

ASSESSING THE IMPACT



KOSOVO'S COMMUNITY SAFETY ACTION TEAMS

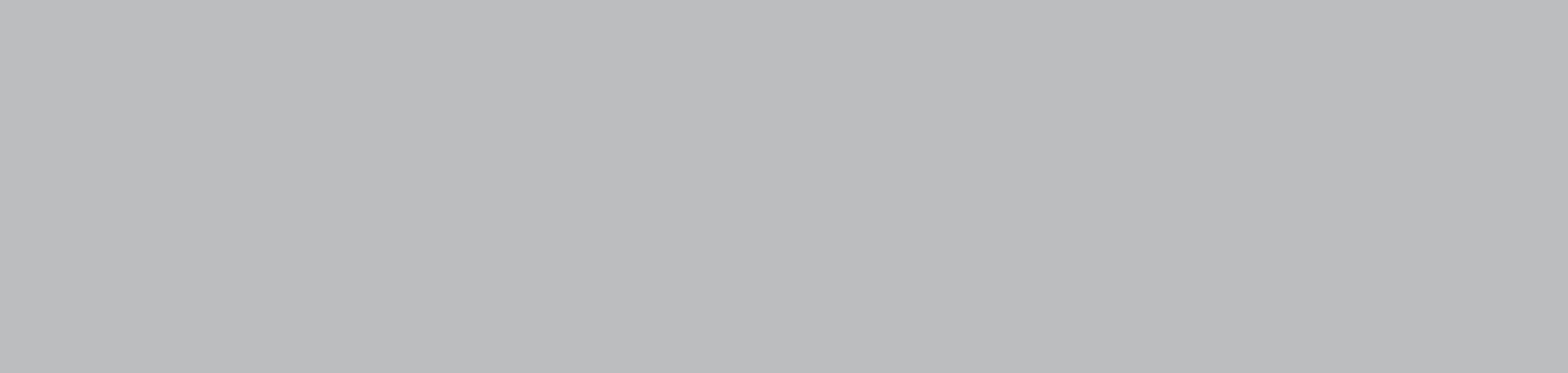


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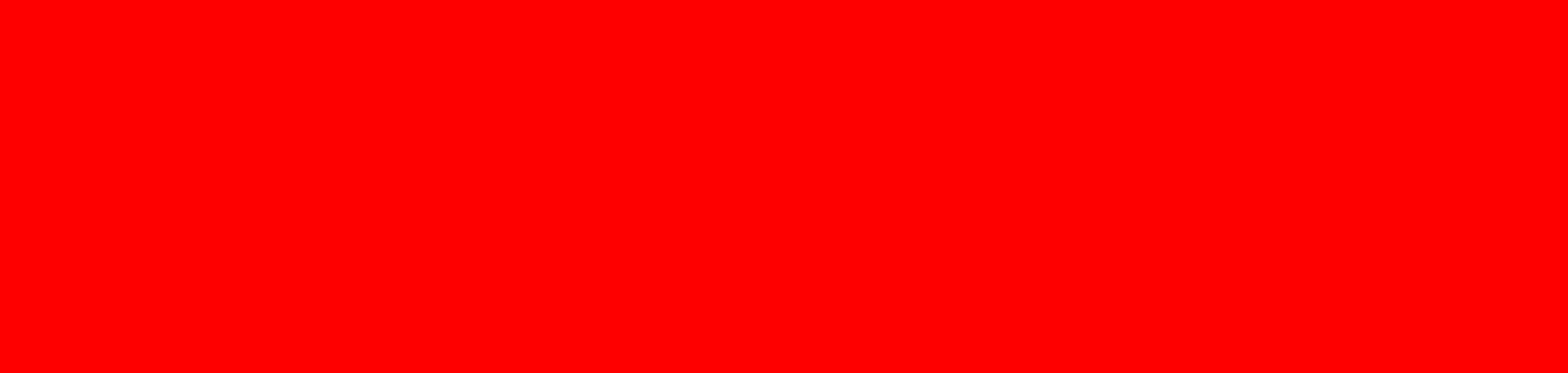
ACKNOWLEDGEMENTS

The Community Safety Action Teams Programme Team would like to thank the CSATs themselves, for their never-ending dedication to reducing crime and increasing safety in their communities with commitment and diligence, and for seeking every day to improve the quality of life for those in their cities, towns and villages.

The Team would like to thank the United States Department of Justice/ICITAP and the OSCE Mission in Kosovo Department of Public Safety for their fervent commitment to improving safety and liveability for all communities through their support of this important programme and the work that it undertakes.

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The Programme Team would also like to thank all of those individuals who have contributed to the development and implementation of the CSATs programme. Specific thanks go to (in alphabetical order); Hana Bajrami, Steve Bennett, Visar Dermaku, Tamara Duffey, Shqipe Durguti, Julie Fleming, Jirina Foltysova, Erduan Gjigolli, Remzije Ibrahim, Marija Jović, Monica Llamazares, Betim Llapashtica, Nikola Pajović, Anna Richards, Ardian Veseli, Bedri Xani, Arbernorë Ymeri and Ymer Zagragja, as well as the CSATs themselves, for their invaluable contributions throughout the design, research and writing of this Assessment.



FOREWORD

As people, we all have a right to live in safety, with freedom of movement and quality of life. Following the Kosovo conflict, individuals experienced a sense of insecurity in their communities due to a combination of crime and safety issues, as well as mistrust in their security providers.

In order to effectively identify and address these insecurities, we must work together in partnership with our communities, local government and police, to engage in prevention and problem solving efforts. In 2003, the United States Department of Justice International Criminal Investigative Training Assistance Program (USDoJ/ICITAP), in partnership with the OSCE Mission in Kosovo Department of Public Safety, initiated the 'Community Safety Action Teams' (CSATs) programme as a pilot in four (4) municipalities of Kosovo. This programme grew from the vision of Mr. Steve Bennett who, at that time, was Director of the Kosovo Police Service School (now the Kosovo Centre for Public Safety Education and Development (KCPSED). This vision to build the Kosovo Police Service (KPS) as a democratic police service working in partnership with communities and municipalities was complemented by the experience of a highly professional team of international experts in developing community safety initiatives, forming the basis for the CSATs programme in Kosovo. Now present in 20 municipalities, CSATs are comprised of concerned residents, police officers and municipal officials, who come together to work in partnership with other relevant stakeholders to identify and implement solutions to the safety and security problems they face in their communities. Based on the philosophy of community-oriented policing and the thinking of Sir Robert Peel that "the people are the police and the police are the people," CSATs function as a bridge between the inhabitants and institutions, working on issues as diverse as the environment, traffic safety, poor living conditions in non-Albanian communities, and anti-social behaviour in schools. They continue to achieve success, improving the lives of those that they involve and forming sustainable and trusting partnerships as they work.

Building the capacity of local people to address their own concerns in this way presents a valuable opportunity for sustainable development. In summer 2007, a comprehensive study was initiated in order to assess the impact of CSATs on community safety in Kosovo. This report presents the findings of the study, analysing both the successes and challenges of the programme. It also identifies ways for the programme to move forward to a time when all the communities of Kosovo are equipped, ready and willing to address community safety concerns in co-operation with the police, municipal authorities, and other institutions responsible for ensuring safety and security in Kosovo.

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EXECUTIVE SUMMARY

This report assesses the impact that CSATs have had on safety, security and liveability in the municipalities where they operate, between 2003 and 2007. It represents the main findings of research undertaken during 2007 and 2008, focusing on issues of traffic safety, environmental safety, KPS and community relations and interethnic relations. The report also analyses the main strengths of the programme, the challenges that it and the CSATs face, and identifies a number of recommendations to strengthen the work of the CSATs in the future.

CSATs have had a significant impact on traffic safety, implementing several projects that concentrated on this issue. CSATs have installed road signs, created pedestrian crossings and built sidewalks, assisting in creating the basic preconditions for improved levels of safety on the roads, both for pedestrians and motorists. Further, CSATs, along with KPS officers, have been successful in raising awareness of traffic issues amongst Kosovo's youth. As a result, the majority of CSATs participants and beneficiaries interviewed perceive levels of traffic safety to have improved locally. However, this report notes the need for full commitment from municipal authorities and other relevant stakeholders in order to achieve a sustainable improvement in levels of traffic safety in Kosovo.

CSATs have also had a great deal of success in making improvements to local environmental conditions. By undertaking a number of clean-up operations and other environment-focused projects, they have been able to improve the visual environment, decreasing the risks caused by inappropriate rubbish disposal and the dangers posed by stray dogs, a problem associated with excess rubbish. Public awareness of environmental issues appears to be increasing, and the level of involvement in these projects is encouraging. CSATs have also been able to positively influence the attitudes of Kosovo's youth in relation to environmental issues. As such, this report also notes the need for more sustained input from municipal authorities, both with regard to rubbish disposal and the measures necessary to deal with stray dogs in the long-term.

As a result of the inclusive approach that CSATs have taken, they have also been able to positively impact on interethnic relations in several communities. By including members of different communities in their formation, and by working with and for non-Albanian communities when implementing projects, CSATs have been able to build cooperative and trusting partnerships, improving levels of trust, communication and freedom of movement.

CSATs have also proved active in building relationships between the youth in different communities, something that is necessary for long-term co-operation.

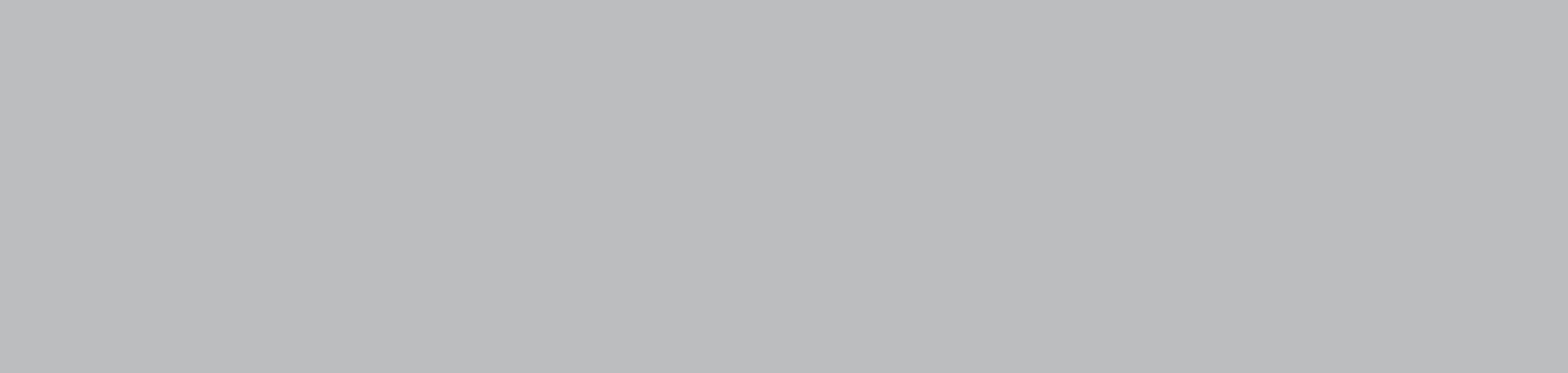
By assisting in implementing the philosophies of community policing, and bringing the KPS and residents together on a regular basis to work on projects, CSATs have achieved an increase in communication, co-operation and trust between the community and the KPS. However, this report also notes the need for an increased commitment to the practical implementation of community policing in order for the KPS to inspire full public trust and confidence.

This report also shows that CSATs have proved successful in creating sustainable partnerships between various security and safety providers in Kosovo and the communities in which they work. By bringing the authorities together with Kosovo's inhabitants in order to work together and implement solutions to community problems, awareness of common problems has increased and communications between and within communities has improved. This report also notes the need for CSATs to receive the financial and logistical support necessary for ongoing and increased success.

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1. INTRODUCTION

In order for safety and security concerns to be effectively addressed, local communities must work together with security providers and institutions. Kosovo's Community Safety Action Teams (CSATs), created and administered through a bilateral partnership between the United States Department of Justice International Criminal Investigative Training Assistance Programme (ICITAP)¹ and the OSCE Mission in Kosovo Department of Public Safety, seek to facilitate this co-operation and, in so doing, increase the quality of life and the levels of safety and security in Kosovo's communities. This is particularly important given the 1998-1999 conflict in Kosovo, which contributed to a sustained feeling of insecurity in a number of communities, and exacerbated already existing community safety concerns.

Since the beginning of the programme in 2003, CSATs, now operating in 20 municipalities across Kosovo, have addressed several different grassroots crime, safety and security concerns, from traffic safety to domestic violence, from violence in schools to the dangers posed by stray dogs. Each CSAT is formed as a result of a thorough selection and training programme, before beginning their work to create viable partnerships, to identify

community concerns, then implement long-term solutions from the bottom-up. CSATs work with a number of stakeholders in order to achieve their objectives, including the Kosovo Police Service (KPS), Municipal authorities, the multi-national NATO peacekeeping force (KFOR), local non governmental organisations (NGOs) and community leaders, and, of course, the residents and communities themselves (including non-Albanian community representatives, women, youth and religious leaders). This provides individuals with an opportunity to work together as a team to improve opportunities to achieve change and create firm foundations for the future development of their community.

In 2006, the CSATs programme team decided to undertake an assessment of the programme in order to establish what effect the CSATs are having on crime, safety and liveability, as well as, wider social change. As such, it was decided to initiate an assessment that was participatory in nature, a *Participatory Impact Assessment* (hereafter, referred to as the Assessment). Such a study is useful in documenting unintended impacts of a long-term programme that may not be identified in narrower monitoring/evaluation exercises. It is useful for examining long-term programmes that, due to their time-frame, are likely to have broader impacts than more quickly implemented projects. Moreover, it is a useful learning process for organisations/teams and their partners who want to examine their interventions in complex settings (e.g., Kosovo's post-conflict reconstruction) where multiple actors/

¹ ICITAP works with governments abroad to develop professional and transparent law enforcement institutions that protect human rights, combat corruption, and reduce the threat of transnational crime and terrorism. For further information, please see: www.usdoj.gov/criminal/icitap

activities intervene at multiple levels. The inclusion of implementers, implementing partners, and beneficiaries in a collaborative effort to document and learn from the programme's impacts not only makes the findings more valid, it also promotes ownership of the process.

The 20-month-long Assessment has brought together external consultants, the programme implementers, and a small team of local research assistants, while actively engaging CSATs members to critically examine the 5-year-long programme. The aim of the study, from its inception, was to bring together the CSATs Programme Team and the CSATs members as implementing partners of a participatory exercise:

- To elicit lessons learned from four years of programme implementation in order to increase sustainability.
- To mainstream these lessons as they emerged into the new phase of the CSATs programme to be implemented in 2007 and 2008.

During the CSATs Executive Council Meeting² in October 2006 in Štrpce/Shtërpçë, the CSATs Programme Team introduced the idea of jointly implementing a participatory impact assessment. The response was positive and supportive, although it became clear that this would be a challenging new experience for the CSATs and the CSATs Programme Team as no systematic evaluation of the programme or CSATs' projects had taken place previously.

² For further information on this mechanism, please see section 2.2.

The main research tools were field-based individual and group interviews to elicit qualitative data, as well as structured questionnaires to complement this with quantitative data to allow comparative analysis. An initial methodology design session was held to elicit the viewpoint of the CSATs Programme Team as the principal programme implementers. Tentative impacts, feasible indicators, and suggested means of verification were discussed. The participatory nature of the Assessment was ensured from the start, as CSATs contributed to the design of the research methodology. Several workshops were facilitated by the research team where CSAT members elicited key indicators and means of verification which guided the work of the research team. During these workshops the timetable of the research, as well as the roles and responsibilities of the CSATs in supporting the Assessment, were decided.

The field research commenced in February 2007 with the support and participation of all 16 CSATs operating at the time.³ A series of community visits were held, during which individual and group interviews were conducted with key programme stakeholders and beneficiaries, including municipality representatives, school teachers, police officers and community members. In total, over 250 individuals participated in the research,

³ Dragash/Dragaš, Fushë Kosovë/Kosovo Polje, Gjakovë/Đakovica, Istog/Istok, Kaçanik/Kaçanik, Kamenicë/Kamenica, Klinë/Klina, Leposavić/Leposaviq, Lipjan/Lipljan, Novobërdë/Novo Brdo, Obiliq/Obilić, Prizren, Rahovec/Orahovac, Štrpce/Shtërpçë, Viti/Vitina and Vushtrri/Vučitrri.

including members of Kosovo's diverse ethnic communities. Special care was taken to include the views of women and youth. The sample of those interviewed for the Assessment does not claim to be representative of Kosovo, or even of those municipalities where the research was undertaken. Rather, interviews offer an insight into the experiences of those directly or indirectly involved in or affected by the CSATs programme to elicit useful learning. Field interviews were carried out over a period of five months (May to September 2007), which should be remembered to best contextualize 'change' or impact in the timeframes given by the study (e.g., 'how do you think levels of traffic safety have improved in your neighbourhood during the last twelve months?'), as it may account for variations in interviewees' responses.

The analysis and write-up of data began in the autumn of 2007, when the research company 'Prishtina Regional Enterprise Agency' (Prishtina-REA) was contracted to provide a statistical analysis of the quantitative elements of the field interviews. Some additional research was undertaken in the spring of 2008. However the analysis contained in this Assessment refers to activities and impacts until mid-2007, unless otherwise stated.

This report discusses some of the most significant impacts that the CSATs programme has had throughout Kosovo in the areas of crime, safety, security, and liveability, as well as the strengths and challenges of the same. Though impact is often measured quantitatively, this

Assessment has necessarily examined less tangible objectives: it attempts to identify a change in social attitudes and approaches, which can only be accurately measured over a significant period of time and through qualitative methods. Nonetheless, this Assessment outlines a number of solid findings regarding the contribution that CSATs have made and the impacts they have had on community safety in Kosovo. It presents an overview of the CSATs programme, the project-specific impacts that it has had in relation to traffic and environmental safety, and the broader impacts of the programme, including KPS-community relations and interethnic relations. This focus not only reflects the regularity with which CSATs have tackled these issues, it also reflects the emphasis that CSATs have placed on both 'regular' safety concerns (those that are at the forefront of everyday life), and those issues with longer-term objectives and more complex roots. The Assessment also offers an analysis of the programme's strengths, the challenges that it has faced, and its lessons learned (a number of which are already being applied to the ongoing programme). Finally, the Assessment offers a number of recommendations for the future development of CSATs and their activities. These will be delivered to and discussed with the relevant stakeholders, particularly CSATs and their partners, their communities and the key international actors operating in Kosovo, in order to maximise success, facilitate the strategic development of CSATs in the future, and ensure sustainability throughout Kosovo.



COMMUNITY VISIT TO A CAMP
FOR INTERNALLY DISPLACED
PERSONS IN KLINË/KLINA

2. BUILDING CAPACITY: AN OVERVIEW OF THE CSATs PROGRAMME

The Community Safety Action Teams programme was initiated in 2003 in four pilot sites: Fushë Kosovë/Kosovo Polje, Vushtrri/Vučitrn, Novobërdë/Novo Brdo and Gjakovë/Đakovica. The success of these led to the creation of CSATs in Dragash/Dragaš, Kaçanik/Kaçanik, Leposavić/Leposaviq and Rahovec/Orahovac, in 2004, Istog/Istok, Lipjan/Lipljan, Kamenicë/Kamenica and Štrpce/Shtërpçë in spring 2005 and Klinë/Klina, Obiliq/Obilić, Prizren and Viti/Vitina in autumn 2005. During 2007, a further two municipalities joined the programme,⁴ whilst training for two more took place during spring 2008.⁵ The CSATs programme utilises the philosophy that 'the police are the people and the people are the police'. Its intention is to facilitate interaction between community leaders, municipal officials and the KPS in order to create cooperative working relationships so that they can work together to identify and address issues of crime, safety and liveability. As a result, the selection and training programme for CSATs' members are based on the principles of inclusiveness and diversity,

4 Ferizaj/Uroševac and Hani I Elezit/Đeneral Janković.

5 Gjilane/Gnjilane and Peja/Peć.

whilst seeking to equip individuals with the skills they need to undertake their role in an effective manner.

2.1 *Creating and training CSATs*

Creating and training a CSAT encompasses six stages. Each seeks to equip team members with the necessary tools to identify and address problems in their community, as well as provide the foundation for the team to become a (self-) sustainable partner and stakeholder in their respective communities.

