankisi Gorge about relevant themes for the handbook. Additional field trips were taken to Batumi, Kutaisi, various rayons of Kakheti region, Tsalka, and northeast Turkey to gather information for the handbook. Preparation of minority handbook completed by the end of 2008;
- Working paper on eco-migration prepared and translated into Georgian and published in Georgian and English;

Project 2: Enhancing Minority Governance and Developing Civil Society in Minority Regions in Georgia

Trainings:

- Training on Communication and leadership skills
- Training on 'Consensus – Facilitation of multilateral Negotiations'
- Training/seminar on project management
- Training/seminar on organizational development and institutional capacity of NGOs
- Specialized training on financial reporting/management
- Training on 'General Human Rights'
- Training on social and educational issues and basic civil society structures and the principles and practices of the work of non-governmental organizations
- Training on social and educational issues and basic civil society structures and the principles and practices of the work of non-governmental organizations

Publications:

- ECMI Working Paper #43-Institutions of Georgia for Governance on National Minorities: An Overview, Giorgi Sordia, Georgian and English languages;
- ECMI Working Paper #44- The Integration of National Minorities in the Samtskhe-Javakheti and Kvemo Kartli provinces of Georgia Five Years into the Presidency of Mikheil Saakashvili, Jonathan

Wheatley, Russian, English and Georgian languages;

- ECMI Working Paper #45- Ossetians in Georgia In the Wake of the 2008 War, Giorgi Sordia, English and Georgian versions;
- ECMI Issue Brief #22- The Recent Flow of Asylum-Seekers from Georgia to Poland, Jenny Thomsen, English and Georgian languages;
- ECMI Issue Brief #21- A Way Out? Initial Steps Towards Addressing Romani Issues in Georgia, Giorgi Sordia, English and Georgian languages;
- ECMI Working Paper #46- National Minorities and Educational Reform in Georgia, Aideen Roche and Salome Mekhuzla, Georgian, English and Russian languages.

Project 3: Strengthening the State Capacity on Minority Issues & Project 5: Separate agreement to project 3: Provision of Trainings, Literature and Facilitation of the CNM Small Grant Initiative

Trainings:

- Training in project management
- Training in advocacy, networking and negotiation
- General training in European standards on minority issues on enhanced knowledge of the European standards for minority governance among relevant government staff
- Two days training on minority issues for key members of the Council of National Minorities (CNM) on Enhanced knowledge of the European standards for minority governance among relevant CNM members
- One day training on Minority Issues for municipal authorities in Kakheti Region for the introduction of the municipal authorities to basic issues on minorities
- Two days general training in European Standards on minority Issues; Enhanced knowledge on Minority Governance in Europe, namely on issues of the Language and Culture protection & Promotion among relevant government bodies
- Two day training Seminar for the Members of the Inter-Agency Commission on Issues of National Minorities and Public Broadcasting, entitled "Minority Governance- Media and Educational Standards in Europe"
- One day Training seminar on minorities in international law
- One day seminar on European models for political participation on enhanced knowledge of the European models for political participation
- One day Seminar on models for self-governance and autonomy;
- Two day training Seminar entitled "Minority Governance in Europe- Cooperative Approach- principles, negotiations and agreements in the spheres of Media, Education and Language" for the State Inter-Agency Commission on Issues of National Minorities and CNM members
- General training in European standards on minority issues on enhanced knowledge of the European standards for minority governance among relevant government staff
- Two day training Seminar for the Members of the Inter-Agency Commission on Issues of National Minorities and Public Broadcasting, entitled "Minority Governance- Media and Educational Standards in Europe
- Seminar for key parliamentarians and government officials on the European Charter for Regional and Minority Languages
- One day seminar on European models for political participation on enhanced knowledge of the European models for political participation
- One day Seminar on models for self-governance and autonomy
- Two Day Training on Education/Languages Issues for the State Inter-Agency Commission and CNM members

Publications:

- Working Paper # 46 "National Minorities and Educational Reform in Georgia" (available in English, Georgian and Russian languages).
- In collaboration with the Advisory Committee for the Framework Convention (ACFC), *Commentary No. 2* on the effective participation of persons belonging to national minorities in cultural, social and economic life and in public affairs was translated from English into Georgian. It is envisaged that the ACFC will shortly publish the Georgian version of the Commentary.
- Law of Georgia on Gender Equality (translated into English)

- CNM Quarterly Newsletter (three issues have been written and distributed in Georgian and Russian languages)
- Minority Portraits – Brochure displaying diversity of Georgian minorities

Project 4: Strengthening the State Capacity and Enhancing Public Consultation on Minority Issues

Trainings:

- Two days workshop for the members of the SIAC on Gender mainstreaming issues
- Seminar on European standards for minority governance
- Trainings on PR/ media technologies
- Training in Project Management
- Training in Gender Mainstreaming
- Training on modern technologies and e-governance tools
- Training “Minority Governance in Georgia and Experience of Visegrad Countries
- National Minorities and Local Self-Governance
- Training on FCNM Implementation and Reporting Procedures in Georgia
- Training on Policy Management

Publications:

- The State implementation report for 2010 on the National Concept of Tolerance and Civic Integration had been translated into 4 languages and printed (Russian, Georgian, English, Armenian, Azeri);
- Minority Photo Catalogue covering eight European Diaspora groups had been produced in English language;
- Minority Mainstreaming Manual for the South Caucasus has been produced and printed in English language;
- Minority Mainstreaming Manual for Georgia has been produced and translated into Georgia Language;
- Compiled Constitution of Georgia had been produced and printed into 3 minority languages (Russian, Armenian, Azeri);
- The Glossary on Minority related terminology was produced and disseminated among the relevant partners as well as institutions and universities;
- Minority Calendar for 2012 has been produced and printed;
- National Minorities and the Media Situation in Georgia, ECMI Working Paper #52: Tobias Akerlund, January 2012;
- Resettlement of Ecological Migrants in Georgia: Recent Developments and Trends in Policy, Implementation, and Perceptions, ECMI Working Paper #53: Justin Lyle, January 2012;
- Chinese in Georgia, ECMI Working Paper #54: Jiayi Zhou, January 2012
- South African Boars in Georgia? ECMI Working Paper #55: Conor Prasad, January 2012;
- Islam and Religious Transformation in Adjara: ECMI Working Paper #57: Thomas Liles, February 2012;
- Georgia’s Muslim Community: A Self-Fulfilling Prophecy? ECMI Working Paper #58: Conor Prasad, February 2012;
- The State implementation report for 2011 on the National Concept of Tolerance and Civic Integration had been translated into 4 languages and printed (Russian, English, Armenian, Azeri)

Project 6: Election related Awareness Activities in Minority populated Districts of Kakheti Region in Georgia

Trainings:

- Training to support the PEC members to develop the knowledge and appropriate skills on Election Day procedures

Publications:

- Brochure on voting procedures in 4 languages (Russian, Armenian, Georgian, Azeri)

7.4 Impact Chain, all projects

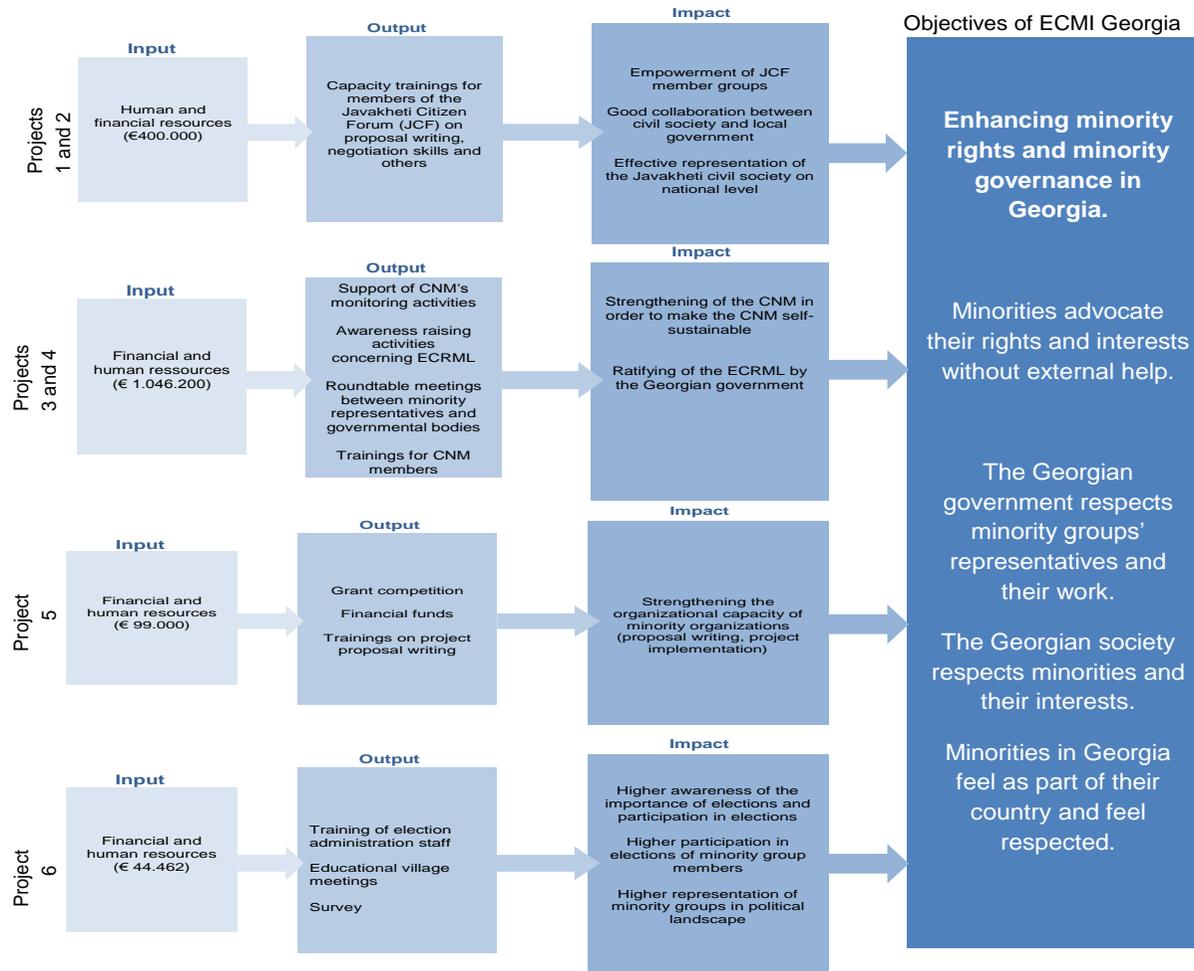


Figure 7: Impact Chain, All Projects