Stage 1: Community selection

The programme team selects a site for the future CSAT. The participating site must meet the following criteria:

- The municipality and local police must exhibit a commitment to co-operating and collaborating with each other and with their community, in order to identify issues of crime, safety and liveability, and to develop and implement project action plans to address these issues;
- The local police units must be diverse in their composition, and demonstrate high levels of professionalism; and
- The community, police and municipality must agree to work together in a cooperative and democratic way to include all non-Albanian communities.

Recommendations from other organisations working to implement community safety initiatives have been a valuable tool in the selection of sites.



Stage 2: Community visitation

Following selection of the community, the CSATs Programme Team meets with municipal and KPS leadership in the community in order to provide information about the programme and secure their full support and co-operation. By meeting them at the same time, the Programme Team is able to ensure that both individuals are willing to work in co-operation on the programme, and the receipt of prior commitments in this way has proved critical to the success of the teams and programme.

Stage 3: Participant Recruitment Committees

Following the community visitation, the municipal and KPS leaderships identify one municipal representative, one KPS representative, one community member and one youth leader from the participating community to form the Participant Recruitment Committee. Of these four individuals, at least one should be a woman, and one from a non-Albanian community. Each representative is an established leader, committed to the principles of the programme. The Committee then recruits between 35 and 40 leaders from the municipality, KPS and communities motivated to work as volunteers, to become CSAT representatives. It is ensured that participants reflect the diversities present in their communities, including those of age, gender, ethnicity and profession.

Stage 4: Community meeting and orientation

Members of the CSATs Programme Team meet with the Participant Recruitment Committee to organise a community meeting and orientation session. This initial meeting provides CSATs representatives with information about the programme and the role that they will play. It is also an opportunity for the Programme Team to learn about CSAT representatives' perceptions of safety, levels of communication between the various stakeholders, and understanding about the various roles and responsibilities.

A second meeting is then held to assess the concerns of the wider community that relate to crime, safety and liveability. Between 50 and 200 concerned community members, local government representatives and police officers from the different ethnic groups share their concerns through a facilitated discussion. These concerns are recorded. Participants then vote on the issues that are most important in their community. These issues are brought to the training on 'Problem-Solving', during which projects are developed by the CSAT members to find solutions to the problem.

A third community meeting is held at the end of the training, during which CSAT members share the projects they have initiated and they provide an update on the status of the issues being addressed. Meeting participants have an opportunity to ask questions, provide their input on the projects, and volunteer their assistance.



PRIZREN CSAT MEMBERS LEARNING THE VALUE OF DIVERSE PARTNERSHIPS DURING PROBLEM-SOLVING TRAINING

MEETING OF THE CSATs EXECUTIVE COUNCIL IN DRAGASH/DRAGAŠ (LEFT)

A SESSION OF THE 'TRAINING OF TRAINERS' COURSE (RIGHT)

Stage 5: Training

The training of CSATs lasts for seven days and includes two core components: the first focuses on 'Community Partnerships and Team Building' and includes sessions on, for example, partnership development, team building, overcoming differences, bridging the gap between police and community perspectives, group facilitation, consensus building and the organisation of community meetings. Students are able to practice working as a team, as well as developing a vision and mission statement for their CSAT.

The second component focuses on 'Problem-Solving' and includes sessions on the SARA problem-solving model, encompassing 'Scanning', 'Analysis' (of the problem and partners), 'Response' and 'Assessment' as well as project action planning. This offers participants an opportunity to explore well defined solutions to the problems identified during the community meeting outlined in stage 4 above.

The training employs interactive and participative methods. Further, it gives participants an opportunity to acquire valuable skills, working together to develop strategies and action plans to address the issues identified during the earlier community meetings.

During the training, the participants stay together on the Kosovo Centre for Public Safety Education and Development campus. This offers a valuable opportunity

for relationship building to continue outside the classroom, as well as ensuring that the full focus of participants is on the training. The training programme has proved successful, with full participation and strong relationship and team-building. Its administration by locally trained trainers during the most recent cycles (see section 2.3 below) has also proved beneficial to the students.

Stage 6: Coaching and follow-up

Following the training, CSATs participants begin to implement their project action plans, and hold a third community meeting to report on findings and progress to their community. The CSATs then continue to operate, and support the work of the Local Public Safety Committees (LPSCs) and Municipal Community Safety Councils (MCSCs) in their efforts to address issues of crime, safety and liveability. In order to ensure sustainability, the CSATs Programme Team continues to offer support, providing encouragement and coaching on both general aspects of the programme and project-specific issues. By celebrating success and helping CSATs to overcome any challenges, the Programme Team seeks to ensure that the motivation within CSATs is maintained, as well as offering an opportunity for networking and brainstorming of future activities.

2.2 The CSATs Executive Council

An additional layer of support and coordination is provided by the CSATs



Executive Council. The Executive Council was envisaged as a forum in which CSATs representatives can share information, exchange the experiences of their respective Teams, and work together to identify available resources from their municipalities. Comprised of two representatives from each CSAT, the Executive Council meets quarterly in a different 'host' municipality. Although representatives from the CSATs Programme Team are present, the meetings are facilitated and recorded by Council members, offering a valuable opportunity for further skills development and sustainability.

2.3 Training of Trainers

The need for the CSATs programme to be sustainable is paramount to the programme. The Training of Trainers programme, delivered since 2004, thus seeks to equip each CSAT with three representatives (one KPS officer, one municipal official and one community leader) with training and facilitation skills. Participants of the course represent a wide range of backgrounds, professions and age, and these individuals can then be utilised for the benefit of their CSATs and wider communities, providing a valuable resource. Further, whilst CSATs training was provided by international consultants at the beginning of the programme, graduates of the Training of Trainers course are now facilitating the CSATs training. This provides them with an opportunity to transfer their knowledge, skills and

experience to future participants of the CSATs programme, whilst acquiring additional coaching expertise, and to ensure that the work the teams undertake is effective.

The Training of Trainers course has proved to be successful, with participants demonstrating a good level of commitment to the course and the responsibilities they assume following graduation. They continue to train new CSATs and new Training of Trainers participants, as well as assisting in the training programmes for Local Public Safety Committees and Municipal Community Safety Councils.

It is important to note that the CSATs programme is a fluid process: the above stages and elements are used as a framework that can be adapted to the needs and subtleties of the community in question. The programme has thus evolved over time and continues to develop, drawing on the experiences and feedback of participants in order to continually improve. Implementing lessons learned during the formation of new CSATs thus, it is believed, provide the optimum foundations for success.

3. PROJECT – SPECIFIC IMPACTS

Introduction

Since their inception, CSATs have been involved in hundreds of projects throughout Kosovo. Focusing on issues as diverse as negative behaviour in schools, prostitution, health education and the homeless, CSATs have identified and addressed numerous safety and security concerns in the communities in which they work. During this time, CSATs have worked in partnership with several different stakeholders, including the communities themselves, the KPS and the municipal authorities, to implement projects aimed at positively impacting on the levels of safety and liveability enjoyed by the residents of these communities.

Though CSATs have worked on many different issues, two areas that have received particularly close attention during the programme are traffic safety and environmental standards. As such, this section of the report focuses on the impacts that have arisen from the implementation of projects targeting these issues.

3.1 Traffic safety

One of the most recurring themes throughout the duration of the CSATs programme is traffic safety. Several CSATs have, in partnership with the local KPS

and often municipal authorities, identified community needs in relation to traffic issues, and have implemented projects designed to address them. It can be seen that the CSATs programme has thus had a visible impact on the levels of traffic safety and awareness in these municipalities.

During the planning process for this Assessment, eight of the 16 CSATs sites⁶ chose to place the research focus on this issue. Though official statistics regarding traffic accidents can be an indicator of changes in the level of traffic safety, inhabitants' perceptions of safety and the level of public involvement in projects can also prove a useful tool in gauging the extent to which awareness has been raised.

3.1.1 Key concerns and issues addressed by CSATs

CSATs have focused on two primary issues within the area of traffic safety: increasing the level of traffic signage and raising youth awareness. By working to install traffic and road signs in Kosovo's towns and villages, CSATs have been able to produce a tangible impact on traffic safety that extends beyond the group of people who were directly involved. This issue was touched upon by one CSAT member who stated: "I wasn't involved in the implementation of the traffic projects, but I know they are good. It is obvious on the main street, and in almost the whole town."⁷ During the lifetime of the

6 Fushë Kosovë/Kosovo Polje; Kaçanik/Kaçanik; Kamenicë/Kamenica; Lipjan/Lipljan; Novëberdë/Novo Brdo; Obiliq/Obilić; Prizren and Viti/Vitina.

7 Kosovo Bosniak female, CSAT member, Obiliq/Obilić, 15 May 2007.

CSATs MEMBERS IN KAÇANIK/
KAÇANIK, WITH ONE OF THE NEWLY
INSTALLED PEDESTRIAN SIGNS, 2006



programme, the CSAT in Kaçanik/Kaçanik, for example, created zebra crossings and erected traffic signs in the town, immediately improving the conditions for pedestrians and encouraging further municipal action (the authorities went on to install additional traffic signs).⁸ According to one police officer, they have resulted in a decreased necessity for police traffic patrols: “We are very satisfied...because before we put up the traffic signs it was necessary to have a high police presence”.⁹ Though police patrols are still required and provided, the presence of traffic signs has facilitated a situation where the need for static traffic patrols in the town has decreased.

Similar initiatives have been implemented in Kamenicë/Kamenica, in co-operation with the inhabitants, KPS and Municipal Assembly. The CSAT in Istog/Istok worked with the KPS and the Municipality to build a sidewalk in Gjurakovc/Đurakovac village, something also undertaken by the CSAT in Prizren. The Prizren CSAT has also, with involvement from the Municipality and KPS, installed a number of traffic signs and traffic lights around three schools in the municipality with the intention of decreasing the number of accidents involving school children.¹⁰ Actions to remove illegally parked vehicles from the road are also becoming more frequent in Prizren town,¹¹ something that is perhaps unusual for

Kosovo, where cars are commonly seen parked on sidewalks. There is also a perception that the significant decrease in road traffic accidents in Prizren is a result not only of the increased number of signs, yet also of the heavy municipal investment in traffic issues and the particularly active nature of the KPS traffic patrols¹² - all factors that are critical to sustainable success in improving levels of traffic safety.

Several CSATs have also worked with local schools and KPS officers to educate children and young people on traffic safety. Involving lessons, classes, and practical events like bike races, these programmes have elicited wide participation and a good level of success, ensuring that those involved have an increased understanding of traffic safety issues. Due to their heavy focus on youth, these projects are discussed in more detail in section 3.1.4.

3.1.2 Community perceptions of traffic safety

Though there was a significant body of people who either did not know, or opted not to answer the question, the CSATs participants and beneficiaries interviewed were generally optimistic about levels of traffic safety, both throughout Kosovo and within their particular neighbourhood. Over half (52%) of those questioned considered that in the 12 months prior to the date of the interview, levels of traffic safety in their neighbourhood had

8 CSAT member, Kaçanik/Kaçanik, 20 May 2008.

9 Kosovo Albanian male, KPS Officer/CSAT member, Kaçanik/Kaçanik, 8 May 2007.

10 Kosovo Albanian male, KPS Station Commander, Prizren, 4 September 2007.

11 COP Officer/CSAT member, Prizren, 4 September 2007.

12 Kosovo Albanian male, CSAT member, Prizren, 4 September 2007.

improved, with a further 20% considering that it had remained the same. Just one person (2% of the sample) thought that traffic safety had decreased during that time frame. The individual resides in Obiliq/Obilić, which, according to official KPS statistics, saw a 50% rise in road traffic accidents from 2006 to 2007.¹³

The optimistic perceptions of traffic safety in local neighbourhoods are echoed in that for Kosovo as a whole.

accidents of approximately 50% in Prizren, KPS statistics actually show that in four of the eight municipalities¹⁴ there was actually a significant increase in reported road traffic accidents. This inconsistency could be due to the fact that people were being questioned about the period from mid-2006 to mid-2007, whereas the statistics refer to 2006 and 2007 in their entirety. It could also result from a difference between the number of accidents reported to the KPS and the total number of reported

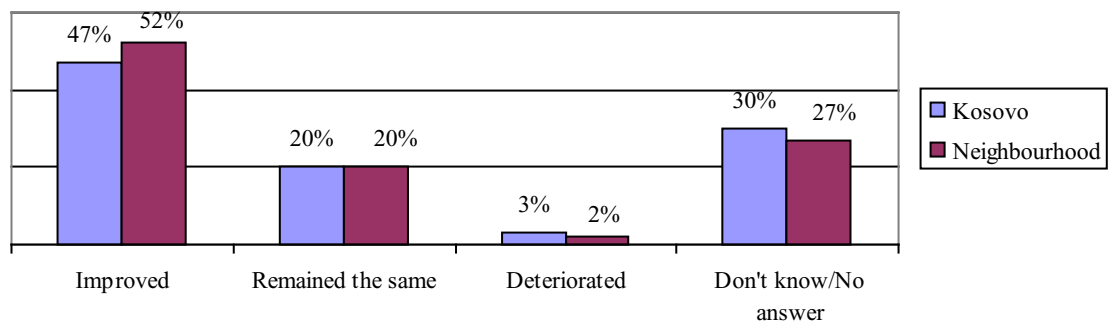


Figure 1: Overall, do you think the levels of traffic safety in (Kosovo/your neighbourhood) have ...? (Base No = 64)

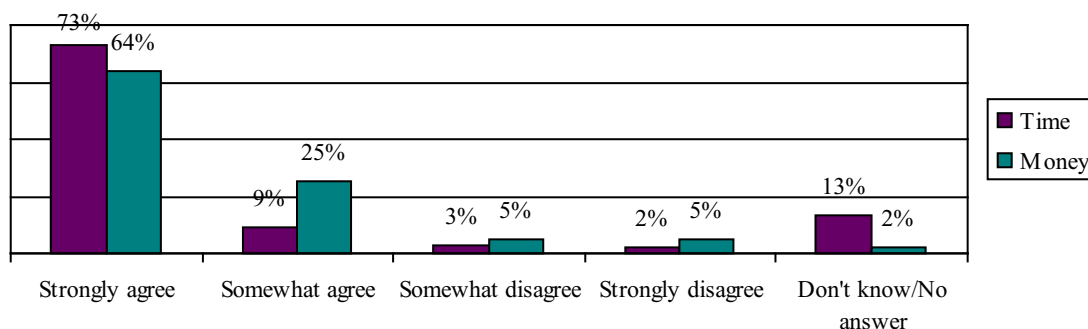
There is also a strong perception that the number of traffic accidents have decreased. A large majority (76%) of those questioned stated that the incidence of traffic accidents in the neighbourhood had decreased during the previous 12 months, with the remaining 24% considering that it had remained constant. Interestingly, though there were slight decreases in three municipalities, and a decrease in reported

and unreported accidents. However, the research shows a perception of increased safety in those municipalities where CSATs projects have taken place, with several of those interviewed expressly attributing this to the work that the teams and the KPS have undertaken. For example, one school Director directly linked the decrease in traffic accidents suffered by his students on their journey to school to a project implemented by the local CSAT that provided transport for the children, where they had previously been walking.¹⁵

¹³ There were a total of 82 recorded road traffic accidents in Obiliq/Obilić during 2006 and 124 in 2007. Official KPS statistics, obtained March 2008.

¹⁴ Fushë Kosovë/Kosovo Polje, Lipjan/Lipljan, Novobërdë/Novo Brdo and Obiliq/Obilić.

¹⁵ Kosovo Albanian male, school Director (Shaban Shabani School), Dragash/Dragaš, 14 June 2007.



3.1.3 Social involvement in traffic safety initiatives

Of the individuals interviewed for this Assessment, many had taken part in a traffic safety project at some stage during the previous two years. Though 38% were yet to participate, 55% had already taken part in such projects: 22% had taken part in one project, a further 8% had taken part in two, and 25% of those interviewed had participated in at least three traffic safety initiatives, such as working to install traffic signs, pedestrian crossings or sidewalks.

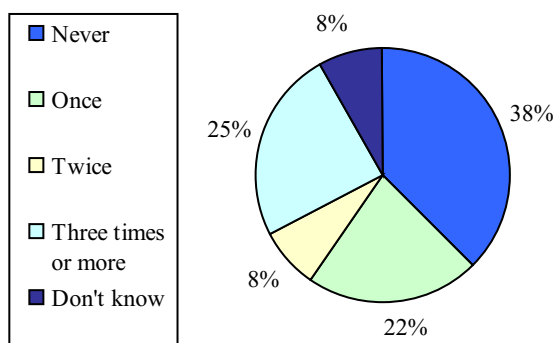


Figure 2: How many times during the last two years have you participated in a traffic safety project in your community? (Base No = 64)

Figure 3: To what extent do you agree with the statement “I am willing to contribute my time/money to a traffic safety project in my community”? (Base No = 41)

Further, most of those interviewed expressed that they would be prepared to become involved in traffic safety projects in the future, with almost three-quarters stating that they ‘strongly agreed’ with the principle of committing their time to such an initiative.

It is interesting that 79% of those who had never previously participated in a traffic safety initiative were willing to become involved in the future. Nobody interviewed who had previously participated in two or more traffic safety projects stated that they were no longer willing to contribute their time to such an initiative. The significant level of current social involvement in traffic safety initiatives and the increasing inclination towards community action is therefore encouraging, and something that the CSAT programme has sought to develop from the beginning. Even more encouraging is that a significant proportion of those interviewed indicated a preparedness to contribute their own



KPS AND CSAT REPRESENTATIVES AND CHILDREN DURING ACTIVITIES FOCUSING ON ROAD TRAFFIC SAFETY IN GJAKOVË/ĐAKOVICA

money to such a project. However, it was often stated that in reality their incomes are too modest to enable them to do so readily: “If I have money then I am willing and more than happy to give for [traffic projects in] my community”.¹⁶

3.1.4 Involvement of, and impact upon, young people

One of the most common projects undertaken by CSATs in the field of traffic safety is the implementation of a youth awareness programme, aimed at educating children, young people and students about the dangers associated with road traffic. During these lectures, classes, and practical events (such as ‘bike races’), KPS officers and CSAT members have sought to educate students on different elements of road safety.

In Lipjan/Lipljane for example, the CSAT, in partnership with the KPS, has been offering an ongoing series of traffic lectures in schools. Over 2,500 students have taken part in these classes to date.¹⁷ One teacher interviewed considered the information transmitted during these classes as the reason for a decrease in traffic accidents involving children, despite the school’s location on a busy road.¹⁸ The value of these lessons was further stressed by a student who had participated: “All the

participants that have ever been in any [traffic] lectures...are more prepared and more careful crossing the road”.¹⁹

Similar programmes have been undertaken in Prizren, Obiliq/Obilić, Dragash/Dragaš and Kačanik/Kaçanik. In the latter, the KPS and CSAT delivered monthly lessons to children around the municipality, with approximately 1700 pupils benefiting from this programme to date.²⁰ In one Kačanik/Kaçanik school alone, there have been three different traffic safety lectures delivered by the KPS and the CSAT, with the participation of almost 270 students.²¹ The lessons were considered to be particularly valuable to the children, with one student stating: “We really needed this information, because there were accidents on our streets... Respecting the traffic signs and rules mean there will be fewer accidents”.²²

The programme in Viti/Vitina involves even wider partnership, with the community, village councils, US KFOR and the municipality all co-operating on the initiative. These partnerships were complemented by assistance that was provided by three different municipal departments²³ for the reconstruction of sidewalks and installation of traffic signs.

16 Kosovo Albanian male, CSAT member, Kačanik/Kaçanik, 8 May 2007.

17 Kosovo Albanian male, KPS officer/CSAT member, Lipjan/Lipljane, 20 May 2008.

18 Kosovo Albanian male, elementary school teacher (Vllezërit Frashëri School), Lipjan/Lipljane, 3 May 2007.

19 Kosovo Albanian female, elementary school student, Lipjan/Lipljane, 3 May 2007.

20 KPS officer/CSAT member, Kačanik/Kaçanik, 20 May 2008.

21 Kosovo Albanian male, Kačanik/Kaçanik, 8 May 2007.

22 Kosovo Albanian female, elementary school student (Ali Asllani School, Doganaj/Doganović), Kačanik/Kaçanik, 8 May 2007.

23 The Department of Education, the Department of Public Services and the Department for Reconstruction and Development.



The KPS has also installed check-points in the areas heavily used by students on their way to school in order to ensure that drivers respect the speed limit and drive responsibly.

Several school Directors considered these education programmes to be especially effective, stating that the impact they had had on the students and their safety was significant: a process “of interest to all society”.²⁴ Further, the impact of these projects is clearly evidenced by the increased awareness of traffic safety indicated by the students themselves; students have repeatedly stated that as a result of the KPS-CSAT traffic safety lessons in schools, they are more careful and, as a result, feel safer.²⁵ This element of the CSAT programme clearly shows that, when working in partnership with the KPS and other stakeholders, it is capable of positively impacting upon levels of awareness and safety - a sustainable result.

3.1.5 Contribution of CSATs partners

As well as participating in the implementation of traffic safety projects in co-operation with CSATs (as discussed above), the KPS has an obvious law enforcement role to play in the field of traffic safety and, as such, its contribution

was an area of focus during the research for this Assessment. As of May 2008, there are 522 dedicated traffic patrol officers throughout Kosovo, which accounts for approximately 7% of the entire KPS.²⁶ In the eight municipalities that considered improvements in traffic safety to be a significant impact of the CSATs programme, people were generally satisfied with the work that the KPS does to enforce traffic laws. In fact, 30% of those interviewed ‘strongly agreed’ that the level of KPS enforcement of traffic laws met the needs of their community, and a further 31% ‘agreed somewhat’. Just 1% disagreed that the KPS did a satisfactory job in this regard.²⁷ However, some have expressed a desire to see a more grass-roots approach to traffic safety from the KPS. For example, instead of placing so many stationary police vehicles along the road to apprehend speeding motorists, KPS officers could dedicate more time to meeting with residents and educating them on road traffic safety in order to change attitudes and increase safety in a more sustainable manner.²⁸

Further, the majority of those interviewed considered the KPS to be doing either an ‘excellent’ or ‘good’ job in sharing information about traffic safety with the inhabitants of Kosovo generally and, more specifically, their community.

24 Kosovo Albanian male, Director of Arbana elementary school, Prizren, 4 September 2007.

25 Kosovo Albanian male, elementary school student (Selman Riza School), Fushë Kosovë/Kosovo Polje, 17 May 2007.

26 KPS Traffic Headquarters, 16 May 2008.

27 It should be noted that a significant proportion of those interviewed failed to respond to this question.

28 Former CSAT programme staff, Vushtrri/Vučitrn, 28 May 2008.

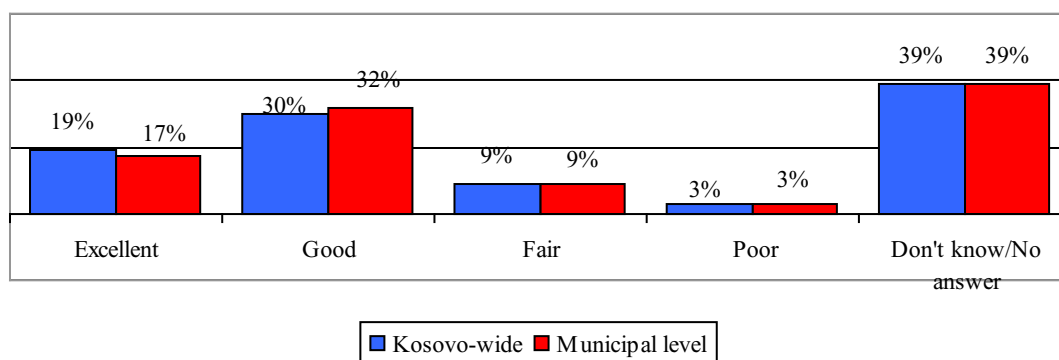


Figure 4: 'How well do you feel that the Kosovo Police Service is doing in providing information about traffic safety to the citizens of Kosovo?' (Base No = 64)

However, when attempting to raise awareness of traffic issues, there have been some challenges of communication. This is particularly the case in Kaçanik/Kaçanik, where the lack of television network was highlighted as an obstacle to efficient information-sharing;²⁹ a system of awareness-raising through, for example, posters may be more effective.³⁰ During 2008, the KPS is undertaking a comprehensive information campaign on road traffic safety in partnership with the Ministry of Internal Affairs, the Ministry of Transport and Telecommunications and the OSCE Mission in Kosovo. It is, therefore, hoped that this will alleviate some of these shortcomings.

²⁹ Municipal Assembly President, Kaçanik/Kaçanik, 08 May 2007.

³⁰ Kosovo Albanian male, Municipal Assembly President, Viti/Vitina, 10 May 2007. Additionally, poor access to television networks has been reported elsewhere in Kosovo.

3.1.6 Partnerships and problem-solving

The CSATs often operate as proactive problem-solvers in their approach to traffic safety: as well as partnering with the Municipal Assemblies, KPS and local schools in various projects, they have led projects on many occasions. For example, it has been seen that CSATs have initiated projects focused on installing traffic signs, a process that requires extensive co-operation between different stakeholders. This ensures that strong and sustainable partnerships are created. For example, the highly cooperative nature of the project in Kaçanik/Kaçanik was stressed by the Municipal Assembly President, who emphasised that "CSATs know how to identify problems, such as the lack of traffic signs. Then they discuss with [the municipality] and the residents how to resolve the issues, and together we implement the project".³¹ Co-operation with KFOR has also been encouraged by the CSATs programme, particularly in

³¹ Municipal Assembly President, Kaçanik/Kaçanik, 08 May 2007.

Kaçanik/Kaçanik, where the peacekeeping force has often been involved in the traffic safety projects, either as observers or assisting in implementation. As a result, co-operation between KFOR and the CSAT and KPS in the municipality is generally considered to be of a good level.³²

More generally, the cooperative relationships developed during the various traffic safety projects were highlighted by several interviewees, particularly in relation to the involvement of CSATs. Interviewees in Lipjan/Lipljane focused on the role that the CSAT now enjoys as a primary contact point for any problem facing the community. This was noted as a result of the excellent working relationship developed since its inception in 2005 and the level of co-operation enjoyed between the community, the KPS and the CSAT.³³ Proactive co-operation has also been seen in Istog/Istok: the CSAT initiated a programme whereby the KPS patrols the roads around a local school at midday to prevent potential accidents arising from the congregation of vehicles outside the school exit.³⁴ The high level of involvement of KPS officers in the CSATs is also a positive mechanism for co-operation; most CSATs have KPS officers present, and this is reflected in the work that they undertake and the level of information that is transmitted to communities.

32 US KFOR Officer, Kačanik/Kaçanik, 08 May 2007.

33 Kosovo Albanian male, elementary school teacher (Vllezërit Frashëri School), Lipjan/Lipljane, 3 May 2007.

34 Kosovo Albanian male, CSAT member, Istog/Istok, 20 September 2007.

However, some people interviewed noted that occasional failures of co-operation and partnership have produced negative impacts on the viability of such projects. For example, limited support from the municipal leaderships has been cited as a factor restricting the level of success that can be achieved by CSATs in the area of traffic safety.³⁵ One clear example of this is the failure of projects initiated by the Lipjan/Lipljane and Fushë Kosovë/Kosovo Polje CSATs to create pedestrian crossings and install road signs, due to the inability of the Municipal Assemblies to provide adequate financial support.³⁶ Examples such as these only serve to stress that the full commitment of all parties to the work undertaken by communities through the CSATs is necessary. However, the widespread strengthening of co-operation in communities between all parties is something to be applauded, and is a positive indication of the programme's far-reaching impacts.

3.2 Environmental conditions and safety

Standards of environmental health and safety and the related issue of global warming are at the forefront of international consciousness. Kosovo is no exception: its industrial pollution problems are significant and well-documented.³⁷

35 Kosovo Albanian male, CSAT member, Prizren, 4 September 2007; Municipal Assembly Vice President, Dragash/Dragaš, 14 June 2007.

36 KPS officer/CSAT member, Lipjan/Lipljane, 20 May 2008; KPS officer/CSAT member, Fushë Kosovë/Kosovo Polje, 20 May 2008.

37 Ministry of Environment and Spatial Planning Kosovo,



MEMBERS OF THE LEPOSAVIĆ/
LEPOSAVIQ CSAT, WORKING TO
CLEAR THE BRIDGE AREA OF DEBRIS

The creation of a healthier environment for the inhabitants of Kosovo has thus been the motivation of several CSATs projects during the last five years, with CSATs working in co-operation with a wide range of actors in order to achieve a number of different goals, including cleaner neighbourhoods and the related issue of reducing the number of stray dogs, more pleasant recreational areas and increased public awareness. Consequently, the impact that CSATs have had on environmental conditions was the focus of the Assessment in ten municipalities.³⁸ Though it is difficult to reliably measure any change in environmental standards, the level of social involvement and the number of projects undertaken indicate a trend towards increased environmental awareness, a precondition for long-term improvement.

3.2.1 Key concerns and issues addressed by CSATs

CSATs have implemented a wide range of initiatives aimed at improving environmental standards. However, one of the most common activities

initiated by CSATs since their inception is neighbourhood clean-ups and associated awareness-raising. For example, projects to improve and maintain environmental standards in Istog/Istok have been ongoing for several years, often as part of 'Environment Month'.³⁹ The regular clean-up projects, though financed by the Municipality, are implemented in co-operation with the Red Cross, the KPS, the Department of Environment and Spatial Planning, local cleaning companies, and inhabitants of several villages.⁴⁰ These projects have also involved co-operation between different communities, including Kosovo Albanians, Kosovo Serbs and Ashkali.⁴¹ Similar projects are implemented in Kamenicë/Kamenica, where the CSAT has undertaken annual 'environmental clean-ups' on 22 April, 'Earth Day', since 2004. These are undertaken in partnership with the local communities, the KPS, the Municipal Assembly, KFOR, KPC, local schools and the Red Cross. Every year, the CSAT advertises the action through the local media, ensuring participation of between 4500 and 5000 people in the project.⁴²

Comprehensive clean-up operations have also been undertaken by the Štrpce/Shterpcë CSAT, in partnership with local inhabitants of the municipality,⁴³ the CSATs

Kosovo Environmental Action Plan 2006 – 2010 (2006). Available at: http://www.ks-gov.net/mmph/document/english/Kosovo_Environmental_Action_Plan.pdf; Ministry of Environment and Spatial Planning Kosovo, Kosovo State of the Environment Report (2003) Available at: http://en-rin.grida.no/htmls/kosovo/Kosovo_SOE_part1.pdf and Regional Environmental Center for Central and Eastern Europe, Strategic Environmental Analysis of Kosovo (2000). Available at: <http://www.rec.org/REC/Publications/CountryReports/Kosovo.PDF>

38 Dragash/Dragaš; Fushë Kosovë/Kosovo Polje; Istog/Istok; Kamenicë/Kamenica; Klinë/Klina; Leposavić/Leposaviq; Obiliq/Obilić; Prizren; Rahovec/Orahovac and Štrpce/Shterpcë.

39 Kosovo Albanian male, Director of Haxhi Zeka secondary school, Istog/Istok, 20 September 2007.

40 Municipal representative, Istog/Istok, 20 September 2007.

41 Kosovo Albanian male, Istog/Istok, 20 September 2007.

42 Kosovo Albanian male, KPS Officer/CSAT member, Kamenicë/Kamenica, 5 June 2007.

43 Kosovo Serb male, CSAT member, Štrpce/Shterpcë, 12 June 2007.

THE BRIDGE AREA FOLLOWING THE
CLEARING OPERATION



in Kačanik/Kaçanik and Obiliq/Obilić, and by the Prizren CSAT, which worked with local schools, the Municipal Assembly and the KPS to clean school grounds and city gardens.⁴⁴ The CSAT in Leposavić/Leposaviq has also been particularly active in relation to environmental clean-up projects. Since its creation in 2004, the CSAT has undertaken several different bridge-cleaning projects and a number of initiatives to clean river banks, public parks, mountain paths and around power lines. The CSAT worked to clean a road linking one village with a nearby church. Additionally, in co-operation with a local NGO and community volunteers, it also marked approximately 100km of mountain paths and assigned responsibility to a number of members to ensure that the various picnic locations remain clean and encourage hikers to remove their litter.⁴⁵ The multiple impacts of this project were noted by one CSAT member, who said that, “climbing...creates better living conditions. Many people decided to use [the paths] after they heard about our project. We increased the awareness of people about keeping the environment clean”.⁴⁶

Other projects with a notable environmental impact include one in Fushë Kosovë/Kosovo Polje, which aimed to improve a neighbourhood inhabited by the Ashkali community. This was undertaken by the CSAT, members of

the Ashkali community, local youth, the Municipal Assembly and an international NGO.⁴⁷ The same NGO, ‘Health for All’, also planted one tree for every house in the neighbourhood.⁴⁸ The CSAT in Dragash/Dragaš was also highlighted as particularly active in environmental issues. As well as initiating a number of lessons on rubbish disposal and environmental cleanliness in co-operation with schools, and undertaking several ‘clean-up’ operations throughout the municipality,⁴⁹ the CSAT worked in partnership with the organisation ‘Era e ndryshimeve’ (‘Time for Change’) to print and distribute a brochure outlining the importance of, and key steps towards, taking care of the environment.⁵⁰

The issue of inappropriate disposal of household waste exacerbates the dangers associated with stray dogs in Kosovo. As a result, CSATs, by undertaking the environmental clean-up operations discussed above in combination with more targeted actions, have sought to positively impact upon this issue. Though, in the past, people would shoot stray dogs in an effort to control them, the occurrence of this is now much reduced. This is largely a result of a common misperception, exhibited by several interviewees, that the hunting of stray dogs is specifically prohibited by law.

44 Kosovo Albanian male, KPS Officer, Prizren, 4 September 2007

45 Kosovo Serb male, CSAT member, Leposavić/Leposaviq, 29 May 2007.

46 Kosovo Serb male, CSAT member, Leposavić/Leposaviq, 24 May 2007.

47 Kosovo Albanian male, Municipal Assembly representative, Fushë Kosovë/Kosovo Polje, 17 May 2007.

48 Ashkali male, elementary school student, Fushë Kosovë/Kosovo Polje, 18 May 2007. Tree planting initiatives have also taken place in Novobërdë/Novo Brdo, Dragash/Dragaš and Obiliq/Obilić.

49 Kosovo Albanian male, CSAT member, Dragash/Dragaš, 14 June 2007.

50 Kosovo Albanian male, CSAT member, Dragash/Dragaš, 14 June 2007.

Though this is not technically the case, the restrictive legislation regarding weapons possession and their use⁵¹ means that it is, in practical terms, unlawful to shoot stray dogs. However, there are legislative provisions that specifically provide for stray animal control: the Law on Hunting⁵² provides that “the Ministry [of Agriculture, Forestry and Rural Development], through a bylaw, may authorize hunting area managers to control stray dogs and cats in hunting areas”,⁵³ and, by virtue of section 13 of The Veterinary Law,⁵⁴ “in accordance with the procedures set out by the Minister [responsible for veterinary services], Municipal Authorities shall undertake:...c. the catching of stray dogs and cats and, if necessary, their euthanasia”.

However, CSATs and their partners have been able to implement a number of projects aimed at addressing the issue of stray dogs, with tangible results. For example, in Leposavić/Leposaviq, 119 stray dogs were destroyed in such an initiative, leading to a reduction in the number of attacks on residents.⁵⁵ Approximately 700 and 900 stray dogs have been eliminated in Istog/Istok⁵⁶ and Prizren respectively,⁵⁷

both undertaken in co-operation with and support from the Municipal Assembly, KPS and the local hunting association. A multilateral partnership was created in Kamenicë/Kamenica, where the CSAT worked with the KPS, Municipal Assembly, KFOR and the local hunting association to destroy a large number of stray dogs.⁵⁸ Projects undertaken by the CSAT in Obiliq/Obilić, funded by the Municipal Assembly and implemented in partnership with KFOR, the KPS and the local hunting association, have also proved successful and contributed to a decrease in dog attacks on people in the municipality,⁵⁹ as have similar measures in Rahovec/Orahovac and Štrpce/Shterpçë.

Despite these positive achievements, it is difficult to ascertain whether or not the issue of stray dogs is improving. However, there appears to be a perception amongst the Assessment participants, and indeed the wider public, that despite some localised improvements, the problem remains pressing. Indeed, even in those municipalities where the authorities and/or CSATs have taken action to address the issue, there is a perception that a considerable number of stray dogs remain. This is particularly the case in rural and mountainous areas, such as Dragash/Dragaš, where attacks continue to occur.⁶⁰ The lack of readily

51 See Regulation No. 2001/7 ‘On the Authorization of Possession of Weapons in Kosovo’. Available at: http://www.unmikonline.org/regulations/unmikgazette/02english/E2001regs/RE2001_07.htm

52 Law No. 02/L-53. Available at: http://www.assembly-kosova.org/common/docs/ligjet/2005_02-L53_en.pdf

53 Article 56.4.

54 Law No. 2004/21. Available at: http://www.assembly-kosova.org/common/docs/ligjet/2004_21_en.pdf

55 Kosovo Serb male, CSAT member, Leposavić/Leposaviq, 24 May 2007.

56 Kosovo Albanian male, Istog/Istok, 20 September 2007.

57 Secretary of Hunting Association Sharri, Prizren, 4

September 2007.

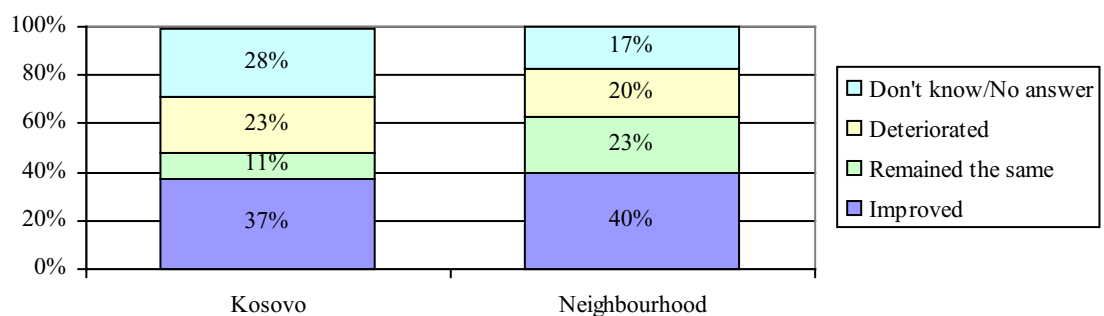
58 Kosovo Serb male, KPS Officer, Kamenicë/Kamenica, 5 June 2007.

59 Kosovo Albanian male, Municipal Assembly President, Obiliq/Obilić, 15 May.

60 Kosovo Albanian male, CSAT member, Dragash/Dragaš, 14 June 2007.

available and affordable medication suitable for potential rabies cases was also noted as a cause for concern.⁶¹ Further, a different financial issue has also been raised. As discussed by the Vice-President of the Municipal Assembly in Dragaš/ Dragash, the increased costs involved when stray dogs must be euthanized, by lethal injection, has prohibited the

improved in the 12 months preceding research (see below). A further 11% thought that standards had remained constant. The results were largely consistent with perceptions of the environment at a more localised level: 40% thought that the quality of their local environment had improved in the same timeframe, with a further 23% stating that it had remained the same.



practical implementation of projects aimed at reducing the dangers posed by stray dogs.⁶² Support from the Municipal authorities is thus critical for CSATs and their partners to be legally permitted and practically equipped to undertake stray dog removal projects.

3.2.2 Community perceptions of environmental conditions

Though it is not possible to corroborate their perceptions at this time, it is encouraging to see that 37% of those interviewed considered that the environmental conditions in Kosovo had

Figure 5: Taken as a whole, how do you think the environment in Kosovo/your neighbourhood has changed during the last twelve months? (Base No = 35)

However, a significant minority (20%: 'neighbourhood', 23%: 'Kosovo') of those interviewed stated that they thought the quality of the environment had deteriorated during the previous 12 months. Some interviewees noted that a public lack of awareness of environmental issues contributed to such a perceived decline in environmental standards, with one interviewee stating: "It's so sad no one cares about preserving the beauty of Kosovo... [People] don't think about the future for their children".⁶³

61 Kosovo Albanian male, CSAT member, Dragaš/ Dragaš, 14 June 2007.

62 Kosovo Albanian male, Municipal Assembly Vice President, Dragaš/Dragaš, 14 June 2007.

63 Kosovo Serb female, Leposavić/Leposaviq, 29 May 2007.

Those interviewed were generally positive about the progress made in keeping the roads and sidewalks clear. Forty-five per cent (45%) thought that the issue of unkempt streets and sidewalks had improved during the previous 12 months, with a further 17% considering it to have remained the same. However, a total of 16% of respondents stated that the issue had deteriorated during that timeframe.

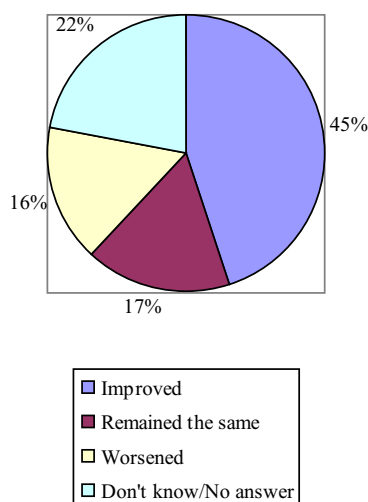


Figure 6: As a whole, what do you think about the issue of unkempt streets and sidewalks in your neighbourhood over the last twelve months? Has it ...? (Base No = 64)

As discussed above, CSATs, in co-operation with the residents themselves and a number of other stakeholders, have undertaken a considerable number of clean-up projects in recent years targeting both urban and rural areas. It is quite possible that these actions may have contributed to the perception of elevated environmental conditions amongst the communities in which CSATs work.

3.2.3 Social involvement in environmental initiatives

As with traffic safety projects,⁶⁴ inhabitants of the communities where CSATs operate show a willingness to involve themselves in environmental projects. Indeed, a total of 68% of those interviewed had participated in a clean-up type project in the preceding two years, with the majority of those having taken part several times.

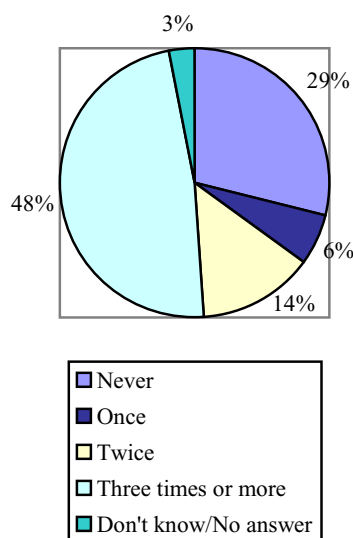


Figure 7: How many times during the last two years have you participated in a development project, such as a clean-up, in your community? (Base No = 35)

The positive impact of social involvement in such projects was noted by several interviewees. One individual shared that not only do her children now play in the river every day during the summer, but the improved water conditions also benefit those who like to fish.⁶⁵

⁶⁴ See section 3.1.3 above.

⁶⁵ Kosovo Serb female, Leposavić/Leposaviq, 24 May 2007.



The vast majority (91%) of those interviewed therefore expressed a preparedness to contribute their time to such projects in the future. A large proportion of people also signalled that they were willing to financially contribute to clean-up operations.

had not yet taken part in such a project, 80% expressed a willingness to do so in the future. Just 20% of those who had never been involved in community clean-ups stated that they were unlikely to participate either in terms of time or money, and only one person (3% of the total) who had

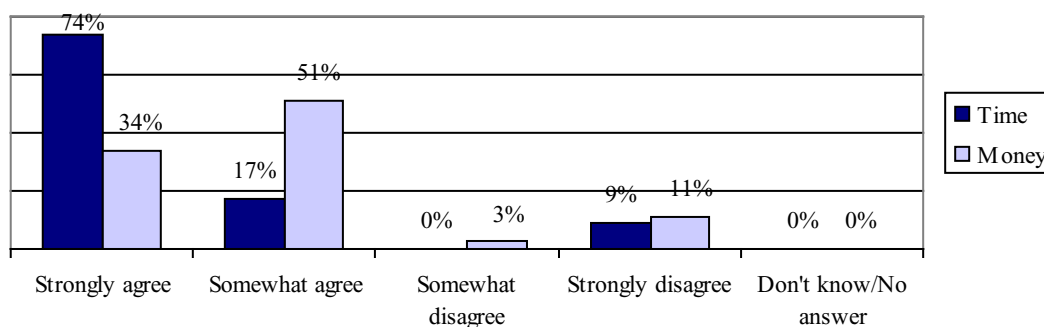


Figure 8: To what extent do you agree with the following statement: "I am willing to contribute my time/money to a development project, such as a clean-up, in my community"? (Base No = 35)

However, as seen in relation to traffic-safety projects, though people are willing to contribute their money in principle, the practical implementation of this is less likely. As one interviewee stated, "I would give money if I had enough, but my house budget is too small to cover our monthly needs".⁶⁶

The degree of willingness to become involved in clean-up initiatives is fairly consistent across the age spectrum, an encouraging indication of the sustainability of such projects. Furthermore, of those who

previously taken part in such a project were disinclined to do so again.

What is particularly encouraging is that a number of environmental projects discussed by interviewees were initiated by the residents and then supported by the CSATs. For example, an interviewee in Istog/Istok noted that though there was an absence of municipal cleaning services in her village, it was also the villagers' responsibility to ensure that the public areas were maintained.⁶⁷ Again, in Istog/Istok, "almost all" of the inhabitants of one village undertake a collective cleaning exercise on a monthly basis.⁶⁸ This elevated sense of awareness is to be encouraged, as it prompts sustainable self-action and can be replicated in all villages, towns and cities across Kosovo.

⁶⁶ Kosovo Serb female, Istog/Istok, 20 September 2007.

⁶⁷ Kosovo Serb female, Istog/Istok, 20 September 2007

⁶⁸ Kosovo Serb male, Istog/Istok, 20 September 2007

3.2.4 Involvement of, and impact upon, young people

Research for this Assessment suggests that Kosovo's youth has been actively involved. Increased youth awareness of the consequences of a polluted environment is a visible and widespread impact of the work that CSATs have been undertaking. The clean-up projects, in which school students often participate, have helped to generate a more developed sense of understanding about the environmental consequences of littering, with several students noting their new sense of awareness, as evidenced below.

- *"Now we know where to put the garbage... and we behave differently because we have learned a lot from these projects held in our school".* Kosovo Albanian female, elementary school student (Shaban Shabani School), Dragash/Dragaš, 14 June 2007
- *"Because I was part of this project, which has had an impact on the student's conscience, I now throw the garbage in the right place. When I see children I tell them not to throw the garbage in the street because it has consequences for their health".* Kosovo Albanian female, secondary school student (Haxhi Zeka School), Istog/Istok, 18 September 2007.
- *"I participated in the project about cleaning the environment in the school, city, and park. The city is cleaner now and it has an effect on the air also... [Now] I throw garbage in the container. In the city we have*

more containers, but if I do not see one I put [the garbage] in my pocket and I throw [it away] when I see a container". Kosovo Albanian female, secondary school student (Xhelal Hajda School), Rahovec/Orahovac, 18 September 2007.

The effect of these projects was also noted by school Directors, with one appropriately summarising the issue: "These projects have a very positive effect on children's habits. They learn skills that they can use as adults...through these projects we teach students to think and be responsible. The difference is huge."⁶⁹

It can also be seen that a sense of collective responsibility has been cultivated through the CSATs environmental projects, with many students noting the importance of co-operation and partnership and the need for everyone to "take care of the environment".⁷⁰ In one school in Rahovec/Orahovac, for example, the students collectively undertake a weekly clean-up of the school garden.⁷¹ More generally, students noted an increased tendency towards encouraging other children not to litter.⁷² This impact is especially important because if such a level of awareness and sense of responsibility can

⁶⁹ Kosovo Serb male, primary school employee, Štrpce/Shterpcë, 12 June 2007.

⁷⁰ Kosovo Albanian female, elementary school student (Shaban Shabani School), Dragash/Dragaš, 14 June 2007.

⁷¹ Kosovo Albanian female, secondary school student (Xhelal Hajda School), Rahovec/Orahovac, 18 September 2007.

⁷² Kosovo Serb female, primary school student, Štrpce/Shterpcë, 12 June 2007.

be engendered amongst Kosovo's youth, then any increase in environment-related activity is more likely to be sustainable over a longer period of time. As such, continued actions in schools, both by CSATs and by the school leaderships, is to be encouraged.

3.2.5 The contribution of CSATs partners

The majority of individuals questioned about environmental cleanliness were generally satisfied with the level of service provided by Kosovo's authorities in terms of public cleaning, both in their municipality and across Kosovo. A total of 57% and 49% of people interviewed thought that the authorities were doing either an 'excellent' or 'good' job across Kosovo and in their specific municipality respectively:

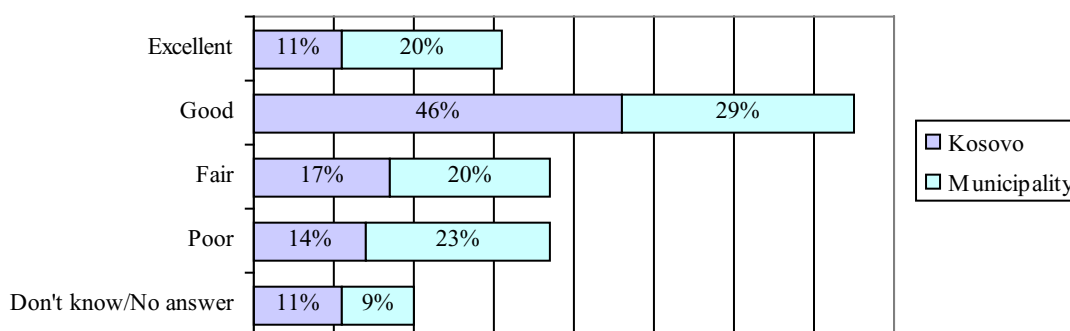


Figure 9: Overall, how well do you think the authorities are providing public cleaning services to the residents of Kosovo? (Base No = 35)

However, it remains that a significant proportion of people noted dissatisfaction

with the service. Fourteen per cent of the individuals interviewed expressed that public cleaning services at the Kosovo-wide level were of a poor quality, and 23% considered this to be the case within their individual municipalities.

Though the number of people questioned on this issue is small, it is possible to see that the authorities in Istog/Istok and Rahovec/Orahovac were viewed particularly favourably, while those in Štrpce/Shterpçë were heavily criticized by the majority of interviewees located there. Three of the four people questioned in the latter municipality stated that the level of public cleaning was 'poor', though the lack of adequate resources was acknowledged as a contributory factor in this regard.⁷³ The shortage of appropriate facilities as an obstacle to the appropriate and adequate disposal of household waste was

a recurring complaint, with one interviewee highlighting the issue particularly well: "The main problem is that we do not have any help from the municipality for the garbage dump,

⁷³ Kosovo Serb male, Hunting Association employee, Štrpce/Shterpçë, 12 June 2007.

so we burn the garbage, and plastic cannot be destroyed without proper recycling".⁷⁴ However, uncontrolled or inappropriate incineration of waste can generate harmful pollutants,⁷⁵ and thus it is critical that adequate mechanisms for its disposal are available.

A number of people interviewed noted that the lack of systematic inspection or penalties for those who fail to dispose of their household waste in an appropriate manner exacerbates the already low level of public consciousness towards this issue.⁷⁶ This is a matter that should be examined by the Municipal Assemblies, as an excess of inappropriately disposed household waste causes problems not only to human health and the aesthetic and material health of the environment, it also contributes to the dangers caused by stray dogs.⁷⁷

The problem of illegal deforestation was also raised by several interviewees, who expressed a desire for the authorities in Kosovo to effectively address the issue. For example, some measures have been taken by the Istog/Istok CSAT to address this issue in co-operation with the Municipal authorities, and though there has been some success in terms of arrests, a CSAT representative noted that the impact they have been able to have has not met their

expectations.⁷⁸ Further, Dragash/Dragaš CSAT has worked in co-operation with the KPS mounted border police, the Municipal leadership, KFOR and the authorities in Albania to address issues of illegal deforestation with some success,⁷⁹ yet continued action by the KPS and Municipal authorities is necessary for this issue to be effectively addressed.

The standard of information provision regarding environmental issues is particularly important given that a developed level of understanding and awareness is integral to increased action. It is therefore encouraging that a majority of interviewees (63%) considered that their municipal authorities were doing either an 'excellent' or 'good' job in providing information about environmental issues, though a smaller proportion (40%) considered this to be the case across Kosovo.

However, a significant minority (20%) considered that the Municipal Assemblies were doing a 'poor' job in providing information on the environment. One interviewee voiced her concern about the issue both in her municipality and in Kosovo generally: "The municipality does not distribute any information about projects or activities...If every municipality is doing [as] ours, I must say the situation [across Kosovo] is poor."⁸⁰

74 Kosovo Serb female, Istog/Istok, 20 September 2007.

75 European Environment Agency, *Dangerous substances in waste (2000)*, pp. 16-21. Available at: http://reports.eea.europa.eu/technical_report_no_38/en/tech38.pdf

76 For example, Kosovo Albanian male, CSAT member, Dragash/Dragaš, 14 June 2007 and Kosovo Serb female, Leposavić/Leposaviq, 24 May 2007.

77 See section xx above.

78 Kosovo Albanian male, Municipal representative/CSAT member, Istog/Istok, 20 May 2008.

79 Kosovo Albanian male, Municipal representative/CSAT member, Dragash/Dragaš, 20 May 2008.

80 Kosovo Serb female, Istog/Istok, 20 September 2007.

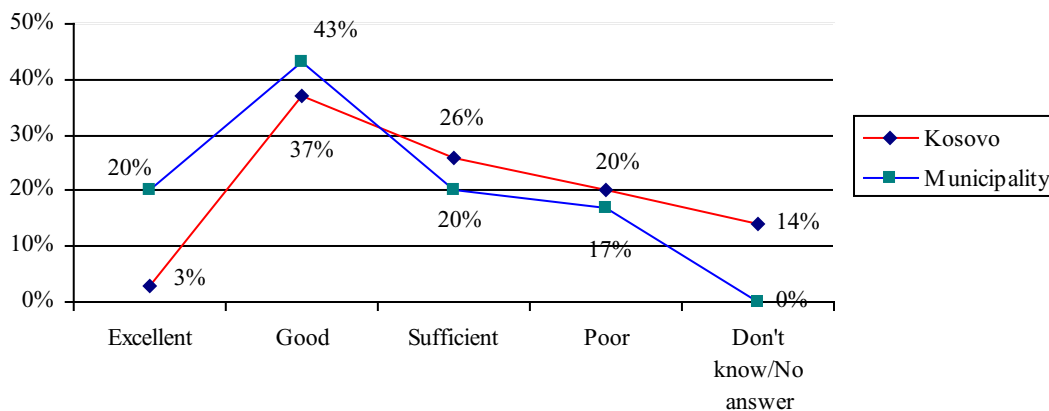


Figure 10: Overall, how well do you think the authorities are doing in the provision of information about the environment to the residents of ...?' (Base = 35)

The contribution made by the KPS to improving environmental conditions was also highlighted by those interviewed for this Assessment. Indeed, there are many excellent examples of the KPS working in partnership with the CSATs to implement projects that impact upon environmental safety and awareness, in addition to the role KPS units have played in the addressing the issue of stray dogs. In almost all of the 'clean-up' initiatives discussed in section 3.2.1 above, for example, KPS officers have been directly involved. Further, the KPS has been particularly active in schools. For example, in one community in Štrpce/Šterpcë there is a biannual cleaning project initiated by the KPS and undertaken in partnership with the local school.⁸¹

⁸¹ Kosovo Serb male, school employee, Štrpce/Šterpcë, 12 June 2007.

3.2.6 Partnerships and problem-solving

Though there have been challenges and limitations, projects undertaken by CSATs in the field of environmental safety have contributed to the creation of cooperative multilateral relationships between various stakeholders and community members. Not only have these had a clear and positive impact on the inhabitants of these municipalities, they are also critical for sustainability. Whether these partnerships are ad hoc and project-specific or more structured and regular in nature, it can be seen that CSATs regularly seek to develop supportive working relationships with relevant organisations and actors in order to achieve project objectives.

In addition to the partnerships that CSATs have forged with municipal authorities and KPS units while implementing environment-focused projects, they have also worked in co-operation with hunting associations. This has occurred not only

in relation to initiatives aimed at reducing the prevalence of stray dogs, but also in connection with more general activities. For example, in Štrpce/Shterpcë, the hunting association has been involved in river and street cleaning activities several times a year, in partnership with the local CSAT, the KPS, local schools and the municipal authorities.⁸² The hunting association in Leposavić/Leposaviq often holds monthly meetings with CSAT representatives to discuss community problems.⁸³

Further, involvement of and co-operation with local communities is necessary in order for such programmes to be sustained over a longer period. One interviewee noted that “we [have shown] the community that nothing can be changed by itself...if we want something done regarding improvements to our living conditions...we need to work together as a team....This type of work has increased community awareness that nobody can solve your problems if you do not make any kind of move yourself”.⁸⁴

As a result of the partnerships continually developed and utilised by the CSATs, not only is environmental awareness at a good level, as evidenced by the significant social involvement in CSATs environment projects, there seems to be a good level of faith that CSATs can be approached

and trusted to resolve different problems in partnership with the inhabitants themselves.⁸⁵ As one CSAT member noted, the inhabitants of Kosovo are accustomed to the promises of different organisations and actors and, as such, levels of trust can be low. However, “people see [CSATs] actions, [which have] proved our words. As a result public trust in CSATs has increased...[People] see the results [of CSAT] projects and they trust [them].”⁸⁶ The importance of such co-operation was further summarised by one CSAT member, who said “without partnership, some serious things cannot be done”.⁸⁷ The Vice-President of the Municipal Assembly in Dragash/Dragaš further highlighted this valuable impact, noting that “thanks to the CSATs programme, the partnership between the municipality, the KPS and the community has improved. Communication has improved and the environment has improved”.⁸⁸

3.3 Conclusion

It is clear that the work of the CSATs has had a visible impact on the perceived levels of traffic safety in several municipalities and has created preconditions necessary for improving actual safety. The number of traffic signs and pedestrian crossing installed

82 Kosovo Serb male, Hunting Association employee, Štrpce/Shterpcë, 12 June 2007.

83 Kosovo Serb male, CSAT member, Leposavić/Leposaviq, 24 May 2007.

84 Kosovo Serb male, CSAT member, Leposavić/Leposaviq, 09 Aug 2007.

85 Kosovo Serb male, Leposavić/Leposaviq, 29 May 2007.

86 Kosovo Albanian male, CSAT member, Istog/Istok, 20 September 2007.

87 Kosovo Albanian male, CSAT member, Istog/Istok, 20 September 2007.

88 Kosovo Albanian male, Municipal Assembly Vice President, Dragash/Dragaš, 14 June 2007.

represents a positive development, yet much more remains to be done. In order for success to be maximised, full support from the municipal authorities is necessary. Individuals involved in the CSATs programme have reported that they feel safer in and amongst traffic, and that they feel the KPS is generally working well to meet the traffic needs of their communities. Thousands of students have been educated about traffic safety and, as a result, possess a higher level of awareness of the dangers posed by traffic. Further, partnerships between the CSATs, KPS, schools, communities, and municipal authorities are being strengthened as a result of their shared goals. However, much more remains to be done in this field, both by the CSATs, the communities more generally, and the authorities, both law enforcement and municipal.

The success of the significant number of projects undertaken by CSATs that have had a direct and positive impact upon the quality of the environment in local communities is also evident. Though it is, at the present time, impossible to say whether the CSATs' work has affected the degree of pollution in Kosovo, it is clear that the visual environment has been improved in the villages and towns in which they work. CSATs have made significant progress towards motivating local communities to take care of their immediate surroundings and raising the awareness of environmental issues amongst children. However, in order for the impact to be sustainable, clean-up activities need to be regular and

efforts to educate people on the dangers posed by their careless garbage disposal should be intensified in order to provide a sustainable solution to the problem. Finally, inclusive and sustainable partnerships, sometimes across 'ethnic boundaries', have been created, with contact established between the CSATs, communities, Municipal Assemblies, the KPS, hunting associations and local NGOs, KFOR and others.

3.4 Recommendations

Traffic safety

- The strong leaning towards social action in the field of traffic safety is clearly indicated by the work thus far completed by the CSATs, and the impact that they have had. As such, sustained implementation of traffic-related projects should be considered by the Municipal authorities and relevant government departments in order to capitalise on and further recent success.
- The Municipal authorities should provide sufficient support, both logistical and financial, for the traffic safety projects undertaken by the CSATs and their partners in order to avoid failure of projects.
- The KPS should, in partnership with CSATs and local schools, continue to implement regular traffic awareness education programmes.
- The KPS should seek to implement a 'bottom-up' approach to traffic policing, with a change in attitudes being the ultimate and sustainable goal.

Environmental conditions and safety

- CSATs should continue to work towards engaging local residents in environmental projects, and raising awareness of the benefits associated with them and the dangers caused by environmental damage.

Particular focus should be made on Kosovo youth in order to ensure sustainable improvements.

- Municipal authorities should allocate adequate resources to longer-term environmental projects, such as tree-planting, sustainable river cleaning, and initiatives to lower levels of pollution in order for the positive impacts of clean-up and awareness-raising activities to be strengthened.
- Municipal authorities and the government should seek to develop mechanisms to effectively address the issue of illegal wood-cutting in co-operation with the KPS.
- Municipal authorities should ensure that all villages and towns have proper garbage disposal facilities. They should also implement a comprehensive system of 'checks' throughout municipalities to ensure that household waste is being disposed of in accordance with acceptable standards. The imposition of penalties on those who fail to comply with such regulations should be strongly considered.
- Municipal authorities should ensure that adequate support, both financial and practical, is given to environmental projects undertaken by the CSATs and their partners.
- Municipal authorities should ensure that timely decisions are made on proposed actions towards stray dogs, and proper support be given to those involved.

4. BROADER PROGRAMMATIC IMPACTS

As well as having an immediately visible impact on issues, such as traffic safety and environmental conditions,⁸⁹ CSATs have had a valuable opportunity to influence broader issues. This is due to the fact that CSATs are inclusive in their approach: they are composed of residents, municipal officials, community leaders and KPS officers; men, women and youth, who all work together as part of the same team. Further, in the course of their work they co-operate with many different stakeholders and thus bring a range of actors together, as well as operating across ethnic lines. Though the broader impacts of the programme are diverse, the Assessment sought to explore two aspects of this issue: interethnic co-operation in multi-ethnic areas and CSATs' impact upon relations between the residents and the KPS. As these issues necessarily include a focus on individual attitudes, any significant change will only become apparent over a longer period of time. Yet it is possible to see indications of increased co-operation and mutually beneficial relationships emerging from the programme thus far.

4.1 *Interethnic co-operation*

The subject of interethnic relations remains a pressing and sensitive issue, and Kosovo's communities and the relationships between them is often at the forefront of international discussion. One of the initial expectations of the Programme Team at the inception of this programme was that CSATs would provide a forum for interethnic communication and dialogue.⁹⁰ There have been a number of projects through which CSATs have explicitly sought to improve these relationships, yet quite often an impact is also created as a by-product of projects that have sought to achieve more discrete or tangible goals, such as environmental cleanliness. Due to its importance, the research team thus chose to focus on this issue and, notwithstanding the challenges associated with accurately assessing any change in interethnic relations within these areas, the research shows some positive developments.

4.1.1 **Key concerns and issues addressed by CSATs**

CSATs have undertaken a number of projects that specifically sought to bring different communities together and improve co-operation and relations. One of the most widespread and successful of these has been a series of multi-ethnic youth camps organised by or with involvement from CSATs. These camps have brought children of different communities together

⁸⁹ See section 3, 'Project specific impacts'.

⁹⁰ Former CSAT programme staff member, Vushtrri/Vučitrn, 28 May 2008.



OBILIQ/OBILIĆ CSAT ORGANISED
MULTI-ETHNIC YOUTH CAMP IN
BREZOVICA/BREZOVICË

for a week to participate in joint activities and workshops. For example, such camps have been held in the Brezovica/Brezovicë mountain resort, organised by the Obiliq/Obilić and Vushtrri/Vučitrn CSATs in co-operation with the KPS. Camps have also been organised by CSATs in Dragash/Dragaš, Kamenicë/Kamenica and Rahovec/Orahovac and CSATs in Novobërdë/Novo Brdo, Prizren and Štrpce/Shtërpçë have provided organisational and fundraising support to camps in their municipalities. Further, the multi-ethnic youth camp initiated by the municipal authorities in Fushë Kosovë/Kosovo Polje, and organised in co-operation with the CSAT involved not only children of the Kosovo Albanian, Kosovo Serb, Ashkali and Roma communities, but also a number of young people from Germany. The value of bringing youth together in such a forum is significant: as well as engaging in dialogue, they learn to work together towards achieving their goals, something that is necessary for the long-term stability of Kosovo. Separate from, but complementary to, the CSATs' multi-ethnic youth camps were the 'Future Leaders' youth camps administered by the Kosovo Police Service School⁹¹ in partnership with the CSATs programme team and ICITAP during 2004 and 2005. Attended by young people from the Kosovo Albanian, Kosovo Serb, Kosovo Bosnian, Roma, Ashkali, Egyptian and Turkish communities, the camps offered participants an opportunity to gain conflict management and problem-solving skills

in a multi-ethnic environment. The camps were well received, with one participant summarising their value: "I was very happy to be with my working group, we learned, talked and played together. Getting to know students from other ethnic communities was a great opportunity we never had before."⁹²

Another good example of interethnic projects was in 2005, when the Vushtrri/Vučitrn CSAT, in co-operation with the international NGO 'Women for Women International' and the local community, implemented a project entitled 'Walls around the Houses'. This initiative grew from discussions for the return of Ashkali families who had left the municipality following the violence in March 2004, which saw the burning of 72 Ashkali houses. The displaced Ashkalis had requested that, in keeping with cultural tradition, walls be erected around the rebuilt houses to which they would return. The project benefited 13 families and their houses, and received strong support from the Kosovo Albanian community of Vushtrri/Vučitrn, the Municipal Assembly, the local KPS units and the government. The cooperative nature of the project was noted by one participant, who stated that "with the support that we have from residents, from the Municipality and from other institutions, we will be always successful".⁹³ Another participant also observed the way in which the project

91 Now the Kosovo Centre for Public Safety, Education and Development.

92 Kosovo Serb participant of the 'Future Leaders Youth Camp', 2 – 4 July 2004.

93 Female, CSAT member, Vushtrri/Vučitrn, 13 September 2007.

has impacted on everyday life in the municipality: “Now the Ashkali community is living in complete freedom in their houses. They have freedom of movement [and can] visit all the places they need to”.⁹⁴ Another CSAT member involved in this project talked about the way in which the full integration of the Ashkali community into Vushtrri/Vučitrn society provided his personal motivation for becoming involved in the project, and how his expectations of success were readily exceeded.⁹⁵ The “key role” that the CSAT had played in the initiative and the ongoing reintegration efforts were further explored by a beneficiary of the project, who noted that “with [the CSATs] help, all the children in [the Ashkali] community are now going to school...For every request, need or problem, we go to the CSAT”.⁹⁶ The impact that the Vushtrri/Vučitrn CSAT has made in this case is significant, and it provides a foundation for sustainable development of interethnic relations.

Additionally, the Vushtrri/Vučitrn CSAT worked with partners to build a new road (‘Integration Road’) linking the Ashkali community with the Kosovo Albanian area in the main town, increasing the levels of contact and significantly improving relations between the two communities.⁹⁷ CSAT members are also involved in an initiative to build an ‘Integration Bridge’.

⁹⁴ CSAT member, Vushtrri/Vučitrn, 10 August 2007.

⁹⁵ CSAT member, Vushtrri/Vučitrn, 10 August 2007.

⁹⁶ Ashkali citizen and beneficiary of CSAT project, Vushtrri/Vučitrn, 14 August 2007.

⁹⁷ Kosovo Albanian male, Municipal representative/CSAT member (Vushtrri/Vučitrn), Vushtrri/Vučitrn, 28 May 2008.

This project evolved from an initiative of the UK Department for International Development and the OSCE Mission in Kosovo to facilitate dialogue between Kosovo Albanian and Kosovo Serb leaders of Prelluzhe/Prelužë in 2004, during which the need for a new bridge between the communities – physically and psychologically – was raised. The CSAT has collected signatures from 250 representatives from the community, municipality, KPC and KFOR, to support the rebuilding of a bridge across the Sitnica River to connect the Kosovo Albanian and Kosovo Serb communities. They are now preparing to discuss the issue with Kosovo Serb community leaders. This is an excellent example of how the CSAT has become involved in an initiative and taken proactive steps towards its development, in order to improve the levels of communication and interaction/reconciliation between different communities.

Other examples of projects with an interethnic impact include a project entitled ‘Skilful Hands’, which was initiated by the CSAT in Lipjan/Lipljane in 2006. This project brought together women of the Kosovo Albanian, Kosovo Serb and Ashkali communities both to learn skills conducive to gaining employment, and engage in inter-community dialogue.⁹⁸ Moves by the Kamenicë/Kamenica CSAT to remove the barriers separating the Kosovo

⁹⁸ The CSAT implemented this in co-operation with the KPS, a local secondary school (Adem Gllavica School). They received financing from a Norwegian NGO ‘Norges Vell’.



PARTICIPANTS OF THE MULTI-ETHNIC
FOOTBALL TOURNAMENT IN ISTOG/ISTOK

Albanian and Kosovo Serb communities in Kamenicë/Kamenica town that had been erected by the US KFOR contingent due to feelings of insecurity amongst the Kosovo Serb inhabitants also had a positive impact on interethnic relations. In 2006, the local CSAT proposed that the barriers be removed as a result of the inconvenience that they caused for traffic flow. Though both KFOR and the Kosovo Serb community initially declined to do so as a result of security concerns, an agreement was reached after extensive discussion between municipal representatives, the CSAT and Kosovo Serb leaders in the town. In order to assuage outstanding security concerns, the Municipal leadership agreed to install additional street lights, traffic signs and sidewalks in the town,⁹⁹ and with the financial and practical assistance of several dozen residents, and the co-operation of the KPS, the barriers were removed. The barriers remain absent at the present time and CSAT members have reported that freedom of movement and inter-community communications have improved as a result.¹⁰⁰

Art and sport have also commonly been used by CSATs as vehicles for the improvement of interethnic relations. In Kamenicë/Kamenica, for example, the local CSAT and KFOR contingent organised a football competition for all communities.¹⁰¹ There were similar multi-ethnic events in Štrpce/Shterpcë and Istog/

Istok, during which Kosovo Albanians, Kosovo Serbs, Kosovo Bosnians, Roma and Ashkali participated. The CSAT in Rahovec/Orahovac implemented a project in partnership with a local swimming pool owner that brought 100 residents from all communities to swim together free of charge for one month. As a result of the initiative, people from all communities forged friendships and the CSAT, therefore, wishes to replicate the project annually.¹⁰² An art competition, with a theme of ‘interethnic tolerance’, was held in Fushë Kosovë/Kosovo Polje. Students from all communities took part to “show their vision that [they] can all live together in Kosovo”.¹⁰³

It can also be seen that projects with a different, more tangible goal, such as the improvement of environmental standards have had a positive impact on interethnic relations. For example, the regular clean-up projects in Istog/Istok, which are implemented in co-operation with several different stakeholders,¹⁰⁴ have resulted in increased co-operation between different communities, such as Kosovo Albanians, Kosovo Serbs and Ashkali.¹⁰⁵ As discussed more extensively in section 3.2.1, the CSAT in Fushë Kosovë/Kosovo Polje has also implemented a project aimed at improving a neighbourhood inhabited by the Ashkali community. This project was undertaken

99 Kosovo Serb male, Kamenicë/Kamenica, 5 June 2007.

100 CSAT member, Kamenicë/Kamenica, 20 May 2008.

101 Kosovo Albanian male, CSAT member, Kamenicë/Kamenica, 5 June 2007.

102 CSAT member, Rahovec/Orahovac, 18 September 2007.

103 Kosovo Albanian female, KPS officer, Fushë Kosovë/Kosovo Polje, 17 May 2007.

104 For more information on this project, see section 3.2.1.

105 Kosovo Albanian male, Istog/Istok, 20 September 2007.

in partnership with the local Ashkali community, the Municipal Assembly and an international NGO.¹⁰⁶

The interactive approach that CSATs have taken in response to interethnic relations was highlighted by a municipal representative in Klinë/Klina, who stressed that the “read[iness] to hear and help people with their problems” was one of the greatest successes of the programme”.¹⁰⁷ The success that CSATs have had in relation to interethnic communication and co-operation is thus positive and they should continue to focus on this area in order to make a sustained contribution to the relations between Kosovo’s many different ethnic communities.

- *“Thanks to the CSATs programme, many issues have improved. For instance, safety has improved, interethnic relations have improved and the partnership between the public and municipality and the municipality and other institutions have improved”*. Kosovo Bosnian male, Municipal Assembly Vice President, Dragash/Dragaš, 14 June 2007.
- *“The CSATs impact is big. They are behind many great changes.”* Kosovo Albanian male, Municipal Assembly President, Fushë Kosovë/Kosovo Polje, 17 May 2007.
- *“The CSATs role in improving interethnic relationships and safety in Fushë Kosovë/Kosovo Polje is huge... Thanks to CSATs,*

¹⁰⁶ Kosovo Albanian male, Municipal Assembly representative, Fushë Kosovë/Kosovo Polje, 17 May 2007.

¹⁰⁷ Municipal Assembly Vice President, Klinë/Klina, 10 September 2007.

people are now working together”. Kosovo Albanian male, Municipal Assembly Vice President, Fushë Kosovë/Kosovo Polje, 17 May 2007

4.1.2 Community perceptions of interethnic relations

Recent and extensive research by different organisations shows that interethnic relations remain a concern of Kosovo’s population. Twelve per cent (12%) of respondents in a 2007 survey listed poor interethnic relations as one of their most pressing security and safety problems, though this rose to 56.9% amongst Kosovo Serb respondents.¹⁰⁸ However, research undertaken in 2007 shows that a large proportion of Kosovo’s population considers interethnic relations to be improving. Seventy-four per cent (74%) of Kosovo Albanians, 35% of Kosovo Serbs and 80% of other communities reported holding that opinion in October 2007, though these statistics represent a slight decrease from June 2007.¹⁰⁹ This increasingly positive perception is supported by official KPS statistics, which show that crimes or incidents recorded as possessing a potential ‘ethnic’ element have steadily decreased during the last three years to just 24 incidents in 2007.

¹⁰⁸ FIQ and Saferworld, Human security in Kosovo: A survey of perceptions (May 2006), p. 20. Available at: http://www.saferworld.org.uk/images/pubdocs/Human_Security_in_Kosovo_English.pdf

¹⁰⁹ Where 92%, 90% and 95% of each group respectively held that opinion. See UNDP Kosovo, Early Warning Report Kosovo No. 18, (October 2007), p. 35. Available at: http://www.kosovo.undp.org/repository/docs/EWR_eng.pdf

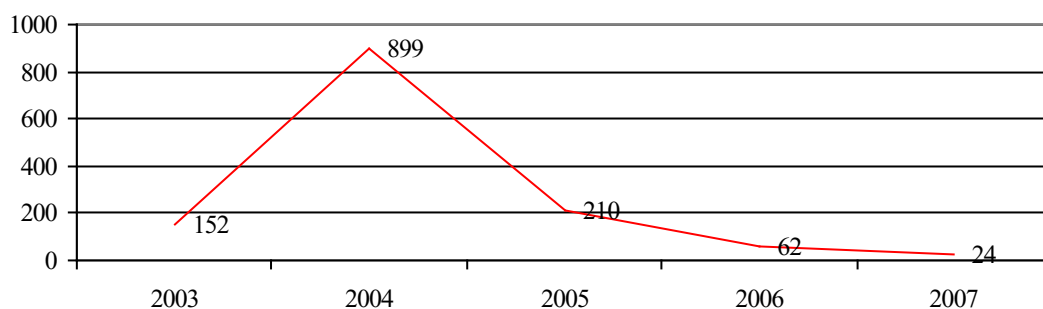


Figure 11: Number of criminal incidents classified as containing a potential ethnic element (Source: Official KPS data)

CSATs municipalities worth noting for their absence of such reported incidents in 2007 are Dragash/Dragaš, Fushë Kosovë/Kosovo Polje, Gjakovë/Đakovica, Istog/Istok, Klinë/Klina, Kaçanik/Kaçanik, Lipjan/Lipljane, Novobërdë/Novo Brdo, Obiliq/Obilić, Prizren, Rahovec/Orahovac and Viti/Vitina.

Research undertaken by UNDP Kosovo shows that there has been a decrease in the proportion of Kosovo Serbs willing to live or work with members of a different community, with only 30% of this group stating that they would be prepared to live in the same town as Kosovo Albanians in October 2007. The corresponding statistic for Kosovo Albanian respondents is 40%.¹¹⁰ However, many Kosovo Albanians participating in this Assessment asserted that they were more likely to visit a Kosovo Serb at the time of the research than in 2002. The Kosovo Serb participants

reported a similar approach towards meeting with Kosovo Albanians. It should be remembered that the Kosovo Albanian and Kosovo Serb individuals interviewed for this research live in communities where the CSATs have been active, and this finding therefore suggests that involvement with the CSATs programme has had a positive impact on community members' perceptions of interethnic relations.

Kosovo's conflict is, in many interviewees' opinions, responsible for the many difficult relationships that remain in Kosovo. As one Kosovo Bosnian interviewee stated: "it is not easy to have a coffee [with a person from a different community] if you have lost someone from your family in the war".¹¹¹ Another, Ashkali, interviewee stated that, in the past, meeting with a member of the Kosovo Albanian community would have been "a problem", due to the number of people still missing from his village and the associated difficult relationships.¹¹² Some CSATs members also noted that whilst on a personal level

110 UNDP Kosovo, Early Warning Report Kosovo No. 18, (October 2007), p. 36. Available at: http://www.kosovo.undp.org/repository/docs/EWR_eng.pdf

111 Kosovo Bosniak male, Municipal Assembly Vice President, Dragash/Dragaš, 14 June 2007.

112 Ashkali male, Municipal Assembly Vice President, Fushë Kosovë/Kosovo Polje, 17 May 2007.

interethnic communication, especially that between Kosovo Albanians and Kosovo Serbs, can be readily achieved, at times the relationship can be “politicised”, making more formal dialogue difficult.¹¹³ In this regard, there is a concern that political processes and rhetoric may be inhibiting the level of success that is being achieved in this area.¹¹⁴ However, if CSATs continue to work on facilitating interethnic communication, then they can build personal relationships that may eventually be able to transcend politics.

However, some municipalities were highlighted by interviewees for their particularly positive levels of interethnic co-operation. For example, the relationship between Kosovo Albanians and the large Gorani/Bosnian community in Dragash/ Dragaš is well-known for its high level of interethnic co-operation. The Municipal Assembly Vice President noted the extent to which the community interacts and co-operates, and he also highlighted the relatively high incidence of mixed marriage.¹¹⁵ This view is supported by KPS statistics that show an absence of ‘ethnic incidents’ in the municipality during 2007, with just one occurring in 2005 and one in 2006.¹¹⁶

Fushë Kosovë/Kosovo Polje was also highlighted as a municipality in which

interethnic relations are positive, an integrated community where “everything can be resolved”.¹¹⁷ Here, the Kosovo Albanian and Kosovo Serb communities work in partnership against crime, as well as in business,¹¹⁸ and ethnic incidents have declined. Though there were five ‘possible ethnic incidents’ reported in 2005, this decreased to two in 2006 and zero in 2007. The same can be said for Gjakovë/Đakovica: the number of such incidents decreased from 17 in 2005 to 0 in 2006 and 2007. One of the respondents in Gjakovë/Đakovica also noted the increased positivity of Kosovo Albanian-Ashkali relations, and said of the Kosovo Albanian interaction with the Kosovo Serb community: “I think relationships are better now; we are working together for a better future”.¹¹⁹

4.1.3 Social involvement in projects with an interethnic element

Social involvement in projects with an interethnic impact has been excellent. It has already been established that various communities have worked together in relation to, for example, environmental projects,¹²⁰ and individuals’ involvement in initiatives specifically aimed at increasing communications between various communities has also been good (see above). The public willingness to become involved, which has accompanied several

113 Kosovo Albanian male, Municipal representative/CSAT member (Istog/Istok), Vushtri/Vučitrn, 28 May 2008.

114 Former CSAT programme staff member, Vushtri/Vučitrn, 28 May 2008.

115 Kosovo Bosnian male, Municipal Assembly Vice President, Dragash/Dragaš, 14 June 2007.

116 Official KPS statistics.

117 Kosovo Albanian male, Municipal Assembly President, Fushë Kosovë/Kosovo Polje, 17 May 2007.

118 Kosovo Albanian male, Municipal Assembly Vice President, Fushë Kosovë/Kosovo Polje, 17 May 2007.

119 Kosovo Albanian male, Gjakovë/Đakovica, 10 September 2007.

120 See section 3.2.



CHILDREN IN FUSHË KOSOVË/KOSOVO
POLJE TAKING PART IN THE MULTI-ETHNIC
'TOLERANCE AND COEXISTENCE' INITIATIVE

CSATs initiatives, such as the 'Integration Bridge' project in Vushtrri/Vučitrn and the removal of the Kamenicë/Kamenica barriers, shows a real propensity towards interethnic dialogue. As such this involvement should be nurtured and developed.

4.1.4 Involvement of, and impact on, young people

It is particularly important that young people are engaged in interethnic communication, given that approximately half of Kosovo's population is under the age of 25.¹²¹ As one NGO representative has stated, often it is "children [who] are the first ones to understand that there must be good co-operation with other communities".¹²² As the youth of Kosovo is its future, positive relations between children of different communities must be developed. Encouragingly, some CSATs activities have been directly targeted at facilitating interaction between children of different communities, such as the 'multi-ethnic youth camps' discussed in more detail in section 4.1.1. Other projects with a possible interethnic impact, such as traffic safety projects, have also been directed at young people. Though the impact that may have been made will become more obvious in the long-term (for example, increased co-operation between future adult generations), youth participants

of the CSATs projects have welcomed their increased contact with children of other ethnic groups. For example, one student talked about his involvement in various traffic safety and sports initiatives organised by the CSAT and KPS in Štrpce/Shterpçë where both Kosovo Albanian and Kosovo Serb children participated. He stated that though he did not have any contact with the Kosovo Serb participants, this was due only to language barriers; otherwise he "would not have any problem talking with them".¹²³

Further, multi-ethnic youth football tournaments have been organised in Dragash/Dragaš. The Fushë Kosovë/Kosovo Polje CSAT worked in co-operation with the UK Department for International Development, the KPS and the OSCE Mission in Kosovo to hold a competition for the best poster on 'Tolerance and Coexistence' in a local primary school. The latter event involved participation of Kosovo Albanian, Kosovo Serb and Ashkali children, and served to emphasise the need for good relations between different communities.

The Kosovo Albanian, Kosovo Serb and Roma children of one multi-ethnic school in Rahovec/Orahovac have participated in exchanges with other schools, as well as participating in mutual programmes and activities such as building fences around the school. The CSATs have an important role to play in this regard, by facilitating

121 See UNDP Kosovo, Youth: A new generation for a new Kosovo (Human Development Report 2006) (2006). Available at: http://www.kosovo.undp.org/repository/docs/hdr_eng.pdf

122 Kosovo Serb female, NGO representative (Kamenicë/Kamenica), Vushtrri/Vučitrn, 28 May 2008.

123 Kosovo Albanian male, primary school student, Štrpce/Shterpçë, 12 June 2007.

contact and providing other means of support.¹²⁴ It is critical that CSATs continue to work with schools to seek ways to develop partnerships between children of different backgrounds, especially in light of research in 2006 that suggests that 25% of the Kosovo Serb youth rejects the idea of forming friendships with Kosovo Albanians, and 62% of Kosovo Albanian young people are opposed to forming friendships with Kosovo Serbs.¹²⁵ The full integration of all communities is necessary for both development and stability, and this is something that the CSATs can readily continue to work towards achieving, through its involvement with the youth of Kosovo.

4.1.5 Partnerships and problem-solving

As evidenced throughout this section, CSATs have worked in partnership not only with local residents, but with various institutions, particularly the Municipal Assemblies and KPS, in order to connect communities and increase levels of safety, security, co-operation and partnership. In addition to these everyday examples of co-operation to improve interethnic relations in Kosovo's municipalities, there have also been occasions when stakeholders have sought to improve interethnic relationships through their own initiative. For example, the Kamenicë/Kamenica KPS unit initiated the opening of a 'multiethnic' market in

124 Kosovo Serb, Director of school, Rahovec/Orahovac, 18 September 2007.

125 UNDP Kosovo, Youth: A New Generation for a New Kosovo (2006), p. 25. Available at: http://www.kosovo.undp.org/repository/docs/hdr_eng.pdf

2000, and though belief in its success was initially scarce,¹²⁶ the market now functions well, with conditions generally conducive to trade.¹²⁷ Further, the Kosovo Protection Corps (KPC) established an office in the Ashkali neighbourhood in Vushtrri/Vučitrn following the violence of March 2004.¹²⁸ KPS units in Klinë/Klina undertake daily visits to the villages inhabited by Kosovo Serbs in order to provide any assistance that they may require,¹²⁹ and the good level of co-operation between the Fushë Kosovë Municipal leadership and KPS has contributed to an increased freedom of movement for Ashkali residents.¹³⁰

As well as being necessary to achieve the short-term objectives of particular projects, it has been seen that this collaborative approach to problem-solving can have a positive impact on the levels of interethnic trust and partnership that are necessary for long-term improvements in this issue.

4.2 Community-KPS relations

The KPS was established in 1999 and has since grown to a service of over 7000. As CSATs are "a mechanism with which to implement the philosophy of community

126 Kosovo Serb male, KPS officer, Kamenicë/Kamenica, 5 June 2007.

127 Kosovo Serb male, Kamenicë/Kamenica, 5 June 2007.
128 KPS officer/CSAT member, Vushtrri/Vučitrn, 13 August 2007.

129 Kosovo Albanian male, KPS officer, Klinë/Klina, 10 September 2007.

130 Ashkali male, Municipal Assembly Vice President, Fushë Kosovë/Kosovo Polje, 17 May 2007.

policing”,¹³¹ KPS involvement in the programme is high, with several officers present on each CSAT, directly increasing the level of contact between KPS officers and community members. The training received by those KPS officers present on CSATs provides them with the skills necessary to work cooperatively with the community and implement community policing principles.¹³² Notwithstanding the challenges associated with accurately assessing changes in relationships between the KPS and the wider public, it can be seen that this focus on integrating communities and law enforcement officials together in the problem-solving process has resulted in some positive development. As such, the relationship between KPS officers and the communities in which they serve was chosen as a focus of this research.

4.2.1 The concept of community policing

The motivation behind community policing, and indeed the CSATs programme, is to facilitate cooperative and trusting working relationships between KPS officers, municipal officials, and community leaders/representatives. Based on the philosophy “the people are the police and the police are the people”, community policing in Kosovo aims to bring together different stakeholders to work together to address problems of crime, safety, security and livability. As such, the inhabitants are directly involved,

¹³¹ Former CSAT programme staff member, Vushtrri/Vučitrn, 28 May 2008.

¹³² Former CSAT programme staff member, Vushtrri/Vučitrn, 28 May 2008.

playing an important role in tackling these issues in partnership with the local authorities. The community policing officer thus effectively functions as an outreach officer, providing a link between the community and the public institutions. As a philosophy and organizational strategy, community policing plays a valuable role in many different countries. In Kosovo, it has enabled the people to regain the trust of their police as well as empowering both community members and the police. On a daily basis, CSATs interface with community policing.

When questioned about what community policing meant to them, the KPS officers interviewed focused on the creation of trusting and sustainable relationships with the community, and working in partnership with all stakeholders in Kosovo to identify and address problems facing people on a daily basis. In this way, community policing functions as “a bridge that links residents with all the institutions”¹³³; it creates an environment in which people can “trust and co-operate with the police”¹³⁴ in order to “solve their problems together”.¹³⁵ CSATs members viewed community policing through the same lens, stressing the need for police officers to communicate with residents regularly, not only in response to a crime. The benefits of a “close relationship”¹³⁶

¹³³ Kosovo Albanian male, KPS officer, Viti/Vitina, 10 May 2007.

¹³⁴ Kosovo Albanian male, KPS officer, Gjakovë/Dakovica, 10 September 2007.

¹³⁵ Kosovo Serb male, KPS officer, Kamenicë/Kamenica, 5 June 2007.

¹³⁶ Ashkali male, CSAT member (Lipjan/Lipljane), Vu-



between the KPS and the community, a kind of “open door to address the needs of the residents”,¹³⁷ were stressed by several CSATs members. One CSAT member and KPS officer noted the value of taking the time to speak with community members, even when unable to provide practical assistance.¹³⁸ This reflects the excellent progress that has been made since 1999, when the concept of community policing was introduced to Kosovo.¹³⁹

Though it is a relatively new concept in Kosovo, all of the KPS officers that participated in this research possessed a high degree of trust in the ability of the community policing approach to improve partnerships between different stakeholders. Over three-quarters of the KPS officers interviewed thought that the philosophy has a great deal to contribute to the reduction of crime, and improvements in safety, security and liveability. If sustainable results are to be achieved, a firm, focused and long-term commitment to integrating community policing into the very fabric of the KPS’ work is therefore crucial. Though half of the KPS station commanders and community police officers questioned thought that the KPS’ commitment to the concept of community policing was ‘excellent’, with a further 20% stating that it was ‘good’, a significant minority

(20%) considered the level of commitment to this issue to be ‘poor’. It is critical to note that the KPS still has more to do to “refine its ability to implement community policing”¹⁴⁰ and to fully realise the practical application of its organisational strategy. Fundamentally, the aim is to have a service where, in place of community policing ‘units’, “every member of the KPS feels like a part of the community”,¹⁴¹ that is, where the concept of community policing is firmly embedded within the culture of the service.

4.2.2 Key concerns and issues addressed by CSATs

The KPS has, in its own right, implemented numerous public relations campaigns throughout Kosovo.¹⁴² However, there have been few projects undertaken by CSATs that have explicitly sought to improve community-KPS relations. More often, CSAT initiated projects aimed at increasing levels of traffic safety,¹⁴³ improving environmental standards¹⁴⁴ and developing interethnic co-operation¹⁴⁵ have been developed and/or implemented in co-operation with the KPS, thereby subsequently improving community-KPS relations.

shtrri/Vučitrn, 28 May 2008.

137 Kosovo Albanian male, CSAT member (Kamenicë/Kamenica), Vushtrri/Vučitrn, 28 May 2008.

138 Kosovo Serb male, KPS officer/CSAT member (Štrpce/Shterpcë), Vushtrri/Vučitrn, 28 May 2008.

139 Kosovo Albanian male, KPS officer/CSAT member (Lipjan/Lipljan), Vushtrri/Vučitrn, 28 May 2008.

140 Former CSAT programme staff member, Vushtrri/Vučitrn, 28 May 2008.

141 Kosovo Albanian male, KPS Station Commander, Fushë Kosovë/Kosovo Polje, 17 May 2007.

142 Each KPS region has its own office that is responsible for information campaigns. KPS spokesperson, 20 May 2008.

143 See section 3.1.

144 See section 3.2.

145 See section 4.1.

Further, CSATs and the KPS have worked together to implement projects aimed at addressing domestic violence, problems faced by the homeless, issues of delinquency and drug abuse in schools, and mine awareness, amongst others – all concerns that require the assistance of, and benefit, the wider community. As a result of these projects, which have necessarily involved increased contact between the KPS and Kosovo’s inhabitants, many interviewees noted an improvement in the relationship between the KPS and the public, accompanied by an elevated degree of co-operation and trust. As one Municipal Assembly President noted, due to the fact that CSATs are working proactively in communities, and in so doing are bringing the KPS and communities together, “CSATs have helped to improve co-operation between the public and the KPS...and the [degree of] trust in the KPS has improved”.¹⁴⁶ This has often been furthered by joint CSATs-KPS visits to different villages¹⁴⁷ and regular community meetings, which seek to increase daily contact with KPS officers and trust in the work that the KPS undertakes, encouraging future co-operation and partnership.

4.2.3 Community perceptions of the KPS

Prior to 1999, the police in Kosovo had a history of using oppressive measures

against the population. Co-operation with the police in Kosovo has therefore long been viewed as problematic: as one CSAT member said, “if you contacted the police [in the past], the community would think you were a traitor”.¹⁴⁸ However, as the KPS becomes more involved in inhabitants’ day-to-day lives, both through their community policing units and their involvement in CSATs, a feeling of trust in law enforcement is beginning to emerge, with inhabitants developing a sense that the KPS “is an institution that helps them and keeps them safe”.¹⁴⁹ This is reflected in the perception amongst those taking part in this research that their communities are becoming safer: the majority of respondents (66%) considered that levels of crime had decreased in their neighbourhood from mid-2006 to mid-2007. Though official KPS statistics show that this was only actually the case in nine of the 16 municipalities involved in the CSATs programme,¹⁵⁰ (levels increased in the remaining seven from 2006 to 2007), it should be remembered that levels of reported crime do not necessarily mirror reality, with the percentage of committed crimes being reported varying from year to year. Indeed, the increasing propensity towards KPS-community dialogue may well have the effect of encouraging people to report crimes to the police. One

¹⁴⁶ Kosovo Albanian male, Municipal Assembly President, Viti/Vitina,

¹⁴⁷ For example, in Kačanik/Kaçanik (Kosovo Albanian male, CSAT member, Kačanik/Kaçanik, 8 May 2007) and Dragash/Dragaš (Gorani male, CSAT member, Dragash/Dragaš, 14 June 2007).

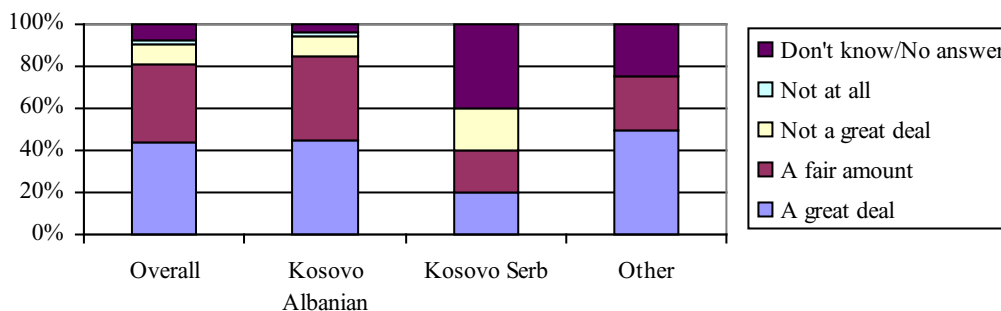
¹⁴⁸ Kosovo Albanian male, KPS officer/CSAT member (Lipjan/Lipljan), Vushtrri/Vučitrn, 28 May 2008.

¹⁴⁹ Kosovo Albanian male, Municipal Assembly Vice President, Dragash/Dragaš, 14 June 2007.

¹⁵⁰ Gjakovë/Đakovica, Istog/Istok, Kamenicë/Kamenica, Klinë/Klina, Lipjan/Lipljane, Prizren, Rahovec/Orahovac, Štrpce/Shterpcë and Viti/Vitina. Official KPS statistics obtained March 2008.

CSAT member and KPS officer noted that individuals often contact the police before any crime has even occurred and one of the Municipal Assembly Presidents thought that the very presence of an effective CSAT in a community may be able to contribute to the reduction of crime.¹⁵¹ Though it is difficult to measure how successful CSATs are in their efforts to

Vice President noted that increased co-operation between the KPS and Municipal authorities has enabled him to develop a greater sense of trust in the police.¹⁵² The results varied according to the ethnicity of the respondent, however, with Kosovo Albanians more likely to have higher degrees of confidence in the KPS than the Kosovo Serb respondents.



prevent crime, the perception of increased security that the research seems to indicate is to be welcomed.

The increased sense of security described by those interviewed during the course of this research is complemented by the high levels of trust and confidence in the KPS. The research team questioned a number of people on the degree of trust and confidence they had in the KPS, both generally, to maintain law and order and to protect individual rights. The results were encouraging; with the majority of respondents stating that they had either 'a great deal' or 'a fair amount' of confidence in the KPS. One Municipal Assembly

Figure 12: What degree of confidence do you have in the KPS? (Disaggregated by ethnicity) (Base No = 64)

These findings are supported by other research, which shows that there is a broad degree of public trust in the KPS, though this is much more limited amongst the Kosovo Serb population,¹⁵³ which is less optimistic when assessing KPS-community relations.¹⁵⁴

151 Municipal Assembly President, Fushë Kosovë/Kosovo Polje, 17 May 2007.

152 Municipal Assembly Vice President, Dragash/Dragaš, 14 June 2007.

153 See, for example, Saferworld and FIQ, Kosovo at the crossroads: Perceptions of conflict, access to justice and opportunities for peace in Kosovo (December 2007), p.11-12. Available at: <http://www.saferworld.org.uk/images/pubdocs/SafePlace%20Conflict%20Analysis%202%20Report%2020071202%20English.pdf>

154 See UNDP Kosovo, Early Warning Report No. 18 (October 2007), pp. 39-40. Available at: <http://www.kosovo.undp.org>

Further, the interviewees were optimistic about the capacity of the KPS to maintain law and order in Kosovo. Fifty-six percent (56%) of the total respondents reported 'a great deal of trust' in this aspect of the KPS' responsibilities, with just 6% stating that they had either a small degree of trust in the KPS, or none at all. When questioned about the extent to which they trusted the KPS to protect their rights, the responses given were similar. The majority of Kosovo Albanians interviewed said that they had either a 'great deal' (69%) or 'fair amount' (24%) of trust in the KPS to perform such a function. Just 4% reported low levels of trust in the service. The Kosovo Serb respondents were also positive, with most of them reporting that they trusted the KPS either 'a great deal' or 'a fair amount'. This is quite surprising because research undertaken by different organisations consistently show that municipalities with a majority Kosovo Serb population produce results indicating a low degree of trust in the KPS.¹⁵⁵ Though the results for this research show a more favourable picture of Kosovo Serb trust in the KPS than other studies, research for this report involved people directly involved in, or beneficiaries of, the CSAT programme, that is, individuals who have increased contact with the KPS. As

undp.org/repository/docs/EWR_eng.pdf and UNDP Kosovo, Early Warning Report No. 17 (April-June 2007), pp. 45-46.

Available at: http://www.kosovo.undp.org/repository/docs/EWR17_eng.pdf

¹⁵⁵ For example, see Saferworld and FIQ, Policing in Kosovo (February 2008), pp. 11-15. Available at: <http://www.saferworld.org.uk/images/pubdocs/English.pdf>

such, this optimistic viewpoint could be considered as indicative of the improved communication, including interethnic, achieved through the CSATs programme and the participation of the KPS in the projects.¹⁵⁶

The positive results established by the research are reinforced by the finding that the majority of people interviewed considered the KPS to be providing either an 'excellent' (14%) or 'good' (64%) level of service to the inhabitants of Kosovo. Just 2% thought that the service was 'poor', with 13% considering it to be 'fair'. When questioned specifically about their neighbourhood, respondents were even more positive with 38% and 47% perceiving the KPS to offer 'excellent' or 'good' levels of service respectively. This is supported by research undertaken by UNDP Kosovo, which finds that levels of satisfaction with the KPS are particularly high amongst the Kosovo Albanian population, though notably lower amongst Kosovo Serb respondents.¹⁵⁷

Interviewees were also positive regarding the role that the KPS played in information provision, with the majority of respondents stating that they considered the KPS to be doing either an 'excellent' (14%) or 'good' (64%) job in this area. Just 2% found

¹⁵⁶ It is also important to note that the sample for this research was small, and the results cannot, therefore, be considered as representative of Kosovo as a whole. However, as discussed in section 1, it was not the intention of the research to be a representative 'public survey'.

¹⁵⁷ UNDP Kosovo, Early Warning Report Kosovo No. 18 (October 2007), p. 39. Available at: http://www.kosovo.undp.org/repository/docs/EWR_eng.pdf

this aspect of the KPS' work to be 'poor'. Respondents also thought that the KPS was successful in this role on a localised level, with 20% and 52% perceiving information provision to be of an 'excellent' or 'good' standard respectively. The role of CSATs in information exchange was highlighted,¹⁵⁸ and the participation of KPS officers in community meetings was noted as a particularly valuable vehicle for information exchange and partnership on a community level.¹⁵⁹ However, the need for more regular and extensive information provision regarding the progress and outcome of criminal cases was voiced.¹⁶⁰ A regular radio slot, or special television programme focusing on the work of the KPS were suggested as possible mechanisms for this.¹⁶¹

Unfortunately, a small number of those interviewed expressed concern regarding the professionalism of some members of the KPS, evidencing the persistent mistrust with which the KPS is viewed by a percentage of the population. One respondent expressed the opinion that in small communities, where "everyone knows each other" and the officers are "scared of the criminals", the KPS was less likely to function effectively.¹⁶² This was echoed by another interviewee who voiced a concern

that some KPS officers are neither "qualified nor committed"¹⁶³ and a KPS officer who alleged that some police officers were connected to the commission of criminal offences, bringing "dishonour" to the Service.¹⁶⁴ Whether or not this is an accurate reflection of reality, the perception that the KPS cannot be trusted, which continues to exist amongst some individuals, must be addressed. The ongoing involvement of KPS officers in CSATs activities may alleviate this perception, as CSATs activities increase the possibility for daily interaction between KPS officers and the people.

4.2.4 Social involvement in KPS-community relations

As the CSATs have not implemented any projects directly aimed at improving KPS-community relations, the degree of social involvement in this area is difficult to assess. However, the large extent to which the inhabitants of the 16 municipalities have worked with KPS officers when participating in the different CSATs projects is readily visible and discussed further in section 3. The need for popular support for the KPS and all its activities was noted by a Municipal Assembly representative in Novobërdë/Novo Brdo, who considered that the ultimate success of the police depended on the co-operation and support of the community, as "so many cases have been solved in co-operation between the community and the KPS".¹⁶⁵

158 Kosovo Albanian male, KPS officer, Prizren, 04 September 2007.

159 Kosovo Serb male, Štrpce/Shterpçë, 12 June 2007.

160 Kosovo Albanian male, Municipal Assembly Vice President, Dragash/Dragaš, 14 June 2007.

161 Gorani male, CSAT member, Dragash/Dragaš, 14 June 2007 and Municipal Assembly Vice President, Dragash/Dragaš, 14 June 2007.

162 Kosovo Albanian male, elementary school employee, Dragash/Dragaš, 14 June 2007.

163 Kosovo Albanian male, CSAT member, Kamenicë/Kamenica, 05 June 2007.

164 KPS officer, Leposavić/Leposaviq, 24 May 2007.

165 Kosovo Serb male, Municipal Assembly representa-



A KPS OFFICER AND CSATs MEMBER ASSISTING CHILDREN IN THE CREATION OF THEIR VISION FOR THE 'PERFECT COMMUNITY' IN KAÇANIK/KAČANIK

4.2.5 Involvement of, and impact on, young people

Trust between Kosovo's youth and the KPS is necessary for the long-term development of cooperative relationships between law enforcement bodies and the public, and thus any impact that CSATs can have in this area is encouraging. The level of youth participation in projects implemented by CSATs is discussed in detail in sections 3.1.4, 3.2.4 and 4.1.4, and it has been shown that the involvement of the KPS in these projects has contributed not only to increased awareness of traffic and environmental issues amongst children, it can also lead to an improved understanding of the role and purpose of the KPS amongst Kosovo's youth due to the increased access that they have to the KPS.¹⁶⁶

For example, KPS officers have, often in co-operation with CSATs, worked in schools in most of the CSAT municipalities, providing lectures on traffic safety, drug awareness and crime and safety, as well as providing practical support to children and youth who have worked on environmental projects (for example, in Štrpce/Shterpcë). Further, in Kaçanik/Kaçanik, secondary school students have been involved in extensive training workshops designed to enhance problem-identification and problem-solving skills and KPS officers have worked in co-operation with local schools and the Municipal authorities to reduce and prevent crime.

tive, Novobërdë/Novo Brdo, 7 June 2007.

¹⁶⁶ Kosovo Albanian male, Municipal Assembly President, Kaçanik/Kaçanik, 8 May 2007.

Again in Kaçanik/Kaçanik, the local CSAT undertook an initiative aimed at addressing the problems faced by children living on the street, in co-operation with the local KPS. Activities held during the 'Future Leaders' youth camps (discussed in section 4.1.1. above), also had the objective of strengthening relationships between the KPS and youth. In response to the violent riots of March 2004, they provided an environment in which the participants could learn more about community policing in order to increase safety and security in their communities, and involved direct interaction with the KPS officers, who provided group facilitation.

Below are some thoughts of a number of the students, school teachers and KPS officers involved in projects implemented by the CSATs.

- *"CSATS have had a very positive impact on students and their relationship with the KPS, that is for sure"*. Kosovo Albanian male, Municipal Assembly President, Kaçanik/Kaçanik, 8 May 2007.
- *"The children are not afraid of the KPS at all. Right from the beginning we taught them to respect the KPS and that they should co-operate with KPS, not worry"*. Kosovo Serb male, school employee, Štrpce/Shterpcë, 12 June 2007.
- *"When we visited the police station we learned more about public safety. Now we respect and trust the police so much"*. Kosovo Albanian female, elementary school student, Lipjan/Lipljane, 3 May 2007.

- *“The [traffic safety] lesson given by the community police officers...was organised to last one hour, but the students were so interested, and asked so many questions, that the lesson lasted for two hours. The community police officers were amazed with the students”*. Kosovo Albanian male, school director, Novobërdë/Novo Brdo, 7 June 2007.
- *“Thanks to the CSAT, the parent council in school now has great co-operation with the police. Some young people have attended trainings in [the Kosovo Centre for Public Safety Education and Development] and now they work as CSAT members”*. Ashkali male, Municipal Assembly Vice President, Fushë Kosovë/Kosovo Polje, 17 May 2007.
- *“At the beginning [of the lectures] [the children] were not very open with us, but later it got better and better. We could see that they had a totally different opinion about the KPS...after that we have had very good co-operation and relations with them, due to community policing unit”*. Kosovo Albanian male, KPS officer, Novobërdë/Novo Brdo, 5 July 2007.
- *“[School visits to the KPS] created a better atmosphere between students and the KPS. The involvement of the KPS with students helped to remove the opinion that the police are not here for the people”*. Kosovo Albanian male, Municipal Assembly Vice President, Dragash/Dragaš, 14 June 2007.
- *“Co-operation between the KPS, the CSAT, the community and us is now much better”*.

Kosovo Albanian male, School Director, “Kuvendi I Lezhës” Secondary School, Viti/Vitina, 10 May 2007.

4.2.6 Partnerships and problem-solving

As evidenced throughout this impact assessment, partnerships between the CSATs and other stakeholders, particularly the KPS, have been crucial to the success of CSAT-developed projects. The presence of KPS officers on every CSAT, and the involvement of units in wider projects has contributed to an increased sense of partnership and an understanding that people can work “in on group with the same goal”.¹⁶⁷ Forty per cent (40%) of the KPS officers interviewed for this research considered the CSATs to be doing an ‘excellent’ job in assisting the work of the Service, with a further third stating that the contribution was ‘good’. Most KPS officers stressed the value of the partnership between the two entities, with one KPS officer noting that “[without] partners, it is more difficult to solve a problem”.¹⁶⁸ These very same partnerships and the results that they have produced have also helped communities to develop a sense of trust in the different stakeholders, including the KPS. As one participant said, “people feel much freer to co-operate with the KPS if they see police officers involved in [CSATs projects]”.¹⁶⁹

¹⁶⁷ Kosovo Albanian male, Government Minister and CSAT member, Gjakovë/Đakovica, 7 September 2007.

¹⁶⁸ KPS officer, Lipjan/Lipljane, 3 May 2007.

¹⁶⁹ Kosovo Serb male, KPS officer/CSAT member, Štrpce/Shterpcë, 12 June 2007.



KPS OFFICERS AND CSATs MEMBERS
WORKING TOGETHER TO DEVELOP PROBLEM-
SOLVING SKILLS, KAÇANIK/KAČANIK

As well as the participation of KPS officers in the CSATs themselves, there are regular meetings between the CSATs and the KPS, and the CSATs, KPS and Municipal authorities, in every municipality participating in the programme. As well as developing a cohesive approach to problem-solving, this collaborative approach can help further develop public trust in stakeholders¹⁷⁰ and contribute to a sense that progress is being made in partnership, rather than being imposed by one body.¹⁷¹ This is critical for the wider impact of the CSATs programme. As discussed in section 2, the CSAT programme has sought to develop CSATs members' knowledge and skills in a number of areas, including partnership-building, communication skills, facilitation, mediation and problem-solving. The participation of KPS officers in this training, and their practical application of the acquired skills, has positively affected their capacity to address problems in the community and, as such, encourage trust and confidence in their role. This approach was summarised by a KPS Station Commander, who stated that "for every problem or concern [the community] has, they report it to us and we try to find a way to solve it together. We have regular contact with the CSAT, and together we have succeeded in solving lots of problems in our community".¹⁷²

170 Kosovo Albanian male, Municipal Assembly Vice President, Dragash/Dragaš, 14 June 2007.

171 Gorani male, CSAT member, Dragash/Dragaš, 14 June 2007.

172 Kosovo Albanian male, KPS Station Commander, Dragash/Dragaš, 14 June 2007.

This cooperative approach to problem-solving was noted by several interviewees. Some of their comments are noted below.

- "As a police officer I think that [the CSAT] programme can help us very much. This programme involves the community much more in problem solving...[and] really improves communication between the police and the community. Where good communication is established, we have better co-operation". Kosovo Serb male, KPS officer/CSAT member, Leposavić/Leposaviq, 29 May 2007.
- "We had cases of hooliganism in schools, and young people fighting each other. We talked to [the children] in co-operation with the KPS and these young people promised that this would not happen again. Also involved in this was the Department of Education, the Director of the school, KFOR and the municipality". Kosovo Albanian male, KPS officer, Kamenicë/Kamenica, 5 June 2007.
- "(Because of the CSATs), relations and co-operation with the police are better, not only in Gjakovë/Đakovica but also in the whole of Kosovo". Kosovo Albanian male, Minister of Culture and Sport and CSAT member, Gjakovë/Đakovica, 7 September 2007.
- "Our co-operation with the KPS is more than good. All the time we have foot and car patrols along the border and in the remote villages. We help each other to resolve different situations such as the smuggling

of cigarettes across the border". KFOR representative, Kaçanik/Kaçanik, 8 May 2007.

- *"We have established partnerships with the community. They give us information and ideas. Our job is now more efficient...it is much easier to prevent and react now". Ashkali male, KPS officer, Kaçanik/Kaçanik, 8 May 2007.*
- *"I think all of us had a good experience working and cooperating [with each other]. We met the demands the citizens made to the police, and now the citizens can get help when they need it. The KPS always considered [the CSAT] as a partner, and that has had a positive influence on our work". Gorani male, CSAT member, Dragash/Dragaš, 14 June 2007.*
- *"[It was previously the case that] people did not want to call the police, but would instead come to the municipality. This is changing. We tell people that the municipality is not a place to report and send them to the KPS. CSATs have addressed this issue and are conducting training on how to report". Kosovo Albanian male, Municipal Assembly President, Kaçanik/Kaçanik, 8 May 2007.*
- *"Thanks to the CSAT program the partnership between the municipality, the KPS and the community has improved. Communication has improved...and the public's trust in the KPS has improved...the CSAT has made Dragash/Dragaš a better place". Municipal Assembly Vice President, Dragash/Dragaš, 14 June 2007.*

- *"CSATs have helped to improve the relationship between citizens and the KPS. If there is a problem or if anything is unclear to the public, the CSAT will organise a meeting with the KPS and try to help with the problem". Ashkali male, Municipal Assembly Vice President, Fushë Kosovë/Kosovo Polje, 17 May 2007.*

However, as is always the case, it is possible for more to be achieved. Though most interviewees discussed the role of the KPS in the community as part of the CSAT programme in a positive light, there were also criticisms that the KPS could be of even greater assistance to project implementers, as their support and co-operation (both at the Officer and Station Commander level) are often crucial to the successful outcome of an initiative.¹⁷³

¹⁷³ For example, Kosovo Serb male, NGO employee, Leposavić/Leposaviq, 29 May 2007.

4.3 Conclusion

Whilst improvements in interethnic relations cannot be the sole responsibility of the CSATs, they have a valuable role to play in bringing together different communities and stakeholders to work together towards a common goal. As shown, the CSATs have therefore undertaken a number of projects that have directly aimed to improve interethnic relations in their municipality, and a larger number that have been instrumental in ensuring the participation of different communities, thus contributing towards improved co-operation and partnership. It is not possible to accurately measure the long-term impact that CSATs have had in this regard, yet it is visible from the statements of participants and beneficiaries that attitudes are changing as a result of the work with which they have been involved. Though the March 2004 riots and the Kosovo Assembly's declaration of independence, on 17 February 2008, had an effect on the process, ongoing progress is evident: more inclusive partnerships have evolved between communities, authorities and CSATs have been created in many municipalities, and steps have been taken towards physically connecting different communities. Though there is undoubtedly space to further develop activities aimed at increasing interethnic dialogue, these measures go a long way towards achieving a normalisation of cooperative and functional relationships between the various communities of Kosovo. As such, they must be supported and encouraged. As a result of their involvement in CSATs projects focusing on the environment,

traffic safety and other community safety issues, as well as through their commitment to community policing, it can also be seen that the KPS has made significant progress in achieving a more positive image amongst CSATs participants and project beneficiaries. The cooperative approach taken by the KPS towards solving problems facing the public has enabled an enhanced degree of contact with residents and the creation of partnerships that, if properly developed, can be sustainable. However, it remains that the philosophy of community policing must be more uniformly applied across Kosovo in order to achieve a truly bottom-up approach to policing and maximise the benefits associated with this. Only then can the community be fully engaged in its policing and the long-lasting contribution that CSATs make, be fully utilised. It is hoped, therefore, that progress will continue being made in order to generate even higher levels of trust and confidence in the work that the KPS undertakes.

4.4 Recommendations

Interethnic relations

- CSATs should continue to encourage interaction and facilitate dialogue between different communities in Kosovo, through the development and implementation of inclusive and cooperative projects.
- CSATs should continue to identify existing barriers to interethnic

communication in their municipalities, and formulate mechanisms by which to address them, including use of the existing Local Public Safety Committees (LPSCs) and Municipal Community Safety Councils (MCSCs).

- Notwithstanding potential language barriers, CSATs should continue to work with the Municipal authorities and local schools in order to develop partnerships between children and youth of different communities through inclusive practical projects and school 'exchange' projects.
- Relationships between different communities should be 'de-politicised' in political rhetoric, and concentration should be placed on increasing contact between everyday individuals.
- Municipal authorities and the government must make a greater effort to provide financial and other practical support to CSATs projects aimed at improving relationships, communication and activities between different communities.

Community-KPS relations

- CSATs should continue to build and consolidate partnerships with the KPS in their respective communities, both through KPS representation on their teams, sustained dialogue and the cooperative implementation of projects.
- CSATs should continue to work with the KPS in schools in order to educate children

and youth on the work undertaken by the KPS in order to build trust in its activities.

- CSATs and the KPS should continue to undertake joint visits to both majority and non-majority areas in order to identify residents' problems and develop mechanisms to address them, as well as to ensure regular communication and co-operation with the public.
- Local KPS units should aim to provide assistance to CSATs' projects where appropriate.
- The KPS should dedicate adequate support and resources to the full and effective implementation of its community policing organisational strategy.
- The KPS should seek to engage in more systematic and regular information exchange with residents.

5. STRENGTHS, CHALLENGES AND LESSONS LEARNED

The preceding chapters have analysed the projects and activities undertaken by CSATs in order to assess the impact that the programme has had on safety, security and liveability in the communities in which they operate. It has been shown that there have been a number of successes, some greater than others, yet in a wide range of areas. However, CSATs have also faced a number of challenges, both in relation to the projects they have sought to implement, but also in more institutional or organisational aspects. This section thus seeks to assess these other, non-project based issues, as well as the successes and challenges associated with them.

5.1 Strengths of the CSATs programme

As demonstrated throughout the report, the CSATs programme has resulted in significant progress in participating communities in a number of areas. Tangible gains have been made in relation to traffic and environmental safety, and there have been improvements in the relationships between different communities, as well as between residents and the KPS. As a result, safety and liveability have increased in CSATs communities and, in some cases, the freedom of movement enjoyed by non-Albanian communities has increased. Surpassing

the achievements of the community safety initiative in the United States on which it was modelled,¹⁷⁴ this programme has also had a number of other impacts that are sustainable and far-reaching.

5.1.1 Linking the community and public institutions

As demonstrated through their inclusive and grass-roots approach, the CSATs have been able to bring together various stakeholders and residents in order to jointly overcome safety concerns. In so doing, they have acted as a 'bridge', assisting in the creation of an environment in which community members feel comfortable placing more trust in, for example, the police. As part of the CSATs' activities, inhabitants are also working with Municipal representatives and international institutions and security providers, along with local civil society groups and community leaders. Communication and co-operation has naturally improved, and foundations for further development have been laid.

Those involved in CSATs, either as participants or beneficiaries, have consistently highlighted the success with which this 'link' has been made. As one CSAT member and government minister stated, "though I did not have any particular expectations, a good chain [has been created]...we hope that it will continue like this".¹⁷⁵ The communication between the

¹⁷⁴ Former international trainer and current CSATs programme staff member, Vushtrri/Vučitrn, 16 June 2008.

¹⁷⁵ Kosovo Albanian male, CSAT member/Government minister, Gjakovë/Đakovica, 7 September 2007.

residents and stakeholders, particularly the police, has also led to improved co-operation.¹⁷⁶ The presence of this connection has thus operated to provide a locally-based body through which individuals can voice their concerns, become more aware of security and safety issues, and play a role in the problem-solving process.

5.1.2 Building cooperative working relationships

During their training and through their project implementation, CSATs members are taught how to build partnerships and work together in teams. This provides them with the tools that they need to work with different stakeholders in their communities and throughout Kosovo, as well as with each other. As discussed throughout this report, it can be seen that all CSATs have successfully created cooperative partnerships with a number of stakeholders in order to implement their projects and deliver their objectives, reflecting the idea that a community problem belongs to everyone, and thus people must co-operate to find a solution.¹⁷⁷ This is a great achievement, and one that has “far exceeded” the expectations of the programme and its participants.¹⁷⁸ There were initial concerns that bringing together the Municipal authorities, KPS and community in a forum like CSATs may be problematic; however, the challenges that

have presented themselves have usually been readily overcome, with individuals proving “receptive to trying new things, working together and building new and strengthening old partnerships”.¹⁷⁹ This was also highlighted by CSATs members, one of whom noted the initial “gap between the municipality and the community, but now we are all sitting around the table. Our work has structure [and] we all communicate”.¹⁸⁰

CSATs representatives also take part in regular meetings of the Municipal Community Safety Councils (MCSCs) in their respective municipalities,¹⁸¹ during which crime and safety issues in the community are discussed by the municipal authorities, KPS and other local and international stakeholders. Through this forum, issues are identified and solutions are implemented. CSATs have a valuable input into general partnership processes through their participation in this forum and an increased degree of co-operation has been facilitated by a recent decision by the Programme Team to ensure that the CSATs have at least one member who is also a permanent member and CSATs representative on the MCSC in their municipality. Furthermore, CSATs representatives participate in the meetings and activities of the Kosovo Community

176 Kosovo Serb male, KPS officer/CSAT member, Leposavić/Leposaviq, 9 August 2007.

177 Kosovo Albanian male, CSAT member/Government minister, Gjakovë/Đakovica, 7 September 2007.

178 Former international trainer and current CSATs programme staff member, Vushtri/Vučitrn, 16 June 2008.

179 Former CSATs programme staff member, Vushtri/Vučitrn, 28 May 2008.

180 Municipal Assembly Vice President, Klinë/Klina, 10 September 2007.

181 See UNMIK Regulation 2005/54 On the Framework and Guiding Principles of the Kosovo Police Service, 20 December 2005. Available at:

http://www.unmikonline.org/regulations/unmikgazette/02english/E2005regs/RE2005_54.pdf



CSAT MEMBERS, MUNICIPAL OFFICIALS, KPS OFFICERS, KFOR AND OSCE REPRESENTATIVES WORKING TOGETHER IN KAMENICË/KAMENICA

Policing Steering Group along with members of the Programme Team, offering them an opportunity to influence policies and decision-making processes at the highest level.

Finally, some CSATs are not only co-operating with other CSATs, but are also engaging in regional initiatives. For example, the Dragash/Dragaš CSAT has helped to facilitate meetings with communities in Albania, in order to try and address the transnational criminal activity that was occurring in the area. The meetings directly enabled the Municipal Assembly to take positive steps towards reducing the level of crime undertaken by those crossing into Kosovo for this purpose.¹⁸²

5.1.3 The CSATs' training and facilitation programme

As discussed in section 2.1, every CSAT member participates in an extensive training programme, which seeks to equip them with the skills necessary for performing their role. The training has been positively received by participants, with a consensus that it achieves its objectives and successfully prepares them for their role with "enthusiasm and faith that [they] can change something".¹⁸³ Lessons learned from each training cycle are also continuously implemented in order to ensure that each new CSATs training benefits from the experience of previous ones. Further,

¹⁸² Kosovo Bosnian male, Municipal Assembly Vice President, Dragash//Dragaš, 14 June 2007.

¹⁸³ Kosovo Serb male, CSAT member, Leposavić/Leposaviq, 9 August 2007.

those who have participated in the CSATs Training of Trainers course have noted how the additional skills they have acquired have been useful not only in relation to their CSATs, especially when soliciting project support from Municipal leaderships, but also in everyday communication with their families, colleagues, and fellow residents.

One particular aspect of the programme that has proved especially successful is the problem-solving training. CSATs participants have highlighted the value of this, indicating that it equips them with the skills not only to identify solutions to the practical crime and security concerns of their communities, but also to recognise potential crisis situations and raise public awareness about important issues.¹⁸⁴ CSATs members have also reported the success with which they have applied their problem-solving skills during their everyday lives and work, representing a successful transfer of skills gained from the programme. This is indicative of a wider trend: the tendency for CSATs participants to share their experiences with their friends and families, extending the benefits and impacts of the programme beyond those directly involved.

For the ongoing success of the training programme, it is important that local capacity continues to be developed. As such, the Programme Team is actively seeking to implement this principle. Since 2007, the CSATs training is now fully administered by existing CSATs members who have graduated from the CSATs

¹⁸⁴ Kosovo Albanian male, Municipal Assembly President, Viti/Vitina, 10 May 2007.



Training of Trainers course. The first four 'cycles' of CSATs, in 2003, 2004 and 2005 relied primarily on international trainers to share their experience and expertise from the United States. Now however, the most valuable expertise comes from the CSATs members and trainers themselves. Graduates of the Training of Trainers course have noted their satisfaction, saying that "I don't believe anything else could have helped me more than this course, not even a University degree",¹⁸⁵ and in this respect, it ensures a sustainable transfer of skills and knowledge. CSATs Programme Team members have thus indicated that, if things were to be repeated, more dedicated training of local staff and participants from the very beginning would be advisable. This would then increase local capacity from the start, place more responsibility on local programme staff and CSATs members, and limit the need for international trainers.¹⁸⁶

5.2 Challenges of the CSATs programme

CSATs have faced a number of challenges throughout the life of the programme. These have usually related to structural or logistical issues and have, on occasion, affected their ability to fulfil their potential.

5.2.1 Financial and logistical support

One of the most significant challenges highlighted by CSATs participants is the

level of financial and logistical support that they receive. Though each CSAT receives extensive and fully funded training, as well as some IT, office and training equipment through a small grants programme, neither the OSCE Mission in Kosovo nor USDoJ/ICITAP provide them with ongoing financial assistance. The intention is rather that they are self-sustaining bodies equipped with the skills required to obtain the necessary support from third parties.

The Programme Team continues to work closely with Municipal Mayors, KPS Station Commanders, the Ministry of Internal Affairs and the Kosovo Community Policing Steering Group to ensure their full understanding of their need to support the work of the CSATs in order to improve the chances of success throughout Kosovo. Nevertheless, when questioned, CSATs members consistently name limited financial assistance as the biggest challenge facing the programme and the work that they undertake. For example, though Municipal authorities have provided support to many CSATs projects, a lack of funds has been blamed for CSATs' inability to implement certain initiatives, such as projects to install traffic safety features in Dragash/Dragaš, Fushë Kosovë/Kosovo Polje and Lipjan/Lipljane.¹⁸⁷ Other CSATs participants have expressed the concern that their Municipal leadership has failed to take their work seriously and thus offer limited support,¹⁸⁸

¹⁸⁵ Kosovo Albanian male, CSAT member and trained Trainer, Vushtrri/Vučitrn, 16 June 2008.

¹⁸⁶ Former CSATs programme staff member, Vushtrri/Vučitrn, 28 May 2008.

¹⁸⁷ Municipal Assembly Vice President, Dragash/Dragaš, 14 June 2007; KPS officer/CSAT member, Fushë Kosovë/Kosovo Polje; 20 May 2008 KPS officer/CSAT member, Lipjan/Lipljane, 20 May 2008.

¹⁸⁸ Kosovo Bosniak female, CSAT member, Obiliq/Obilić,

failing to meet initial expectations¹⁸⁹. This is problematic. As one CSAT member has stated: “getting volunteers [is not a problem]. The only problem [is] resources”.¹⁹⁰ Though it is evident that CSATs have successfully implemented several projects that require little or no financial input, and there are many examples of when they have solicited financial engagement from different municipal, central and international stakeholders (as well as the communities themselves), there is an obvious need for Municipal leaderships to provide CSATs with more sustained and tangible assistance from their budgetary funds.

This extends not only to project implementation, but also day-to-day practicalities. For example, an NGO employee in Obiliq/Obilić noted that “[CSATs] do not have the proper conditions for work. [The CSAT] does not even have an office...no one motivates the members to work”.¹⁹¹ This is a recurring complaint from CSATs members, and was also observed by a Municipal Assembly Vice President, who noted the need for CSATs to be provided with telephones and transport in order to effectively undertake their responsibilities.¹⁹² Though it is clear, from this Assessment and from the regular contact between the CSATs and Programme Team, that the CSATs are motivated to work and are regularly

impacting upon the communities in which they operate, it is also obvious that a lack of institutional support can potentially lead to de-motivation in any team, as well as limiting their effectiveness. CSATs are underpinned by the values of volunteerism and thus participants should not expect to receive payment; however members cannot and should not be expected to use their own money to fund their participation. The everyday costs associated with their work, including those accumulated by travelling to meetings,¹⁹³ should be reimbursed – ideally by the relevant Municipal leadership.

However, CSATs also need to increase their own capacity to attract funding. Rather than relying on international support, they need to identify ways in which to proactively secure donations or partnerships from other sources. The CSATs Executive Council could also consider becoming a body capable of attracting and securing funds for CSATs activities and events. The inclusion of a comprehensive training session on fundraising would, therefore, be a valuable addition to the CSATs training programme, as would training on project proposal development and project management, skills that are also necessary for gaining external financial support. This could then replace and exceed the ad hoc support CSATs currently receive and equip them with the skills to secure the necessary financial support and ensure sustainability of their teams and work.

¹⁹³ In some CSATs, members are often unable to attend meetings due to the fact they do not have sufficient funds for their transportation.

15 May 2007.

¹⁸⁹ CSAT member, Prizren, 4 August 2007.

¹⁹⁰ Kosovo Serb male, CSAT member, Leposavić/Leposav-
iq, 24 May 2007.

¹⁹¹ Kosovo Albanian female, NGO employee, Obiliq/
Obilić, 15 May 2007.

¹⁹² Kosovo Bosniak male, Municipal Assembly Vice Presi-
dent, Dragash/Dragaš, 14 June 2007.

5.2.2 Intra-CSATs communication

Some CSATs members raised the point that, when many individuals are brought together, like in CSATs, there can be challenges of communication. Though their training teaches them team-building and co-operation skills, personal differences have, at times, affected the contribution that CSATs are able to make. For example, CSATs participants have highlighted occasions where there have been misunderstandings and disagreements about the best way in which to proceed in relation to a particular problem or concern. However, these participants have also stated that with extended dialogue and communication, they have usually been able to reach agreement and resolve any outstanding issues without jeopardising the sustainability of their team.¹⁹⁴ The Programme Team also continues to work closely with CSATs in this regard, providing assistance and, when needed, facilitating the team's discussion to find common ground and achieve consensus.

More seriously, some CSATs members have reported a failure of more senior members of the team to communicate effectively with the rest of the participants. A lack of internal organisation can readily inhibit the effective functioning of the team and a consequence of this was felt during this Assessment, when a small number of interviewees were unprepared due to the fact that they had not been informed of the research by their Executive Council member. Though follow-

up discussions ensured that any such 'gaps' in communication or materials were filled, this demonstrates that regular and effective communication and meetings are critical, as is the full commitment and participation of every CSAT member. This latter issue has been raised several times, with a number of participants complaining that some CSATs members were not actively involved in the work of the team and suggesting, therefore, that a more stringent 'selection' process for those individuals who form a CSAT may be required. Though individuals' work commitments often means that they may not be able to attend all meetings, those seeking to join the team should ensure beforehand that they are able to dedicate the time necessary to effectively fulfil their functions. Learning from these experiences, the Programme Team now seeks to clarify the roles and responsibilities of each CSAT member during their training, and have also developed a one-week 'CSATs New Members' course. This is intended to provide all CSATs with an opportunity to recruit new members of their team at a later stage in order to replace those individuals who are either not fulfilling their responsibilities or are not able to contribute. To date, several CSATs have used this method to supplement their teams with new members showing motivation and commitment to the team and its work.

5.3 Lessons learned and the way forward

The issues highlighted by this Assessment have raised a number of lessons learned, which have already been applied, and continue to be applied, in order to avoid or

¹⁹⁴ Kosovo Albanian female, CSAT programme staff, 7 August 2007.

reduce challenges and optimise successes. The positive impact that the CSATs programme has had on safety and liveability in Kosovo should not be underestimated, and though they need to continue to develop, grow, and overcome existing obstacles, their extension throughout Kosovo should occur. In addition to the obvious impact that CSATs have had on concrete goals, such as traffic and environmental safety, and the less tangible issues such as interethnic relations and community-KPS relations, the programme has also operated to develop the skills that each CSAT member possesses, providing an opportunity for each individual to transfer their knowledge to others and extending the impacts of the programme.

As highlighted throughout this Assessment, the CSATs Programme Team has continually sought to identify ways in which to improve the programme and has implemented new elements and activities in order to facilitate this. By continually developing the training programme to suit the needs of individual communities, the Team has been able to tailor the skills and knowledge delivered to optimise the opportunities for success. Further, the Team has developed new mechanisms to promote intra- and inter-CSATs co-operation and communication and ensure sustainable training and skills capacity. However, more frequent and/or structured follow-up meetings between CSATs and the Programme Team would prove a useful tool in resolving outstanding challenges in a timely manner, and maximising success, as well as ensuring that the motivation and commitment of all team members are at their optimum.

In order for CSATs achievements to be fully and widely recognised, and challenges successfully addressed, a proper system of monitoring and evaluation must be implemented. Though the Programme Team maintains information on CSATs activities, the only proactive monitoring mechanism in place at present is the reporting that CSATs make to the Executive Council at the quarterly meetings. All other monitoring occurs on an ad hoc basis and this remains one of the main challenges facing the programme. It has resulted in difficulty gaining comprehensive information and updates on CSATs' projects and activities, as well as accurately analysing any outstanding issues or challenges. It is therefore recommended that CSATs submit regular and detailed updates on their projects and activities, which can then be reviewed, assessed and archived. This provides a more effective platform for ongoing and future evaluation of the programme and its impact, as well as ensuring a more comprehensive basis for information exchange. It is suggested that such a tracking and monitoring mechanism be administered by the Executive Council, with oversight by the CSATs Programme Team, as this would provide an opportunity for local sustainability, rather than tying monitoring to the existence of external (international) bodies. Though this has been discussed by a working group within the Executive Council, it is recommended that a firm commitment is made to following this through to fruition. Only then can CSATs properly publicise their efforts and successes: whilst progress is being made in this regard through media training and public awareness initiatives,

much more remains to be done. There also needs to be more extensive engagement of youth and women in the CSATs. Though all CSATs have youth representatives and female participants, it is important that more are involved, both in the CSATs themselves and the projects that they undertake. As one CSATs member stated, young people bring “energy and dynamics” to the team,¹⁹⁵ and the contribution they can make is huge. Programme Team members also highlighted this issue: though youth engagement was intended from the very beginning, there is a need to increase the level of their involvement, either through their participation in regular CSATs or through the creation of youth-only CSATs.¹⁹⁶ The participation of women also needs greater development, though their inclusion may be more readily facilitated once strong relationships have been formed with male community leaders.¹⁹⁷ The development of the CSATs New Members course has also provided an excellent opportunity for youth and women to be involved at a later stage of a CSATs development, and has been utilised as such on several occasions.

Finally, an issue that needs to be addressed, due to the consistent nature with which it arises, is that of the CSATs ‘status’. A number of CSATs representatives consistently request that their roles and functions be formalised in the way that Municipal Community

195 Kosovo Albanian male, CSAT member/Government minister, Gjakovë/Đakovica, 7 September 2007.

196 Former CSATs programme staff member, Vushtrri/Vučitrn, 28 May 2008.

197 Former CSATs programme staff member, Vushtrri/Vučitrn, 28 May 2008.

Safety Councils and Local Public Safety Committees are, i.e., through some sort of government regulation. They feel that this would provide them a level of ‘legitimacy’ or ‘authorisation’ to address community problems, something that they consider they are currently lacking. However, this approach operates to subvert the grassroots and participatory philosophy of the programme. CSATs already have legitimacy, created through the skills they have gained, the relationships they have created, and the impacts they have achieved as community members. Rather than assisting them in their roles, the regulation of CSATs activities, which would accompany any ‘formalisation’ of their functions, would only serve to “confine or politicize” them, a ‘top-down’ approach that is purposefully being avoided in favour of a ‘bottom-up’ or grassroots approach.¹⁹⁸ The Programme Team has therefore consistently sought to ensure that CSATs are free of such boundaries and it is recommended that those participants who seek this formalisation concentrate on the substantive nature of their roles and what they sought to achieve when they joined the programme. CSATs are volunteers, and the programme is based on the notion of wanting to assist the community in which one lives by finding ways to address its concerns. Though it is important that the government is fully aware and supportive of the work that the teams undertake, the greatest opportunities for CSATs’ success can only be fully realised without the restrictions that could accompany their regulation.

198 Former CSATs programme staff member, Vushtrri/Vučitrn, 28 May 2008.

6. CONCLUSION AND RECOMMENDATIONS

This report has presented an assessment of the impacts that CSATs have had on four major issues in Kosovo: traffic safety, environmental safety, interethnic relations and community-KPS relations. The findings represent positive progress since each CSATs' inception, with all teams making a visible impact in their communities.

CSATs have made excellent progress in relation to traffic safety projects. Their youth education projects have helped to raise traffic awareness amongst young people, and their efforts to install traffic signs and pedestrian crossings have impacted on the preconditions necessary for improving actual levels of traffic safety. However, further attempts need to be made to consolidate and build on the progress that has already been achieved.

CSATs have also made significant strides toward improving environmental conditions and standards in the communities in which they operate. Regular clean-up operations have helped to improve Kosovo's visual environment, as well as discouraging the presence of stray dogs – a major health and safety risk. CSATs have also helped to increase awareness of environmental issues amongst youth and inhabitants, as well as motivating local communities to protect their immediate surroundings.

Through their inclusive and participatory structure, the partnerships that they have created, and the projects that they have undertaken, CSATs have also had a positive impact on interethnic relations in many communities. By bringing different communities together to pursue a common goal, co-operation has improved between individuals and in some cases, daily interaction and freedom of movement have increased. A number of CSATs have also been instrumental in improving the quality of life experienced by non-Albanian communities in their municipalities, thus improving levels of trust and co-operation.

As a result of their involvement in CSATs projects and their commitment to community policing, the KPS is progressing towards a more positive public image. The role that CSATs have played, through facilitating increased contact between KPS officers and the residents (both as a result of the KPS presence on CSATs themselves and the joint endeavours between CSATs and KPS units), is significant. However, there must be an increased commitment to the practical implementation of community policing and continued engagement with CSATs, in order to inspire full public trust and confidence in the police.

CSATs have succeeded in creating cooperative and sustainable partnerships between the various security and safety providers and the communities in which they work, as well as between different groups within communities. There is an increased awareness of common activities, and improved communications between

the community, municipalities and police. The training programme that each and every CSAT member undergoes has also equipped them with the skills necessary to successfully identify and analyse grass-roots safety concerns, and though there have been some challenges, develop and implement measures to address them. Though CSATs are staffed by volunteers, it is important that the teams receive the necessary financial and logistical support to implement their projects; whilst there have been many success stories, this represents an ongoing challenge for the teams.

Finally, a number of lessons learned have already been identified and implemented, especially in relation to the design and development of the programme itself. Improvements to the selection and training programme have been implemented as a result of previous experiences, and mechanisms to address problems of internal co-operation and communication are being continuously created. An ongoing commitment to improving these aspects and a concerted effort by all involved to address other, more problematic challenges, will ensure that the CSATs continue to grow, develop and achieve success in their communities. Kosovo's CSATs have shown themselves to be capable of increasing safety and the quality of life, and as such must continue to work together to be sustainable leaders in their communities and Kosovo-wide.¹⁹⁹

¹⁹⁹ Former international trainer and current CSATs programme staff member, Vushtrri/Vučitrn, 16 June 2008.

Recommendations

Traffic safety

- The strong leaning towards social action in the field of traffic safety is clearly indicated by the work thus far completed by the CSATs, and the impact that they have had. As such, sustained implementation of traffic-related projects should be considered by the Municipal authorities and relevant the government ministries in order to capitalise on and further recent success.
- The Municipal authorities should provide sufficient support, both logistical and financial, for the traffic safety projects undertaken by the CSATs and their partners in order to avoid future failure of projects.
- The KPS should, in partnership with CSATs and local schools, continue to implement regular traffic awareness education programmes.
- The KPS should seek to implement a 'bottom-up' approach to addressing traffic safety issues, with a change in attitudes being the ultimate and sustainable goal.

Environmental safety

- CSATs should continue to work towards engaging local residents in environmental projects, and raising awareness of the benefits associated with them and the dangers caused by environmental damage.

Particular focus should be placed on engaging Kosovo's youth in order to ensure sustainable progress.

- Municipal authorities should allocate adequate resources to longer-term environmental projects, such as tree-planting, sustainable river cleaning, and initiatives to lower levels of pollution in order for the positive impacts of clean-up and awareness-raising activities to be strengthened.
- Municipal authorities and the government should seek to develop mechanisms to effectively address the issue of illegal wood-cutting in co-operation with the KPS.
- Municipal authorities should ensure that all villages and towns have proper garbage disposal facilities. They should also implement a comprehensive system of 'checks' throughout municipalities to ensure that household waste is being disposed of in accordance with acceptable standards. The imposition of penalties on those who fail to comply with such regulations should be strongly considered.
- Municipal authorities should ensure that adequate support, both financial and practical, is given to environmental projects undertaken by the CSATs and their partners.
- Municipal authorities should ensure that timely decisions are made on proposed actions towards stray dogs, and proper support be given to those involved.

Relations

- CSATs should continue to encourage interaction and facilitate dialogue between different communities in Kosovo, through the development and implementation of inclusive and cooperative projects.
- CSATs should continue to identify existing barriers to interethnic communication in their municipalities, and formulate mechanisms by which to address them, including the use of the existing Local Public Safety Committees (LPSCs) and Municipal Community Safety Councils (MCSCs).
- Notwithstanding potential language barriers, CSATs should continue to work with the Municipal authorities and local schools in order to develop partnerships between children and youth of different communities through inclusive practical activities and school 'exchange' projects.
- Relationships between different communities should be 'de-politicised' in political rhetoric, and concentration should be placed on increasing contact between everyday residents.
- Municipal authorities and the government must make a greater effort to provide financial and other practical support to CSATs projects aimed at improving relationships, communication and activities between different communities.

Community-KPS relations

- CSATs should continue to build and consolidate partnerships with the KPS in their respective communities, both through KPS representation on their teams, sustained dialogue and the cooperative implementation of projects.
- CSATs should continue to work with the KPS in schools in order to educate children and youth on the work undertaken by the KPS in order to build trust in its activities.
- CSATs and the KPS should continue to undertake joint visits to both Kosovo Albanian and non-Albanian areas in order to identify inhabitants' problems and to develop mechanisms to address them, as well as to ensure regular communication and co-operation with the public.
- Local KPS units should aim to provide assistance to CSATs' projects where needed and appropriate.
- The KPS should dedicate adequate support and resources to the full and effective implementation of its community policing organisational strategy.
- The KPS should seek to engage in more systematic and regular information exchange with residents

Capacity-building

- CSATs should continue to work on their communication skills and relationship building, both within their own teams and

with other CSATs. They should also seek to increase the level of information exchange in order to learn from each others' experiences.

- CSATs should seek to increase public awareness of their activities and better publicise their successes. The Executive Council should also consider becoming a centralised resource for those interested in community safety in Kosovo.
- All CSATs members must take responsibility for their participation in the programme and ensure that they are fully committed to the work they undertake.
- CSATs should seek to engage a higher proportion of youth and women on their teams, as well as in their project implementation.
- CSATs programme administrators should continue to develop local capacity by training local trainers who can then assume greater responsibility for developing future CSATs members' skills.
- Municipal authorities should seek to allocate greater budgetary funds to CSATs in order to provide the support necessary for their daily functioning and specific projects. CSATs' sustainability is dependent on the proper levels of support.
- CSATs and the Executive Council must develop their capacity to independently secure financial support from different local and international sources. Inclusion of a project proposal and fundraising

session on the CSATs training programme would be beneficial.

- CSATs, the Executive Council and the Programme Team must seek to implement a comprehensive and regular system of monitoring in order to keep current on CSATs' projects and activities and evaluate progress, as well as to assess outstanding issues and challenges. This should be coordinated by the Executive Council, in order to ensure local sustainability and prevent reliance on external (international) bodies for ongoing monitoring.

